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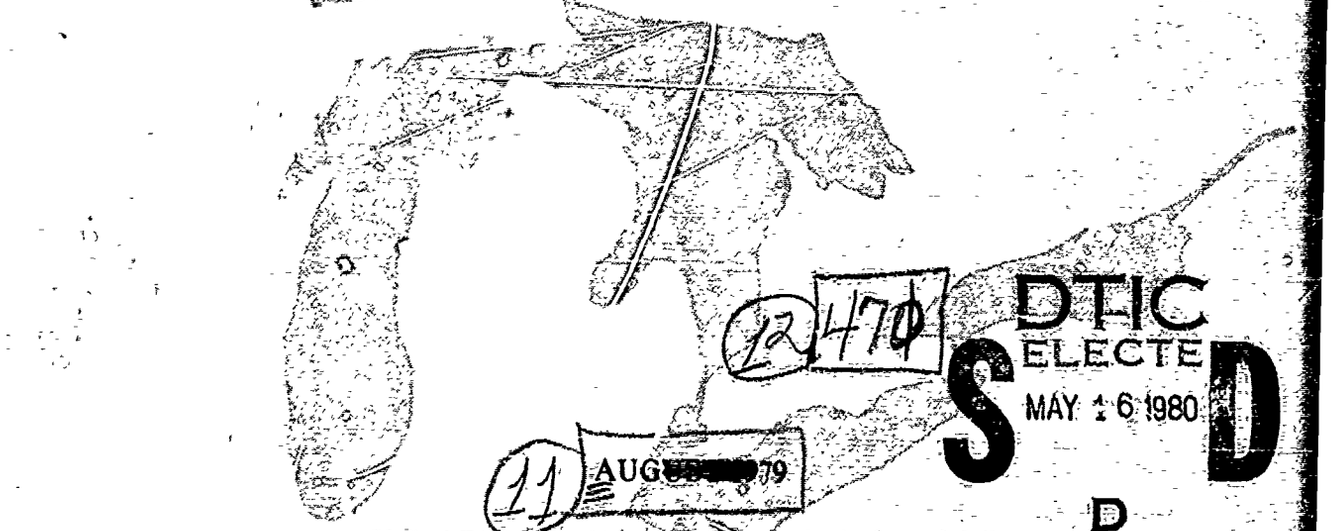
(6) for GREAT LAKES and ST. LAWRENCE SEAWAY NAVIGATION SEASON EXTENSION.

LEVEL II

VOLUME III.

APPENDIX C.

PUBLIC VIEWS AND RESPONSES ON THE REPORT AND ENVIRONMENTAL IMPACT STATEMENT



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20. ABSTRACT (Continue on reverse side if necessary and identify by block number)

This is the Final Report for the Great Lakes and St. Lawrence Seaway Navigation Season Extension feasibility study. The goal of this study is to consider the feasibility of means of extending the navigation season on the entire system from mid-December to early April (year-round). The report uses, as a base condition, the Chief of Engineers 16 November 1977 report which recommends the extension of the navigation season on the upper four Great Lakes to 31 January (± 2 weeks). The purpose of this study is to determine whether

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Federal participation in Navigation Season Extension is desirable, and its extent, if any, to address the significant social, environmental, economic, engineering, and institutional aspects, and, to make a recommendation for Congressional consideration based on these findings.

This Final Report evaluates six proposals, considering various season lengths and geographic coverages, to further extend the navigation season on the entire Great Lakes/St. Lawrence Seaway System up to 12 months on the upper four Great Lakes, and up to 11 months on the Welland Canal, Lake Ontario and the International Section of the St. Lawrence River. This report relates U. S. costs to U. S. Benefits.

This study concludes that season extension is engineeringly and economically feasible year-round on the upper three Great Lakes, up to year-round on the St. Clair River-Lake St. Clair-Detroit River System and Lake Erie, and up to 10 months on Lake Ontario and the International Section of the St. Lawrence River. It is recognized that formal agreement with the Government of Canada is required for any extension on the system beyond the upper three Great Lakes. To assure and to confirm environmental and social feasibility of this program, an Environmental Plan of Action (EPOS) would be accomplished concurrently with implementation and execution of post-authorization planning, engineering, construction and operations with provisions to modify or stop the program if unacceptable environmental impacts surface. The District Engineer recommends that the project, as described above, be implemented.

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GREAT LAKES and ST. LAWRENCE SEAWAY

NAVIGATION SEASON EXTENSION

APPENDIX

APPENDIX C — PUBLIC VIEWS AND RESPONSES ON THE REPORT AND ENVIRONMENTAL IMPACT STATEMENT

AUGUST 1979
U.S. ARMY ENGINEER DISTRICT, DETROIT
CORPS OF ENGINEERS
DETROIT, MICHIGAN

APPENDIX C

PUBLIC VIEWS AND RESPONSES
ON THE REPORT AND
ENVIRONMENTAL IMPACT STATEMENT

AUGUST 1979

APPENDIX C

PUBLIC VIEWS AND RESPONSES
ON THE REPORT AND ENVIRONMENTAL IMPACT STATEMENT

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APPENDIX C

PUBLIC VIEWS AND RESPONSES ON THE REPORT AND ENVIRONMENTAL IMPACT STATEMENT

Part I

Public Involvement Program

INTRODUCTION

Public involvement is a key to the development of acceptable and implementable plans. With this in mind, the public involvement plan was developed and implemented early in the study process. It was designed to create awareness and stimulate two-way communication, in order that publics could participate in the planning and decision-making process of the study.

The process of identifying water resources issues, exploring alternatives, and selecting a feasible and desirable plan required a continuous two-way communication process between the study planners and identifiable publics--public officials, public and private groups and the study area citizenry.

With the main goal of establishing this two-way communication process, the objectives shown below were established.

OBJECTIVES

1. Inform the public and promote full public understanding of the Great Lakes and St. Lawrence Seaway Navigation Season Extension Survey Study--the study process, progress, implications and results.

2. Develop a process of interaction and instill in the publics a desire to participate and become involved in the study.

3. Identify affected and interested individuals and groups within the study area, which included determining and describing channels of communication to be used in involving them in the study.

4. Acquire sufficient information from the broadest practical cross-section of concerned citizens, groups, and governmental agencies to identify area problems, issues, needs, priorities, and preferences.

5. Promote wide public review and evaluation of the planning process and study results at the end of each stage of planning, so that public desires and expectations help guide the scope, nature, and direction of the study.

DISCUSSION OF THE PROGRAM

The following paragraphs describe the public involvement tasks and techniques undertaken for this survey report.

For the purpose of this study, publics were classified into four main groups: elected officials, governmental agencies, organized groups, and the general public.

a. Elected officials. One of the major sources of information was from elected officials who represented various interests and concerns. Their inputs, representing their constituencies, were vital to the program.

b. Governmental agencies. Many Federal, State, regional, and local agencies were interested in water resources and contributed to the public involvement process of this study. A partial list of governmental agencies and units is included:

FEDERAL AGENCIES

UNITED STATES

Advisory Council on Historic Preservation
Energy Research & Development Administration
U.S. Dept. of State, Office of Canadian Affairs
Environmental Protection Agency
Federal Energy Regulatory Commission
International Joint Commission, U.S. Section
National Aeronautics & Space Administration
U.S. Department of Agriculture
U.S. Forest Service
U.S. Department of Commerce
  Maritime Administration
  National Oceanic & Atmospheric Admininistration
  Great Lakes Environmental Research Laboratory
  National Weather Service
U.S. Department of Defense
  Office of the Chief of Engineers
  Board of Engineers for Rivers & Harbors
  U.S. Army Engineer Division, North Central
  U.S. Army Engineer Districts, Great Lakes Distr s
  Cold Regions Research & Engineering Laboratory

U.S. Department of Health, Education & Welfare
(Public Health Service)
U.S. Deptartment of Housing & Urban Development
U.S. Department of Interior
Bureau of Mines
National Park Service
U.S. Fish & Wildlife Service
Heritage Conservation & Recreation Service

U.S. Department of Transportation
St. Lawrence Seaway Development Corp.
U.S. Coast Guard
Federal Highway Administration

CANADIAN

St. Lawrence Seaway Authority of Canada
Coast Guard, Canada
Environment Canada
Ministry of Transport, Canada
Ministry of External Affairs

STATE

Illinois
- Office of the Governor
- Clearing House
- Coastal Zone Management Office
- Department of Commerce
- Department of Natural Resources

Illinois (Cont.)	- Department of Transportation/Division of Water Resources
	- Environmental Protection Agency
	- State Historic Preservation Office
Indiana	- Office of the Governor
	- Clearing House
	- Coastal Zone Management Office
	- Department of Commerce
	- Department of Natural Resources
	- Stream Pollution Control Board
	- State Highway Commission
	- State Historic Preservation Office
	- State Planning Agency
Minnesota	- Office of the Governor
	- Clearing House
	- Coastal Zone Management Office
	- Department of Commerce
	- Department of Natural Resources
	- Department of State Highways & Transportation
	- Pollution Control Agency
	- State Planning Agency
	- State Historic Preservation Office
Michigan	- Office of the Governor
	- Clearing House
	- Coastal Zone Management Office
	- Department of Agriculture
	- Department of Commerce
	- Department of Natural Resources
	- Department of State Highways & Transportation
	- State Historic Preservation Office
	- State Planning Agency

Ohio	- Office of the Governor
	- Clearing House
	- Coastal Zone Management Office
	- Department of Natural Resources
	- Department of State Highways & Transportation
	- Environmental Protection Agency
	- State Historic Preservation Office
	- State Planning Agency
Pennsylvania	- Office of the Governor
	- Clearing House
	- Coastal Zone Management Office
	- Department of Commerce
	- Department of Environmental Resources
	- State Historical Preservation Office
	- State Planning Agency
New York	- Office of the Governor
	- Clearing House
	- Coastal Zone Management Office
	- Department of Environmental Conservation
	- Division of State Planning
	- State Historic Preservation Office
Wisconsin	- Office of the Governor
	- Clearing House
	- Coastal Zone Management Office
	- Department of Commerce
	- Department of Local Affairs & Development
	- Department of Natural Resources
	- Department of State Highways & Transportation
	- State Historic Preservation Office
	- State Planning Agency

REGIONAL

Great Lakes Commission
Great Lakes Basin Commission

LOCAL

Great Lakes Port Authorities and Commissions
Counties of the Eight Great Lakes States
Cities whose boundaries border on the Great Lakes, their connecting channels, and the St. Lawrence River, and others which may be affected by navigation on the Great Lakes.

c. Organized groups. These groups usually had varied interests and concerns. Some had major interests in a water resource study while others had only peripheral interests. Many groups were identified during the study. They included such interests as: recreational, business, conservation, industrial, wildlife, professional, educational, utility, labor, or community. These groups are identified because they may have had some impact on, or may have been somewhat impacted by the study results.

The following is a list of organized groups identified during the study process.

American Federation of Government Employees,
St. Lawrence Seaway Local
Association of American Railroads
Charlotte Community Association
Chippewa Yacht Club
Edison Sault Electric Company
Great Lakes Landowners Association

Great Lakes Port Authorities and Commissions
Great Lakes Seamen
Great Lakes Task Force
Hydro-Electric Power Commission of Ontario, Canada
Industrial Users Group
International Longshoremen's Association
International Shipmaster's Association
Lake Carriers' Association
Lake Erie Advisory Committee
Lake Erie Task Force
Lake Marine Engineers Beneficial Association
Lake Michigan Federation
Lake St. Clair Advisory Committee
League of Women Voters
Masters, Mates, and Pilots
Michigan Duck Hunters Association
Michigan Natural Areas Council
Michigan State Chamber of Commerce
Michigan United Conservation Clubs
National Audubon Society
Neebish Island Pioneers Association
Northern Environmental Council
Onondaga Audubon Society, Inc.
Power Authority of the State of New York
Save Lake Superior Association
Save the River Committee (St. Lawrence River)
Seafarers International Union
Sierra Club
Southeast Michigan Council of Governments
U.S. Great Lakes Shipping Association
West Michigan Regional Planning Commission

d. General public. Many individuals, not represented by any of the above groups or organizations, became interested in the study. Many individuals developed opinions and attitudes about the study and expressed positions with regard to the study. These individuals were influential in the final approval or rejection of study plans, and the public involvement program attempted to involve them in the planning process through personal interviews and briefings.

As the study progressed, identification of additional publics was necessary. The following identification techniques were employed:

a. Evaluation of existing data; for example, political, environmental, socio-economic, geographic, etc. This evaluation allowed the staff to determine additional groups and individuals interested in the study.

b. Evaluation of existing mailing lists and directories. This evaluation allowed for maintenance of the study's mailing list.

c. Contact with opinion leaders, advisory group members, and other influentials. These contacts helped in identifying other people interested in water resources.

d. Contact with members of interest groups. These contacts helped in identification of other interest groups.

IMPLEMENTATION OF THE PROGRAM

Contacts were made with agencies and groups interested in water resources who could provide information about problems and issues in the region. In addition to being asked to suggest alternative solutions to problems, individuals and representatives of groups and

agencies also were asked to evaluate plans and suggest modifications to make plans more responsive to area needs. Evaluation of the study process, progress, and results were open to public review. Principal forms of public involvement for this study were timely public meetings and hearings, field trips/site visits, workshops, seminars, congressional briefings, citizen representation in work groups, and news releases. While the general level of public involvement was lower during the early planning stages, the forum for involvement and the intensity of interaction developed in the later stages of planning, due to the "cumulative effect" of involvement.

Public Involvement Activities

A mailing list of approximately 2,800 names of Congressional, Federal, State, county, and city officials; navigation, business, and industrial interests; environmental and conservation groups; media; engineering and planning consultants; and other interested individuals was developed. (The current mailing list for the study now numbers approximately 5,000.) Public meeting notices and brochures were sent to individuals encouraging their participation at scheduled meetings. The purpose of these meetings was to inform the public that a study on the extension of navigation season on the Great Lakes-St. Lawrence Seaway was underway and to encourage the public to express their views, ideas, and concerns on the study.

Public involvement for the survey study started with formal public meetings in 1972, held in Chicago, Illinois; Cleveland, Ohio; and Duluth, Minnesota. A public seminar was held in December 1972 in Detroit, Michigan, to provide a forum for expression of views and discussion by all parties who had an interest in the Winter Navigation Program.

A series of public meetings were held, in January 1974 (Duluth, Minnesota; Sault Ste. Marie, Michigan; and Detroit, Michigan) and in February 1976 (Duluth, Minnesota; Sault Ste. Marie, Michigan; Detroit, Michigan; and Cleveland, Ohio) to present to the public the findings and recommendations of an interim report to extend the navigation season in the upper four Great Lakes and solicit public views.

A public workshop was held in July 1975 in Sault Ste. Marie, Michigan, to obtain public views, ideas, and concerns regarding the effects and problems along the St. Marys River shoreline affected by vessel transit during the winter, and to present the results of a study conducted in 1974 on the effects of winter navigation on the St. Marys River shoreline.

A public meeting was held in January 1977 in Sault Ste. Marie, Michigan, to obtain public needs and views relative to the navigation season extension survey and Demonstration Program. During the Demonstration Program years between 1975 and 1978, meetings and press conferences were held in Sault Ste. Marie, Michigan, before the beginning of the winter season to coordinate the St. Marys River operational plan. This plan was implemented to permit as near normal operations as possible along the river while allowing commercial navigation to continue into the winter.

An additional series of nine workshops was conducted in 1977, sponsored by the U.S. Fish and Wildlife Service as agents for the U.S. Army Corps of Engineers. These workshops were held at five locations throughout the Great Lakes area (Duluth, Minnesota; Sault Ste. Marie and Dearborn, Michigan; Chicago, Illinois; and Watertown, New York). The purpose of these workshops was to obtain citizen input relative to potential environmental, economic, and social impacts of winter navigation.

The concept of future direction of both the survey and Demonstration Program was presented during a public meeting in Cleveland, Ohio, in October 1977.

In November 1977, a winter navigation research needs workshop was held by the Great Lakes Fisheries Laboratory in Ann Arbor, Michigan.

A series of eight workshops was conducted in 1978, sponsored by the U.S. Army Corps of Engineers. These workshops were held at eight locations throughout the Great Lakes area, (Duluth, Minnesota; Sault Ste. Marie and Port Huron, Michigan; Milwaukee, Wisconsin; Chicago, Illinois; Toledo and Cleveland, Ohio; and Ogdensburg, New York). The purpose of these workshops was to obtain citizen input relative to the Preliminary Draft Survey Report on Navigation Season Extension. For a more detailed description of these workshops, refer to Supplement 1 of this Appendix for the workshop digests. (Attachments A through H.)

The last series of public meetings was conducted in April and May 1979 and were held at seven locations throughout the Great Lakes area (Gary, Indiana: Detroit, Michigan, Duluth, Minnesota; Sault Ste. Marie, Michigan; Cleveland, Ohio; Massena and Watertown, New York). The purpose of these meetings was to inform the public of the study progress and to encourage an interchange of information on the problems and alternative solutions presented in the report. For a more detailed description of these workshops, refer to Supplement 1 of this Appendix for the workshop digests (Attachments I through O).

Numerous letters have been received from the public since the beginning of the study expressing their opinions and concerns of the study. Every attempt has been made to respond to each inquiry.

Identified Publics

The previously developed Interim Feasibility Report, dated March 1976, and Plan of Study, dated January 1978, identified and utilized key publics. These publics were encouraged to participate in workshops and meetings and to comment on plans and recommendations.

Channels of Communication. Periodically during the study, the public involvement techniques were evaluated to insure that adequate input from the public was being obtained. The public involvement program was flexible enough to accommodate changes when necessary. The techniques used are explained in detail in the following paragraphs.

a. Public Meetings. As part of the planning process, formal public meetings were held at the end of each stage of the Survey Study. The main purpose of these meetings was to inform the public about the study and proposals relating to it and to give all interested persons an opportunity to publicly express their views and exchange information which would assist in arriving at sound conclusions and recommendations. Every effort was made to provide adequate information well in advance of public meetings to allow for more informed public participation.

The meetings included a brief informational presentation, a period for formal statements, and an informal question and answer period. A variety of media was used to present the information to the audience at these meetings--slides, maps with overlays, informational handouts, and other communication tools.

Strengths: They allowed large numbers of people to get together and express and exchange their views; the information flow between the audience and the agency representatives was accomplished and

documented; public meetings were highly visible; public views were recorded; and oral comments allowed a sensing of the importance of the ideas held by members of the audience.

Weaknesses: They were occasionally difficult to conduct; a few people tended to abuse their speaking opportunities while others did not speak at all; some people suppressed their views when asked to speak; and they occasionally intensified polarization of existing views.

b. Direct mailings. Throughout the study effort, information was sent through the mail in the form of brochures, letters, and public notices. Mailings, especially event-oriented newsletters, were one of the most important feedback mechanisms used in the study. Periodic newsletters informed the public of meetings and workshops; they provided the public with the results of studies, meetings, workshops, etc.; and they established a point of contact between the Corps of Engineers and the public. In general, mailings were used to inform the people of study progress, results, etc., and were supportive of other kinds of public involvement techniques used in the study.

Strengths: They allowed much information to be dispersed to a large number of people in a short period of time; they helped to inform the public of study progress and findings; and they helped notify the public of important study milestones and checkpoints.

Weaknesses: They did not allow for two-way communication; people who were not on the mailing list did not receive the information; and if there was a large quantity of information to be distributed, structuring and mailing the information was time consuming.

c. Small informal meetings or interviews with key individuals or groups. The main emphasis in these meetings and interviews was on gathering opinions about issues and problems.

Strengths: Input was obtained on a one-to-one, in-depth, and detailed basis; involvement of individuals contributed to public understanding of decisions; and individuals often indicated community values and attitudes, as well as informing others about issues and helped stimulate input into the study.

d. Mass media. Presentation of information through the media was a basic technique used throughout the study. Because of the large amount of information to be disseminated to the public, the media was used extensively. News releases through radio, television, and newspapers were used.

Strengths: It was a fast and efficient mode of communication; the mass media reached large segments of the population; and it presented a large amount of information in an interesting way.

Weaknesses: It was difficult to get prime-time or front-page coverage; distorted statements and/or lack of coverage was detrimental to the study; and use of the media did not allow for two-way communication.

e. Small group workshops. People involved in the workshops were divided into small, mixed-interest groups for the purpose of discussing issues and recommending solutions to problems. Group interaction in a workshop was useful in developing support for various positions. The workshops designed for this study included a few major workshops open to the public, rather than a continuing series of related workshops. It was believed that these would be more effective because a continuous series of workshops tends to be

dominated by a small number of the same people. The objective of this technique was to get people with different viewpoints together and to allow them to exchange views.

Strengths: Workshops were an interesting experience to the participants and encouraged further participation; it was a technique which allowed opposing viewpoints to be aired; and it seemed to be a good way of informing the public and getting direct input for developing various alternatives.

Weaknesses: It was costly and time-consuming for both the study team and the public; and local, special-interest groups occasionally predominated and biased input.

f. Field trips/on-site visits. Field trips of key study team personnel of the season extension program were very significant because of their impact on both public decision-makers and program decision-makers, and because they provided a forum for exchanging views with the public. Additionally, two-way communication with those directly affected by the program was enhanced, resulting in the focusing on problems and values.

g. Speeches/presentations to interest groups. The Corps of Engineers has taken advantage of many speaking opportunities. The concept was to make a presentation followed by a question and answer period, with the intent being to increase general knowledge of the program.

h. Other presentations. Again, every opportunity was utilized to present the program to the broadest range of publics. Presentations have been made at workshops and seminars sponsored by other Federal agencies and private special interest groups.

Analyzing public input. Analysis of public input consists of summarizing, describing, and arranging the large quantities of information that have been received from the various publics. It involves the identification of underlying values, attitudes, and opinions held by the people involved in the study. The content, nature, and extent of public input was summarized before evaluation was accomplished, and recommendations and decisions were made based on the evaluation of the summary.

The following principles guided the analysis:

a. All information received from the public was useful, regardless of its form or detail, and was analyzed.

b. All input was analyzed systematically and objectively. Having been summarized in this manner, the results have produced a better and more consistent analysis, and outside agencies and public groups have been given a better understanding.

c. Individuals' views received in earlier phases of the study may have changed in the later phases; therefore, analysis was continuous to insure that these changes had been noted and to insure that they were incorporated into the decision-making process.

Evaluating public input and the public involvement program. There were two kinds of evaluation required: First, appraisals of the importance of the public input itself were performed; and second, interpretations of the effectiveness of the public involvement program and the various techniques used to collect public input were made.

a. Evaluation of public input. Determining the importance of different kinds of public input was an integral part of the

decision-making process. Public views were as important to the process as other factors, such as economic impacts, cost, and environmental considerations. Two basic assumptions regarding the value of public input were made. By recognizing these assumptions, all input was evaluated consistently. Also, by explicitly stating the assumptions, the public had an opportunity to understand, review, and comment on the decision-making process.

Assumption #1 - All public input expressed values and was important. If, for example, emotional views unsupported by facts were screened out, then the public involvement process no longer would be an accurate indicator of acceptable decisions.

Assumption #2 - Both the quantitative and qualitative aspects of public input are relevant. It is just as important to know how people feel about the plans and why they feel as they do as it is to know how many people support or reject certain plans.

b. Evaluation of the public involvement program. Review of the effectiveness of the public involvement program and the techniques designed to carry it out was another purpose of evaluation. The quantity of involvement was important; however, the quality of the input and the results of the interaction between the study team members and the public was as important as the number of people.

The best opportunities for evaluating the effectiveness of public involvement in both quantitative and qualitative terms in the study were at the scheduled public meetings and workshops. At these meetings, the public had the opportunity to comment on the public involvement program, as well as on other planning activities. These meetings also allowed the evaluation of the effectiveness of the one-way information effort; that is, how much knowledge the public had of the study.

A news media analysis through review of newspaper articles has been performed since 1971. A local news clipping service has provided the study team with articles relating to water resource issues, land-use issues, environmental concerns, citizens' reactions to planning, and other related issues. The articles were reviewed to determine the major issues in the area, the support or nonsupport for various plans, the underlying values and attitudes expressed by the area citizenry, and other such data.

SUPPLEMENT 1

GREAT LAKES - ST. LAWRENCE SEAWAY
NAVIGATION SEASON EXTENSION SURVEY STUDY

DIGEST OF PUBLIC WORKSHOPS AND MEETINGS

A digest of each of the public workshops and meetings listed below held on winter navigation season extension has been provided to bring to your attention fellow citizen's concerns and opinions on the program. The workshops were open to the public, especially those persons who believed this program would affect their lifestyle, changing their use of the Great Lakes. Also, persons who thought the program would provide them and their community with future economic benefits were encouraged to attend.

As a result of the workshops and meetings, many major concerns and questions regarding the winter navigation season extension program were stated and are addressed in the Survey Report. Please note that the digests are only summaries of the workshops and meetings and do not contain verbatim statements. Verbatim statements from the Covernor of New York and the Power Authority of the State of New York have been included with the meeting digests.

	Attachment	Date	Location
Workshops:	A	August 21, 1978	Duluth, MN
	B	August 23, 1978	Sault Ste. Marie, MI
	C	August 29, 1978	Cleveland, OH
	D	August 30, 1978	Toledo, OH
	E	September 12, 1978	Port Huron, MI
	F	September 15, 1978	Ogdensburg, NY
	G	September 19, 1978	Milwaukee, WS
	H	September 20, 1978	Chicago, IL
Meetings:	I	April 24, 1979	Gary, IN
	J	April 26, 1979	Detroit, MI
	K	May 02, 1979	Duluth, MN
	L	May 03, 1979	Sault Ste. Marie, MI
	M	May 07, 1979	Cleveland, OH
	N	May 09, 1979	Massena, NY
	O	May 10, 1979	Watertown, NY

15 Attachments (A through O)

ATTACHMENT A TO SUPPLEMENT 1
DIGEST OF DULUTH PUBLIC WORKSHOP
REGARDING NAVIGATION SEASON
EXTENSION ON THE GREAT LAKES -
ST. LAWRENCE SEAWAY SYSTEM
21 AUGUST 1978

The first of a series of Winter Navigation Season Extension public workshops was held on Monday, 21 August 1978, at Duluth, Minnesota, at the Arena Auditorium. All attendees were asked to fill out a registration card so that they could be notified of results of the meeting. Most of the approximately 40 attendees represented organizations, business, and environmental groups, and seemed to have a basic knowledge of the extended season program.

After an explanation of the program by the Government representative and a slide presentation on winter navigation, people who wished to, were given an opportunity to make a statement. A written statement was presented by a representative of Congressman James Oberstar supporting the Winter Navigation Program, and listing benefits that could be derived from it. One person, a retired Duluth native, objected to the program because he felt that it caused larger ships to be put into operation thereby causing retirement and scraping of smaller ships, and a cut-back on stockpiling with a resulting loss of jobs. The environmental feasibility of the program was also cited as a major concern especially in the area of oil and hazardous substance spills and how they would be handled.

After the general meeting, the audience was divided into three groups for discussison.

The public questioned if less stockpiling was an economic benefit particularly since the 90-day supply is mandatory?

Would grain shipping areas increase in the future, adding further impetus to the winter navigation program?

Would deepening of channels and harbors occur beyond the present 27 foot depth?

Would there be increased need for dredging with winter navigation?

What would be the effect on water levels?

Who would pay for winter navigation which costs more than other seasons?

How about the safety factor for seamen?

The icebreakers mentioned in the report: a Superior resident questioned, "Why should they be harbored in Duluth when the Superior harbor would probably require their use more?"

The problem of dust in wintertime loading of coal and taconite was brought up.

It was mentioned that a careful perusal of the draft preliminary report sent to the public prior to this public workshop indicated 20 key studies which were not complete . . . Why wasn't this information made available before public input is requested?

The meeting scheduled to end at 4:00 P.M. was extended an hour, to give the "wrap up" report to the three groups collectively.

ATTACHMENT B TO SUPPLEMENT 1
DIGEST OF SAULT STE. MARIE PUBLIC WORKSHOP
REGARDING NAVIGATION SEASON EXTENSION ON
THE GREAT LAKES-ST. LAWRENCE SEAWAY SYSTEM
23 AUGUST 1978

The 2nd workshop on the Winter Navigation Season Extension Program was held at Lake Superior State College in Sault Ste. Marie, Michigan, at 6:30 p.m., on 23 August 1978. Approximately 60 people were present.

The agenda began with an introduction by the Government representative and a slide presentation on the program. Questions from the public were answered about the slide program and proposals. These questions are summarized below:

I. Costs and Benefits

a. Who would pay the costs of Winter Navigation in the long run? Would benefits be passed on to consumers?

b. What are the costs of the compensating works?

c. Is the Corps of Engineers methodology for computing costs and benefit/cost ratio a method required by law?

d. Do present cost figures reflect the cost of all the modifications that are still being studied?

e. Why did the Corps choose to compute costs over a 50-year lifespan of the project?

II. Island Transportation

a. Neebish Island residents are concerned about being trapped on the island when the West Neebish Channel is closed to navigation in the winter months.

b. Forty-two percent of the Sugar Island residents are senior citizens, and many of them are over 80. They are concerned about getting off the island in case of emergency.

c. The Drummond Island School Board President was concerned about whether a stronger-hulled ferry would be needed to transport school children across the channel to the mainland because of increased ice problems.

III. Shore Erosion

a. At the last public workshop in the Soo, it was pointed out that the Demonstration Program was causing erosion along more than one mile of shoreline, but this didn't show up in the Corps of Engineers report.

b. Is the Corps of Engineers going to consider funding for protection of shore property from erosion? Shoreline owners need help with this problem.

IV. Other

a. What date each year would high risk insurance have to be placed on freight?

b. Will boats traversing the lakes in winter have to have special plates on their bows to protect against ice?

c. What percentage of the total annual tonnage was shipped through the St. Mary's channel last year during the winter season alone? Was it enough to benefit the country as a whole?

d. Has the State of New York asked to stop the Demonstration Program?

The audience was then divided into four groups in order to list the public's concerns. The concerns expressed in the groups are summarized below:

1. Shore Erosion

This was a major concern to many of the people who attended the workshop. Residents along the St. Marys River are concerned about the impact on the shoreline from ships moving through 2 to 5 feet of ice. Island residents stated that the wall of ice pushed against their shores sometimes reaches as high as 9 feet, which is above the high water mark on the shore. This causes shore erosion and rips out docks. Several persons stated that the erosion was due to the speed of vessels pushing ice against shore.

The residents expressed concern over who is liable for shore erosion, and the fact that it is hard to prove shore damage. They inquired about whether there could be a change in legislation to make the government liable for shore damage.

Many expressed the need for the speed of vessels in winter to be controlled, and suggested the Coast Guard could use a radar or TV system to monitor speeds. The suggestion was made to suspend operator's licenses as a penalty.

II. Costs and Benefits

This was another major concern to the people attending the workshop. The following questions were asked:

a. Have all costs been identified to Federal, private and commercial concerns?

b. Have all past, present and future costs and benefits been calculated?

c. Who would benefit? Would cost reductions be passed on by vessel operators and industry to consumers? What happens if consumer costs don't go down?

d. Would employment increase?

e. Would seamen be paid more in winter?

f. If the project is so favorable, why doesn't somebody else do the project, such as private industry?

g. Would the project pay for itself?

h. Can a different benefit/cost method be used?

i. Has the cost of extra tug assistance needed in winter been included?

III. Island Transportation

This was another major concern brought out in the workshop. Residents of the islands were concerned about transportation to and from the mainland and other islands during winter navigation operations, which break the ice path normally formed in winter and creates increased ice buildup.

In the groups, residents of the islands asked about the possibility of building a bridge, causeway or tunnel to Neebish and Sugar Islands and suggested that the expense might be worth it. Others were concerned about ice aggravating the operation of the Drummond Island ferry.

IV. Environmental Concerns

The following environmental conerns were expressed:

a. Why is environmental data being studied while the Demonstration Program continues, instead of before it starts?

b. Why is environmental data collected in harbors only?

c. The reports don't show quantifiable environmental costs.

d. How much environmental damage will be tolerated?

e. Would increased dredging hurt water quality due to increased turbidity.

f. The bubblers may hurt fish migration and stir up bottom sediments.

g. Fishing is down at Six Mile Point, and there may be a loss of other fisheries.

h. The whitefish spawn covering is affected.

i. Plastic litter and garbage dumped in water during the winter shows up on beaches in the spring.

j. Should oil tankers and chemical tankers be restricted after December 15?

k. There needs to be a contingency plan regarding oil spills.

l. Could oil spills be cleaned up in winter?

m. What would be the effect of vibrations from vessels pushing through ice?

V. Effects on Power Interests

There was some concern expressed over impact on power facilities and whether power companies would be involved. The problems mentioned were:

a. Flooding due to ice jams.

b. Ice has almost shut off power plant turbines in the past.

c. Anchor ice caused problems last year.

d. Need better monitoring of water levels.

e. Need better regulation of heating.

VI. Other Ice Problems

a. Is ice breakup aggravated by Winter Navigation?

b. A lot of ice comes through the ice boom in Soo Harbor and jams up the channel at Little Rapids Cut. Would the ice be stabilized at Little Rapids Cut?

c. What effects do ice control structures have on water levels?

d. There is a need to move vessels within the Soo Harbor behind the existing ice boom. Is the ice boom described in the Survey Study capable of restraining the increased loads?

VII. St. Lawrence River Demonstration Program

The people at the workshop wanted answers to the following questions concerning the 17-mile stretch of the St. Lawrence River to be involved in a Demonstration Program:

Would the water be diverted while the channel is excavated? If so, would this affect water levels and flows? Would the water level drop below the compensating works? How would the water be used if diverted?

VIII. Other Comments and Concerns

a. Does the Demonstration Program depend on Canada going along with it? What would the U.S. do if Canada does not participate?

b. What was the status quo before the Demonstration Program?

c. Have alternative modes of transporation been considered, such as railroads? It was suggested that Escanaba Harbor be used for transportation instead of the St. Mary's River in order to take advantage of railroads and other modes of transportation.

d. Are ships filled to capacity during normal navigation season? Are some laid up in summer months, especially at steel companies?

e. Do lake carriers want to work in winter?

f. There needs to be a study of injuries to seamen and dock workers, etc.

g. Will different configuration of vessels be needed? Will vessels be given icebreaking capacity? Will holding tanks have to be revised? Will enlarged ships, locks, etc. be required?

h. Is it justifiable to have two-way traffic in winter, in the St. Mary's River.

i. Why is there a need for Winter Navigation now, with energy requirements the way they are?

j. Would user charges be charged to vessels using the Soo Locks?

k. Why do insurance rates go up?

l. Concern was expressed about dredging, especially the costs of dredging in the Neebish Channel. It was suggested that the West Neebish Channel be used instead of the Middle. Other problems with dredging were its effect on levels and flows, its effects on recreational boating, and whether dredging can be compensated for.

m. It was suggested that better monitoring of fluctuating water levels is needed.

Following the summarized reports of each group to the entire assembly, the workshop was adjourned at approximately 10:30 p.m.

ATTACHMENT C TO SUPPLEMENT 1
DIGEST OF CLEVELAND PUBLIC WORKSHOP
REGARDING NAVIGATION SEASON EXTENSION ON THE
GREAT LAKES-ST LAWRENCE SEAWAY SYSTEM
29 AUGUST 1978

On Tuesday, 29 August 1978, the 3rd in series of public workshops on the Great Lakes-St. Lawrence Seaway Navigation Season Extension was held in Cleveland, Ohio, at the Anthony J. Calebrezze Federal Building. Approximately 20 persons were in attendance. The Government representative introduced the program and gave a slide presentation on Winter Navigation. An opportunity for formal statements was then given before the workshop was divided into 2 groups. General comments were made concerning the environment, economics, and other aspects of an extended navigation season. The concerns expressed are summarized below:

What would impacts be on the environment, fish habitat, spawning, water quality, etc.? What questions needed to be answered from the plan of study?

The Environmental Plan of Action must be prioritized. Concern was expressed on impacts caused by bubbler systems in Lake Erie harbors. Perhaps turbulence monitoring could be included and would show that the effects are minimal.

What's the situation in the St. Lawrence this winter? How do we know if there will be any problems unless we test?

Shoreline protection-what types of protection would be needed?

Would future costs be Federal or non-Federal?

On Canadian involvement, the following question-would Canada benefit from the program?

What about the benefit/cost ratio?

Who is studying the fish and wildlife? Has Fish and Wildlife found any issue which identifies major concern?

Would the vessels be inspected if winter navigation goes the full season?

What is planned for harbor dredging, in order to keep harbors open year round? Open water disposal was discussed along with widening Middle Neebish Channel of the St. Marys River. There is a problem getting permits for dredging and disposal (Conneaut Harbor). The possibility of

using dredge material to landfill and dikes to replace erosion was raised. EPA Standards would have to be met.

Economics, who will benefit? What does Conneaut get out of Winter Navigation? Would United States Steel Corporation get all the benefits?

What is the actual relation between waterborne transportation and other modes as a total system? Is water travel less efficient in winter because of moving through ice?

Bubbler systems - How much would the Corps of Engineers do? Just navigation channel? Harbors?

Crew safety, comfort and avoiding accidents. Are there Coast Guard winter navigation guidelines for safety?

The meeting was adjourned at 4:00 p.m. after a brief review of concerns was given.

ATTACHMENT D TO SUPPLEMENT 1
DIGEST OF TOLEDO PUBLIC WORKSHOP REGARDING
NAVIGATION SEASON EXTENSION ON THE
GREAT LAKES-ST. LAWRENCE SEAWAY SYSTEM
30 AUGUST 1978

The 4th Public Workshop on the Winter Navigation Season Extension Program was held in Toledo, Ohio, at the University of Toledo's Student Union, on Wednesday, 30 August 1978. The meeting was opened by the Government representative. After a brief introduction of the program and a slide presentation, those present were given an opportunity to make statements expressing their concerns and questions about the program. The persons present (approximately 10) talked about the program's environmental impacts, the economic costs and who pays them, water levels and flows, ice structures and compensating works. The concerns are summarized below:

I. Environmental

a. What about the environmental impact problem?

b. Season extension has been proposed to January 31st on the upper lakes. Does the program assume that the winters will be moderate?

II. Oil and Hazardous Substance Spills

Regarding oil spills, the Coast Guard says incidents are no greater in winter than in summer. Probability of an oil spill in winter is lower.

a. If oil does leak, how would it be handled?

b. What is the possibility of oil spill impact on wintering waterfowl, especially in the Detroit River, Lake St. Clair and the St. Clair River? If oil congealed and sank to the bottom it would be very difficult to clean up. Concern was expressed about toxic materials getting into water intakes. Water intakes would have to be shut where contamination takes place.

c. When we add structures to the rivers, are we increasing the possibility of having an accident?

III. Economics

a. What's the bottom line on winter navigation; what's the whole program going to cost?

b. Does that total cost include maintenance?

c. How long would it take to get improvements in place?

d. Why doesn't shipping pay part of the cost?

e. Why is the study being done?

IV. Water Quality and Larger Vessels

A member of the League of Women Voters said that the League has not taken any particular position on winter navigation, however, they are concerned about water quality. She asked about large vessels that are currently being planned by shipping companies to sail the Lakes. Jumbo ships may have to pay more insurance. Vessels over 730 feet cannot get through the Seaway now. The Corps of Engineers maintains channels at 25 1/2 feet. The Soo Locks are American. The St. Lawrence Seaway is international.

The question was raised, "Has there been any thought to have shippers increase the power of their vessel?" Each vessel commander should have information regarding ships in the system and locations in order to assess the need for Coast Guard Assistance.

V. Ice Control Structures

Question: What are compensating works?

VI. Other Concerns

Question: Has Congress approved additional funds for Coast Guard tugs now being built?

Diked disposal sites, specifically in the Detroit River and western Lake Erie area, were then discussed. The meeting was adjourned at 4:00 p.m.

ATTACHMENT E TO SUPPLEMENT 1
DIGEST OF PORT HURON PUBLIC WORKSHOP
REGARDING NAVIGATION SEASON EXTENSION ON
THE GREAT LAKES - ST. LAWRENCE SEAWAY SYSTEM
12 SEPTEMBER 1978

The 5th Public Workshop on the Winter Navigation Season Extension Program was held on Tuesday, 12 September 1978. The workshop was held in Room 2i3A of the County Building in Port Huron, Michigan. Approximately 30 people were present.

An introduction of the program was made by the Government representative. Also, a slide presentation of the program was shown. Questions from the public about the program and slide presentation were answered.

Major concerns expressed were in regard to shoreline erosion and protection, environmental, the possibility of oil and hazardous substance spills, economics, and social effects.

The workshop was then divided into two groups to identify questions and concerns. These questions are summarized below.

I. Shoreline Erosion

Concerns expressed were about shoreline erosion and damage due to winter navigation and who should the people go to with their complaints. They also wanted to know who determines the speed of vessels through the St. Clair River and who monitors the vessels? The following statement was submitted by a citizen:

Protection for property owners on the St. Clair River from damage by induced movement of ice from displacement of ship hulls. This is especially critical when a solid cover of thick ice is on the river. Damage is most common to docks, boathouses, and seawalls when ice is pushed shoreward and frequently windrows to many feet above normal river height. This action has been documented by photos, personal observation, monitoring of ship to ship or ship to shore radio messages, and by many repair bills. Most of the property owners have had docks and shore installations for many years prior to the start of the winter navigation program. However, it is very difficult to report and, most important, to get any agency to accept report of damage to aid in collection or reimbursement for cost to repair damage from shipping companies or governmental agencies. An extension of the season should include a charge or fee from ship firms to establish an insurance fund to repay property owners who many suffer damage. Those who do sustain damage should be represented on board! One person stated that he had

reported damage to the Coast Guard (Flats Station) and was referred to the Marine Inspection Office in Detroit. Neither contact made any mention of reporting to the winter navigation board, but only advised him to contact the shipping company whom he felt did shore damage.

II. Environmental

Concern was expressed as to oils spills, how they would be cleaned up, and will the clean-up be effective? Are there any laws that prohibit vessels from carrying hazardous substances? What is the effect of larger ships and deeper channels? There were also concerns expressed as to whether larger ships would cause more environmental damage.

III. Economics

One group member asked if winter navigation savings would be passed on to the consumer. Would old ships be able to operate during extended season?

IV. Canadian Participation

The group was interested in Canadian contributions, and how much Canadian icebreaking is going on?

The meeting was adjourned at 10:30 p.m. after a summary of each group's concerns were presented.

ATTACHMENT F TO SUPPLEMENT 1

DIGEST OF OGDENSBURG PUBLIC WORKSHOP REGARDING
NAVIGATION SEASON EXTENSION ON THE
GREAT LAKES-ST. LAWRENCE SEAWAY SYSTEM
15 SEPTEMBER 1978

The 6th public workshop on the Winter Navigation Season Extension Program was held on Friday, 15 September 1978, in Ogdensburg, New York. The meeting originally scheduled to be held in the Council Chambers of Ogdensburg City Hall, was held in the auditorium of Ogdensburg Free Academy (High School) because of the large number expected to attend. Approximately 200 people were in attendance.

The workshop began with an introduction by the Government representative. A slide presentation on the program was also shown. The floor was opened to the public for questions and comments on the program. The group elected not to break into smaller groups, therefore, a single questions and answer session was held that lasted almost 3 hours; later, two work groups were formed from a portion of this main group.

During the course of the main session, a formal Resolution was read by Mr. Thompson, Chairman, Planning and Conservation Committee of the St. Lawrence County Board of Legislators. The Resolution opposes ice boom modifications and vessel transits beyond the Normal Navigation Season prior to thorough social, economic, and environmental studies. A formal statement by Norma A. Bartle, a Congressional Candidate from the 30th District, was also made. Ms. Bartle, is definitely opposed to the Winter Navigation Program because of the economic and environmental impacts, which she listed, and offered to carry the fight against it to Washington, if necessary.

The environmental questions, especially in connection with the Demonstration Program, were among the public's main concern. Tom Brown of the NYDEC Steering Committee took issue with the "adaptive approach", planned for use in the Survey Study, and stated that environmental studies are being refined now without input of New York and, therefore, may be inadequate. He also objects to the statement in the Survey Report that "unacceptable" environmental impacts have not been identified. Other issues he mentioned were, dredging, ice control structures, icebreaking in regard to water level changes and shoreline erosion, and significant habitat changes.

Don Metzger, resident of Clayton, New York, and a Seaway ship's pilot, is concerned about the burden on the pilot of handling foreign vessels and increased strain on pilot. He stated, "In Washington, some agencies are considering lowering the requirements for pilots," and asked,

1. Why lower pilot requirements?

2. Some foreign vessels are not properly equipped. Will there be increased surveillance to see that vessels are in proper shape?

3. Shouldn't funds be made available to help train pilots for winter conditions, contrary to lowering pilot requirements?

Save the River Committee reaffirmed their original opposition to the demonstration program because of the serious environmental and economic consequences, and possible jeopardy to the fragile ecological balance. They believe the demonstration program would diminish upstate port and rail facilities.

It was stated by the Chairman of the Save the River Committee that the Corps of Engineers said the Alexandria Bay audience was split 50/50, but it was really almost unanimous (against winter navigation). About the slide presentation - Oil spills result from damaged vessels and they won't occur in winter operations. Why not? They do in the summer. The Corps was also asked how public participation was used. A meeting participant had also attended the August 10-11 meeting and believes sentiment is misrepresented. The public has to make voices known or super tankers will be next on the St. Lawrence. They would like to see highway (transportation) not river, if they are going to keep the St. Lawrence one of the cleanest rivers in the world.

The question of Canadian involvement and cooperation was raised. How can we proceed without knowing Canadian plans?

A meeting participant who has a company between Morristown and Ogdensburg asked, "What will happen on the controlled demonstration test location 20 miles of water? What kinds of boats, speed, when, how long?" Will the movement of shore structures be monitored and measured? St. Lawrence Seaway Development Corporation (SLSDC) should be responsible for damage and people owning structures should have U.S. Government pay for damage. It was suggested instead to guarantee any oil spills (insurance bonds) etc., that Corps of Engineers (COE) and SLSDC will stand behind damage -be financially responsible. If winter navigation is authorized, could we perhaps limit types of commodities - no oil?

What sociological studies have been conducted concerning people on the St. Lawrence? Have there been studies of people living in the St. Lawrence region?

The question of oil spills again was raised. Can the Coast Guard clean up oil both winter and summer? Do they have facilities to clean up oil and remove ice cover? What's proposed for this winter? What damage from oil to fish? Is it the same in winter as in summer? There are risks from oil spills and hazardous cargo. Finland is recognized as expert in winter navigation. Have we turned to them for advice?

The discussion then turned to the Public Notice for permit in regard to the Demonstration Program. The decision is based on probable impact on public and considered endangered species - (Bald Eagle). Does COE have to abide by same permit standards? Until environmental issues are resolved, will they be permitted to proceed on the Survey Study? Will imput of this meeting go to Washington for next week's decision? N.Y. State should look into Office of General Services - Land under water belongs to N.Y. From a pamphlet - reprint from September 1978 Seaway Review - commercial magazine - publisher Jacques Les Strang, the following information was taken. "First Interim Report recommends extension - upper 4 Great Lakes - up to 31 January (± 2 weeks). Current Survey Report continues with 5 separate proposals, including St. Lawrence - up to 11 months."

The St. Lawrence deserves more attention. The report covers the entire System and has to present findings on entire System. It is dangerous to ignore other areas in which you may have concerns. What does Demonstration mean? What is the exact location of the demonstration corridor? New York Department of Environmental Conservation (NYDEC) records document thousands of dead animals. We have little baseline data - how do we know there are no adverse impacts? If we don't know vital signs of river, how do we know adverse effects? Do we need permission from the International Joint Commission (IJC) to proceed with the Demonstration Program? Before any programs can be undertaken by the Winter Navigation Board (WNB), there is a more rigorous procedure than simply obtaining a COE permit. Is IJC the last approval?

Why, as taxpayers and land owners, should we pay for oil spills? We need to define Navigational Servitude and Liability. Taxpayers shouldn't be liable for the 1976 oil spill. If you hold an irreversible test, is that lack of care? Concerns have been expressed and identified - The next question is, are they significant enough to stop the program? Power Authority has a question of liability - they are required to operate under certain levels and flows criteria. If they can't, feel they are liable. According to National Environmental Policy Act (NEPA) and Council on Environmental Quality (CEQ), a project of this dimension must be addressed in its entirety, including future contemplated actions.

At the Chippewa Bay meeting it was brought out, if we have extended navigation, there will be economic benefits. What would that mean to Chippewa Bay, Alexandria Bay, etc.? Regional analysis is now a data gap.

Other concerns stated are as follows:

a. The river belongs to 2 countries. Is COE advising people elsewhere in the nation about the study?

b. Where can one get a copy of "No action plan"?

c. What additional ice booms must be constructed this year for Demonstration?

d. What's going on now? Are you putting in anchors for N.Y. Power Authority?

A city councilman said the program should be terminated at Buffalo in the upper lakes as it doesn't benefit people in the St. Lawrence River area. He is afraid booms will break in the spring flooding Massena and Ogdensburg. Ogdensburg depends on drinking water from the St. Lawrence River and oil spills, ice jams, etc., could contaminate.

Some people from the main group then decided to break into 2 smaller groups and those persons in each group listed their concerns as follows:

GROUP I

Concerns were expressed about the duplication of reports, the overall cost of winter navigation, the Port of Ogdensburg not included in the report, and the scope of Canadian participation. They were also concerned about who received the benefits from extended season. What the impact would be in St. Lawrence County, and who decides what criteria to use in determining the environmental and economic impacts.

GROUP II

Concerns were expressed about conditions for navigation in the St. Lawrence River during the winter and workability of ice booms - will they hold? A prime concern was flooding of low lying areas. Members of the group doubted that winter navigation could ever be economically advantageous to the people of the United States and in particular the people on the St. Lawrence. The question was asked, "What is an ice stabilization structure?" Other concerns were made known about existing boom strength, water level displacement and all aspects of the proposed demonstration test this winter.

The workshop ended at approximately 10:30 p.m.

ATTACHMENT G TO SUPPLEMENT 1

DIGEST OF MILWAUKEE PUBLIC WORKSHOP REGARDING NAVIGATION SEASON EXTENSION ON THE GREAT LAKES-ST. LAWRENCE SEAWAY SYSTEM
19 SEPTEMBER 1978

On Tuesday, 19 September 1978, the 7th Public Workshop on the Winter Navigation Season Extension Program was held in Milwaukee, Wisconsin, at the Holiday Inn. The status of the Survey Study was outlined by the Government representative, for the approximately 10 assembled participants of the workshop, who formed one group. Where the study would go from this point on was also outlined, and a slide presentation on the program was given.

Areas where more information is needed, such as environmental analysis, energy, and shoreline property damage, were discussed. Some of the other areas of concern as summarized below are, N.Y. power interest, cost of icebreakers, upgrading of vessels, oil spills, and Benefit/Cost as applied to Wisconsin ports.

Question: Should the Canadians have been brought in earlier?

Question: What's the potential for a partial extension of the shipping season?

I. Power Interests

Question: What is the position of the State of New York and the New York power interests?

II. Icebreaker Requirements

Question: Have new Coast Guard icebreakers been ordered?

Public concern was raised for wetlands that might incur damage from moving ice broken up by passing vessels, such as in the St. Clair River. Solutions suggested by the public were: control of vessel tracks, repair and replace damaged areas, pay for damage as it occurs or set up some other form of compensation. In Green Bay there have already been compliants about icebreaking. Sturgeon Bay, Wisconsin, was cited as an area where icebreakers moving in and out could create adverse impacts.

III. Vessels Design Criteria

Question: Will upgrading of vessels be required for 12 months operation?

Question: Has consideration been given to private assistance?

IV. Oil Spills

The potential for oil spills was an issue also raised. The Coast Guard has said that in winter oil spills would be handled as well as, or better than, in non-winter conditions. The group indicated that they would like to see more information on how oil spills can be handled.

V. Benefit/Cost Ratio

Question: What about benefit/cost ratio as applied to Wisconsin ports?

Question: Will the Coast Guard deny assistance to shippers in the harbor, if it is not part of the Federal study?

Question: Will we (Government) recommend harbors be limited to those harbors with a positive benefit/cost ratio for winter navigation?

There was concern expressed about how studies, such as the Great Lakes Connecting Channels Study, interact with Winter Navigation?

A representative of Sea Grant (U of Wisconsin) was very much interested in extended season. He does not see as much impact on Milwaukee as on New York State with its position on the St. Lawrence River.

The meeting was adjourned at 4:00 p.m.

ATTACHMENT H TO SUPPLEMENT 1
DIGEST OF CHICAGO PUBLIC WORKSHOP
REGARDING NAVIGATION SEASON EXTENSION ON THE GREAT LAKES -
ST. LAWRENCE SEAWAY SYSTEM
20 SEPTEMBER 1978

The eighth and last in a series of public workshops was held at the J. C. Kluczynski Federal Building in Chicago, Illinois, at 1:00 P.M. on 20 September 1978. Approximately 25 people were in attendance.

The Government representative gave an introduction and explained the format of the meeting. This was followed by a slide film presentation explaining the Navigation Season Extension Program.

A statement was read to the whole group, in support of winter navigation, by an aide to U. S. Senator RIchard G. Lugar of Indiana. Senator Lugar's statement included concern that the environmental program would receive continual attention as the program develops. He also lauded the possibility of job opportunities in the four active Indiana ports. Indiana manufactured exports have increased steadily and economic assets would increase with additional months of shipping. Alternate modes to shipping have proved inadequate and costly. Competitiveness of the Great Lakes and St. Lawrence Seaway must be obtained. Many ship lines are reluctant to use the Great Lakes because of the limited season. Prompt implementation of the extended season will be a benefit to Indiana, the Great Lakes region, and the nation.

A representative of the Longshoremen's Union from Indiana followed with a statement, which read in part..."The ports of Indiana believe that extension of the season from 8-1/2 to 11 months would enhance job opportunities." Water transportation for freight also has the advantage of conserving energy. Dates established for beginning and end of season must be adhered to for insurance purposes.

In a general session before the workshop broke into 2 groups, concern was expressed that the extended season in the upper lakes would only benefit 3 or 4 shipping companies.

GROUP 1 CONCERNS

Who will bear the cost of four bubblers in Calumet Harbor?

What effect will the Governor of New York's position opposing the demonstration program on the St. Lawrence have on the extended season program?

Economics and Energy Crisis - Ports feel extended season is a priority. Each port could predict economic impact and lost revenues. Is the Corps taking into consideration waterborne transportation as the cheapest form of travel?

A few of the questions that resulted from the Group 1 discussion were the following:

a. What are the benefits for Michigan?

b. Will the demonstration program proceed this year in New York State?

c. If you do not demonstrate how will you show results?

d. Is there any opposition to the program by the Canadian Government?

e. What is the relationship with the State Department?

f. Have there been any scientific ice studies?

g. Is there adequate time to perform the environmental studies that are needed in order to start the program?

The Statement was made that there is a great deal of money put into the Great Lakes ports yet they handle only a small portion of the freight generated by the Midwest. This is not a good use of these resources. Public Law 480 was designed to help certain areas get grain out. There has been a definite decrease lately. What has happened to make the Great Lakes an uneconomical route?

It was pointed out that Indiana has a small shore area but a large dollar trade. Concern was expressed that the situation in New York State will have a bad effect on the total system. One of the group members wanted to know where the New Coast Guard Ice Breakers will be manufactured and if they would be a foreign purchase? The Coast Guard should keep the money in the Great Lakes Region.

GROUP 2 CONCERNS

One member of the group, who owns property on the St. Marys River, was interested in the breakdown of vessel use on the St. Marys River. He was told that about 33 companies are active during winter navigation.

Should the taxpayers support a few companies in the winter navigation effort?

What products would be moved with an extended season? If traffic is moved from other modes will there be loss of employment?

A member of industry pointed out the steel companies, in the past, have had to stockpile, and that in the early years there was no compensation for workers who were laid off as a result of no activity in the winter. He also said that 66% of steel production is the result of shipping on the Great Lakes.

What year could we look at for an extended season on an ongoing basis?

The question was asked, "Does the port of Chicago have an oil spill recovery program?"

What effect will winter navigation have on the Port of Chicago? The group member from the Port of Chicago said that currently four million containers were being handled at deep water ports from Montreal to Houston, but with an 11-month season on the Great Lakes - St. Lawrence Seaway, Chicago could get one-fourth of that business. This traffic would not hurt the deep water ports and would even help untie some of the congested traffic at deep water ports.

The meeting was adjourned at 4:45 P.M.

ATTACHMENT I TO SUPPLEMENT 1
DIGEST OF GARY, INDIANA
PUBLIC MEETING REGARDING
NAVIGATION SEASON EXTENSION
ON THE GREAT LAKES AND ST. LAWRENCE SEAWAY SYSTEM
24 APRIL 1979

1. GENERAL

The first in a series of seven public meetings was held on 24 April 1979 at the Sheraton Hotel, 464 Broadway, Gary, Indiana, by the District Engineer, Detroit District, U.S. Army Corps of Engineers. The meeting began at 1:00 p.m. and was adjourned at approximately 3:30 p.m. About 30 persons were present representing various Federal and State agencies, business and concerned interests, etc.

2. MEETING

Colonel Melvyn D. Remus, Detroit District Engineer, opened the meeting, explaining that the purpose of the meeting was to provide the public with an overview of the Season Extension Draft Feasibility Study as well as to solicit public comments regarding the study.

The format of the meeting announced by Colonel Remus would be as follows: a brief introduction to the winter navigation program, an overview of the season extension and its multiple facets, a question and answer period, and finally, a period for offering statements and/or comments. Following the statement period, the Colonel noted that he would be available for additional questions.

Colonel Remus then summarized conditions leading to Congressional action in 1970 authorizing the multi-faceted effort to see if a season extension was possible. One facet was an insurance study, the second, a Demonstration Program and the third facet, a feasibility study by the Corps of Engineers to determine the feasibility of providing the means for season extension and a determination of whether there should be a Federal interest in doing so.

He discussed the Draft Survey Report and its accompanying Environmental Impact Statement and explained that the program of environmental action is based on a methodology termed "The Adaptive Method," which he also explained.

Economics, he noted, was a main driving force behind the season extension idea. For every dollar spent in first cost and maintenance of the program, dependent on the extent of the program, benefits would range $2 to $3 or possibly $4.

3. Questions and answers exchanged during the meeting are summarized as follows:

a. Mr. Lane Ralph, special projects assistant for Senator Richard Lugar (Indiana), asked why the State of New York dropped out of the Winter Navigation Board and what affect it would have on the study. Colonel Remus answered that he believed the Governor dropped out because he felt the environmental risks for the Demonstration Program were greater than he wanted to take. Further explanation as to the impact was provided during the discussion period.

b. Mr. George E. Anderson, water resources analyst, Western Railroad Association, asked what the breakdown of anticipated benefits due to savings and transportation rates might be between the eastern and western railroads. Colonel Remus answered that he didn't have that information but he would provide Mr. Anderson with a written answer.

c. Mr. James Johnson, navigation planner, Illinois Department of Transportation, asked what were the proposed expenditures over the next one or two fiscal years for activities involving extension of the season. Colonel Remus answered around $750,000 to answer questions and shepherd the survey report through various echelons of government with no projected additional costs until around 1982 or 1983.

d. Mr. George E. Anderson asked whether the impact on other modes of transportation has been determined and presented in the study. Colonel Remus answered that the matter is being addressed in a study now going on by TERA, Inc., to be finished in June and the information would be made available.

e. Commander Robert L. Armacost, Coast Guard, Milwaukee, asked if an expanded role for commercial icebreakers had been considered in the cost. Colonel Remus answered that the Ports of Escanaba and Duluth had been considered for commercial icebreaking.

f. Commander Armacost asked if commercial icebreaking was considered for the Straits of Mackinac and connecting channels. Colonel Remus answered that this specific recommendation was not made in the report.

4. STATEMENTS

Statements presented during the meeting are summarized as follows:

a. Mr. Harold W. Corsette, public affairs representative, U.S. Steel Corporation, noted that the season extension constituted a major influence on the economic progress and well-being of the State of Indiana and the entire Great Lakes economy as well as the Nation. The construction of super-carriers was only feasible with a year-round shipping season to allow transportation of the steel industry's raw

material on a more scheduled, uniform basis. In conclusion, the winter navigation effort assists in providing essential goods to the entire Nation on a competitive basis and facilitates transportation service on a reliable basis by the most energy-effective mode.

b. Mr. Maxim M. Cohen, consultant, Chicago Regional Port District, Lake Calument Harbor, stated that shipping had functioned in the Seaway for many, many years, within the period of the proposed 15-day extension. Shipping investments require a longer season, possibly a 10-month season.

c. Mr. James L. Williams, Marine Supervision Fleet Department, Inland Steel Company said that the Inland Steel Company was definitely in favor of an extended season inasmuch as that company had only a storage capacity of two months.

d. Mr. Lane Ralph, special projects assistant to U.S. Senator Richard Lugar of Indiana, expressed Senator Lugar's continued support for the Corps' efforts to determine the feasibility of the extended season. He noted that the State had benefited significantly because of direct exports of Indiana produce that doubled in value from 1972 to 1976. He also stated that Senator Lugar viewed the prompt implementation of the winter navigation season as being clearly in the best interest of Indiana.

e. Mr. H. L. Robinson, of the Lake Carriers' Association, representing Admiral Trimble, President of the Association, suggested a first step of continuing the level of navigation now going through the system with no outlay of public funds. He disagreed with the report's stated need for five additional large icebreakers and 17 smaller ones. He noted the energy savings available through water transportation and cited the reduced cost of shipping coal by water rather than rail. Also, during the 70's over 800 annual oil loadings and unloadings had taken place without a spill.

f. Mr. Earl K. Anderson, harbor engineer, Port of Milwaukee, read into the record the prepared remarks of Admiral Roy F. Hoffmann, Port of Milwaukee Municipal Port Director. They indicated the Port to be in full support of the findings in the draft of the survey study.

g. Mr. Robert Graham, representing the Hoosier Chapter of the Sierra Club, read a prepared statement by the Midwest Office of the Sierra Club. It acknowledged that the Hoosier Chapter does not support the concept of year-round navigation at this time claiming that the environmental impacts resulting from winter navigation were not given adequate consideration. Also, he stated that the proposed project was not consistent with the President's water policy.

h. Mr. George Anderson, water resources analyst for the Western Railroad Association, stated that to the best of his knowledge, Western Railroads had not taken a position on the project. He raised the question of the credibility of the Corps and questioned the accuracy of the benefit/cost ratio.

i. Mr. John Carico, supervisor of operations for the Amoco Oil Company, Marine Department, stated that Amoco Oil supports the seasonal extension of winter navigation.

j. Mr. Charles L. Daklin, member of the Executive Council, AFL-CIO Local 511, noted that the U.S. had spent billions of dollars in Vietnam, giving them the most modern ports in the world. Why, he asked, shouldn't money be spent to open up the Great Lakes to create jobs and make money in our own area?

5. DISCUSSION

Following the presentation of formal statements, Colonel Remus opened the meeting for a question and answer period.

a. Mr. Lane Ralph, special projects assistant for Senator Richard Lugar (Indiana), asked why the Governor of New York requested the Winter Navigation Board not to proceed with the demonstration this year on the St. Lawrence. Colonel Remus responded that the letter the Governor had written listed three reasons: first, the stirring up of bottom sediments in the St. Lawrence caused by the placing of anchors to open ice boom navigation gaps; second, the closing of pools in the St. Lawrence to migratory birds, specifically the bald eagle; and third, concern for the levels and flows question (if navigation took place, would there be any impact on Lake Ontario?).

b. Mr. Maxim M. Cohen, consultant, Chicago Port District, asked why so much significance was given the New York position when six other states were involved. Colonel Remus answered that the Winter Navigation Board tried to pay significance to every group along the entire Great Lakes - St. Lawrence Seaway system.

c. Mr. Earl Anderson, harbor engineer, Port of Milwaukee, asked if the response would be the same or are there additional remarks as to the status of the St. Lawrence being an international waterway. Colonel Remus answered that Canadian co-participation is obviously a requirement not only for the St. Lawrence but the St. Clair and the Detroit Rivers and Lake St. Clair as well, and also, if any levels and flows are to be affected on the St. Marys River. The Canadians and the U.S. communicate often with regard to international waters and they are aware of what is going on. The Canadians are also proceeding on their own on a season extension program. The time to begin negotiations, it seems, would be at the time Congress makes a decision on whether to authorize the program or not.

d. Ms. Charlotte J. Read, executive director, Save the Dunes Council, asked if the Fish and Wildlife Service had made any recommendations. Colonel Remus answered that the Fish and Wildlife Coordination Report is included in the report. Ms. Read asked what was the Corps reply to the Fish and Wildlife Service Report and also asked how the adverse impacts could be mitigated. Colonel Remus answered that the money provided the Fish and Wildlife Service to accomplish the report was funded through Corps of Engineers channels and expended at the concurrence of the Winter Navigation Board, which includes the Fish and Wildlife Service as one of its 13 members. Ms. Read further asked if it was an independent study. Colonel Remus answered it was not. Ms. Read asked if the Department of Interior and National Park Service were given an opportunity to comment. Colonel Remus answered that the Department of Interior Office in Washington responded for all of its agencies. Ms. Read asked if the responses were contained in the copies. Mr. Abram Nicholson, Detroit District, Corps of Engineers, answered that the formal input from the Department would be in the report. Ms. Read asked if the final statement will contain the comments of the various agencies. Colonel Remus answered that the Parks group did participate but the Department of Interior passes along the selected comments representing the Department of Interior's position. Ms. Read asked who pays for making the river navigable in a number of ports. Colonel Remus answered the payee would be determined according to whether the channel was a Federal concern, or state or municipal or private. Ms. Read asked if there would be cost-sharing. Colonel Remus answered that cost-sharing guidelines at this time are not fully clear. Ms. Read asked if it were 20 percent, 50 percent or what. Colonel Remus answered that the cost is five percent but he didn't know what base that five percent was measured against.

6. CONCLUSION

Colonel Remus concluded the meeting by thanking those attending and said he was holding the record open for 10 days and that any other comments could be addressed to him by letter.

ATTACHMENT J TO SUPPLEMENT 1
DIGEST OF DETROIT, MICHIGAN PUBLIC MEETING
REGARDING NAVIGATION SEASON EXTENSION ON THE
GREAT LAKES/ST. LAWRENCE SEAWAY SYSTEM
26 April 1979

1. GENERAL

The second meeting in a series of seven public meetings was held on Thursday, 26 April 1979, at the Veterans Memorial Building, Detroit, by the District Engineer, Detroit District, U.S. Army Corps of Engineers. The meeting began at 2:55 p.m., EST, and finished at approximately 5:15 p.m. A total of 48 persons were present representing various Federal and state agencies, business and concerned interests, etc.

2. MEETING

The meeting was opened by Colonel Melvyn D. Remus, District Engineer, U.S. Army Corps of Engineers. Colonel Remus explained that the purpose of the meeting is to provide those in attendance with an opportunity to express their views on the Draft Feasibility Study. He also explained the format for the afternoon's proceedings.

This study is pursuant to Section 107 of the 1970 River and Harbor Act, Public Law 91-611, approved 31 December 1970. The 1970 authorization consisted of three parts: A survey study and a Demonstration Program to be conducted by the Corps of Engineers, and an insurance study to be conducted by the Secretary of Commerce, acting through the Maritime Administration.

The insurance study was completed in 1972. Colonel Remus then went on to explain the purpose of the Demonstration Program phase of the study. This facet of the program was designed to find out whether it could be done and, if so, demonstrate the practicability of season extension. The Demonstration Program was originally authorized in 1970 and has been extended twice, in 1974 and again in 1976. Authorization for this program currently expires in September of this year, 1979.

Colonel Remus explained that the Feasibility Study is the final phase of the program. He mentioned the fact that an Interim Feasibility Study was prepared in 1976, which recommended a partial extension of the Winter Navigation season until January 31, plus or minus two weeks, on the upper four Great Lakes. Colonel Remus also detailed existing operational measures under the Demonstration Program that have proven to be worthwhile. Colonel Remus explained the Draft Survey Report and its accompanying Environmental Impact Statement, highlighting some areas such as the Environmental Plan of Action and the Adaptive Method, which he said in our estimation provide the necessary checks and balances to ensure the protection of our environment, and most importantly, coincide with the work going on and is not, as some believe, accomplished after-the-fact. Colonel Remus addressed the economics and benefits

associated with the study and then summarized all aspects of the study.

3. STATEMENTS

Statements presented during the session are summarized in the following paragraphs:

a. Mr. Richard Quick, representative of the Detroit Audubon Society, stated that on behalf of the Audubon Society, Mr. Quick objected strongly to the adaptive method approach proposed for the solution of environmental problems connected with the extended season study. He went on to point out that it is not certain that even the regular shipping season is environmentally acceptable and that enforcement of oil spill cleanups and illegal dumping of sewage is poor now and it could not be any better during winter navigation. Mr. Quick also said that he didn't think the energy impact studies were complete. He also made the point that the cost and maintenance of icebreakers should be included in extended navigation season funding.

b. Mr. Eric Pollard, Harsens Island St. Clair Flats Association, opposed any further winter navigation. He indicated the Draft Environmental Statement fails to adequately address itself to the economic and social impacts on the people of the State of Michigan. He went on to say that winter navigation has caused homeowners on the St. Clair River severe economic hardships. Mr. Pollard summed up by saying that with all the environmental and economic concerns, and the damage that extended season will cause to the tourist industry, extension of the navigation season is not in the best interest of the State of Michigan. The taxpayer is not going to allow a trade-off of the tourist industry of the State nor are the taxpayers going to pay the cost for an extended navigation season which benefits only the steel industry and is supported only by special interest groups.

c. Admiral Paul Trimble, U.S.C.G. (Ret), President of the Lake Carriers' Association representing domestic bulk carriers on the Lakes, pointed out that were it not for water transportation, taconite pellets from upper Michigan and Minnesota probably would not be able to compete with the foreign ore in terms of delivered cost to many of our steel mills. The Lake Carriers' support the conclusion that year-round navigation on the upper lakes and 11 months on the seaway portion of the system is economically and environmentally feasible. He said comparison should be made of alternative modes of transportation in terms of costs that will be paid by the consumer. Energy consumption, capital investment, and environmental impact, including safety, first to human beings and second to fish, are all factors to be considered. In each category, water transportation generally excels. He also stated the breaking of ice for winter navigation on the Great Lakes is nothing new, in that it goes back to the last century. He also said that national domestic icebreaking policies were formulated in a 1936 Executive Order

directing the Coast Guard to keep navigation channels open insofar as possible.

d. Mr. Randall Walthius, public affairs representative, U.S. Steel, supported the extended season program by citing the fact that continuation of the program will make a significant contribution toward maintaining and enhancing the competitive position of Michigan's industry and commerce, promoting stable employment and providing critically needed raw material and fuel resources on a reliable scheduled basis.

e. Mr. Wayne Schmidt, Michigan United Conservation Clubs, said that his organization is opposed to extended season and has been working to stop the program since 1977, and went on to say, in part, that the position of 100,000 members of the Michigan United Conservation Clubs is, "Winter navigation is not in the best interest of the United States or the State of Michigan and should be terminated at once." Repeating the state ent that his organization made before Congress on March 22, 1979, Mr. Schmidt said, "We don't want winter navigation. We don't want to pay for it. We don't want it tearing up our environment. We seriously question the propriety of giving the steel industry such a tremendous subsidy. We are the people in the midwest who are supposed to benefit, the public. That public does not want winter navigation. We trust that leaves no misunderstanding as to our position."

f. Mr. Carl Hildebrand, property owner, Harsens Island, stated his reservations to extended season. He commented that he doesn't think industry as a whole has shown much support for an extension of the navigation season.

g. Mr. Paul Rutledge, Great Lakes Ownership Group, said that his group is opposed to the continuation of the shipping season primarily because of shoreline property damage along the St. Clair River. However, if this project must go forward because of its great economic value to the entire region, all they want to do is make sure that they are made financially whole for any damages that do occur.

h. Ms. Grace Blain, East Michigan Environmental Council, opposed the proposed progression of the winter navigation study. They find the adaptive method of studying environmental consequences to be a waste of money, because the environmental baseline should have been established previously. They also endorsed the U.S. Fish and Wildlife position that no extension be recommended in the St. Lawrence Seaway.

i. Ms. Katherine Cushman, Water Resources Chairperson for the League of Women Voters in Michigan, stated that the League is opposed to the adaptive method. They also have grave reservations about the benefit/cost figures used and wonder if it would not be best to have an economic study done by an outside impartial agency.

j. Ms. Verona Morse, Environmental Quality Chairperson for the Southfield League of Women Voters, seconded Ms. Cushman on having an independent group do the study. She also said that the same people who benefit from the program should pay the cost.

k. Mr. Richard Myers, President of the Michigan Audubon Society, stated that the position of the Michigan Audubon Society is similar to that expressed by the Michigan United Conservation Clubs. "We wish to be recorded in opposition to winter navigation on the Great Lakes."

l. Mr. Edward Bruley, representing Congressman David Bonior of the 12th District (Michigan), stated that we are opposed to the project on various environmental, economic and social reasons and will file a full statement to that effect. Mr. Bruley commented on the creation of jobs and questioned if they would last for a period of time, two or three years. Could they possibly be considered lifetime employment?

m. Mr. Orlo McLane, Jr., President of the Harsens Island St. Clair Flats, is not opposed to a partial extension of the winter shipping season but is definitely opposed to a 365-day shipping program on the St. Clair River. Mr. McLane also expressed concern of the way the environmental studies are being conducted and the Coast Guard's plan or lack of plan for oil spills.

n. Ms. Helen Krause, Chairperson of the Detroit Sierra Club, opposes winter navigation on environmental grounds. Ms. Krause said the proposed project is inconsistent with the President's water policy mainly because the benefits will not be widely distributed and the cost to other regions and loss of transportation will be significant. Ms. Krause also said that there may be significant international problems and that Canada has not taken a position on the issue. She also said that the benefit/cost ratio was of concern to her group.

4. DISCUSSION

Following the presentation of formal statements, Colonel Remus opened the meeting for a question and answer period.

a. Mr. James Callow, representative of Senator Carl Levin, had two questions: 1) Does the Corps have in its possession documents from all agencies either supporting or not supporting winter navigation; and 2) In the event that winter navigation in the Great Lakes becomes a reality, have provisions been made for screening ships that are not up to U.S. standards? Colonel Remus responded that we have comments from individuals within agencies, however, there will be no official agency position until the report is in Washington for review. Regarding the second question, the St. Lawrence Seaway Authority of Canada and the St. Lawrence Seaway Development Corporation of the U.S. set inspection criteria for ships as they enter the system no matter what time of year is involved.

b. Mr. Edward Bruley questioned agency positions on winter navigation. Colonel Remus restated that there have been individual opinions expressed but official agency positions will not be established until everything is reviewed at a higher level.

c. Mr. Gary Redmond, Grand Trunk Railroad representative, questioned the basis of the benefit/cost calculations, questioning whether alternate modes of transportation were considered; i.e., railroads, trucking, etc. Colonel Remus responded that our economics were figured on a national benefit basis as specified by Congress and the regulations. With respect to the railroads, we are currently conducting a study to determine the effects on alternative modes of transportation.

d. Mr. Carl Hildebrand expressed concern that U.S. Steel was the only benefactor of extended season and that the other steel companies were "reluctant bridesmaids." Colonel Remus commented that he could not speak for the industrial proponents of extended season but he did refer to a statement by Admiral Paul Trimble made earlier in the proceedings that some 18 companies and 39 ships were sailing into January but that participation did indeed trail off as the season was extended into February.

e. Mr. Orlo McLane, Jr. asked if Colonel Remus had received a transcript of the Michigan State hearing. Colonel Remus replied that he had not received one as yet. Mr. McLane then asked about proposals for shoreline protection in the delta region of the St. Clair River. Colonel Remus replied that assistance to the riparians was made part of the report at the insistence of the Governor and others; however, any change in regulations or law would have to be approved by Congress.

5. CONCLUSION

Colonel Remus concluded the meeting by expressing his appreciation to all who attended the meeting and said that he was holding the record open for 10 days and that any other comments could be addressed to him by letter.

ATTACHMENT K TO SUPPLEMENT 1
DIGEST OF DULUTH, MINNESOTA
PUBLIC MEETING REGARDING
NAVIGATION SEASON EXTENSION ON THE GREAT LAKES
AND ST. LAWRENCE SEAWAY SYSTEM
2 MAY 1979

1. GENERAL

The third of a series of seven public meetings was held on 2 May 1979 by the District Engineer, Detroit District, Corps of Engineers, at Duluth Arena Auditorium, Duluth, Minnesota. The meeting began at 1:00 p.m. and ended at 4:05 p.m. About 80 people were present, representing various Federal and state agencies, business and conservation interests, and university students from Duluth and Ashland, Wisconsin.

2. MEETING

The proceedings were opened by Colonel Melvyn D. Remus, District Engineer, Detroit District, U.S. Army Corps of Engineers. Colonel Remus explained that as the reporting officer for the Season Extension Survey Report he was in Duluth to provide the public with a general overview of the Corps involvement and the concept of season extension related to what was commonly known as "winter navigation."

After introducing his key staff members, Colonel Remus set the ground rules for the meeting and stated that the record would be kept open for 10 days following the meeting for inclusion of input. Transcripts of the meeting could be purchased from the court reporter.

Colonel Remus stated that for years vessel movement on the Great Lakes has taken place during the normal close-down period, 15 December to 1 April. The basic idea of winter navigation is not new and no laws proscribe it. During the 1960's, interest in extending navigation developed among industry, shippers, and ports. In 1970, Congress authorized an effort to determine if the season extension idea was practical. Insurance rates adjustment and the concept of a Demonstration Program became the first two efforts. The Corps of Engineers became the lead agency of the Winter Navigation Board. Originally authorized until 1974, the program was twice extended and will now expire September 30, 1979. A feasibility report is being prepared and will be presented through channels ultimately to Congress, thus terminating the $14 million, eight-year effort.

Colonel Remus outlined the steps taken in the Demonstration Program. He then mentioned the review process of the Interim Feasibility Study prepared in 1976, which recommended partial extension of the navigation season to 31 January, $\pm$ 2 weeks, on the

upper four Great Lakes. Further environmental appraisal, and funding for the design and construction of shore erosion and certain shore structure damage protection, are among specific items that could be implemented with the approval of the Interim Feasibility Study. Colonel Remus then explained the schedule for the Final Survey Report and the background of the Draft Survey Report with his tentative conclusions and recommendations. He also stated that the Environmental Impact Statement (EIS) will be programmatic in nature due to the lack of comprehensive winter environmental baseline data. The EIS will outline an Environmental Plan of Action and will be based on a methodology which has been termed "Adaptive Method." Thus the environmental study becomes an on-going process, with constant monitoring of any environmental consequences of season extension. This program would begin a year following Congressional appropriation and would take about five years for the preparation of an Environmental Impact Statement which would accompany the Phase I General Design Memorandum to higher Corps headquarters. Following this period of study and adjustment to the program, the Corps would begin Phase II studies, or the detailed engineering phase.

Colonel Remus explained that his recommended sequence of implementation would be: proposal one, year-round navigation on the upper three lakes; then proposal two, extension of the St. Lawrence Seaway to 31 December; then, proposal three, year-round navigation on the St. Clair/Detroit Rivers and Lake Erie and then in sequence, proposals four, five and six, expanding the season on the St. Lawrence in conjunction with the Canadians as traffic develops the need.

The benefits of season extension are now calculated between 2.3 and 4.0 dollars for every dollar spent. Other national and regional benefits are anticipated, which would be measured in hundreds of millions of dollars and thousands of jobs with spinoff to the local economy. Season extension makes economic sense, with good returns to the upper lakes and the system as a whole. It will be energy efficient and will allow the Great Lakes industry to be more productive and competitive, with advantages going to steel, coal, grain, and general cargo ports. The export of food to world markets will also be promoted. The program is environmentally sensitive and takes into consideration the problems of riparians. Because of these benefits to the vast majority, the recommendation will be made for the program to proceed, Colonel Remus concluded.

3. STATEMENTS

Statements presented during the meeting are summarized in the following paragraphs:

a. Mr. Richard Kruse from Breckenridge, Minnesota, representing the Minnesota Wheat Council, stated the farmers in the region are

interested in winter freight on the Great Lakes, particularly where it concerned a doubling sunflower crop. Wheat shipments were also up 92 percent in two years and beet pulp and molasses from Red River Valley sugar beet plants require moving during the winter months.

b. Dr. Alden E. Lind an environmentalist long associated with the Save Lake Superior Association and a board member of the Great Lakes Tomorrow, closely questioned the program on environmental and economic grounds. The money and time so far spent on the program have not had positive results, with no clear statement to whom the benefits will accrue. The study has not made clear the consequences to the environment. Basic environmental investigations have not been made. Fundamental information is lacking. The biggest accomplishment after eight years is to make the program inexorable without demonstrating its value. The benefits continue to shift without explanation. The business practices associated with the program seem shaky. U.S. Steel would appear to be the major beneficiary, with the supposition that what is good for U.S. Steel is good for the country. The economic benefit sector has been neglected, with benefits to one group coming from another--stealing from Peter to pay Paul. Dr. Lind also questioned traffic projections, as laid out in the study, and doubts competitive benefits for ocean-going vessels. He deplores lack of sensitivity analysis of benefit-costs. In conclusion, he stated that the Adaptive Method is no safeguard and that an irreversible commitment will be made no matter what the environmental consequences, but that the courts will probably find that this Adaptive Method regarding the EIS is illegal.

c. Mr. Jack Saunders, Lake Carrier's Association in Duluth, read the statement of Admiral Paul E. Trimble, president of the Association, which pointed out that the need to carry bulk materials in lake shipping in competition with foreign products makes year-round navigation on the upper lakes and 11 months in the seaway portion economically and environmentally feasible, with the starting date of 2000 as a target. A step-by-step implementation of the program is in the best interest of the taxpayer and consumer. It is also the position that positive environmental benefits will result from extended navigation. These include enhanced air quality because of reduced stockpiling, reduced flooding from ice bridges, reduced damage to power generating equipment and some benefits to the fish population.

d. Captain Corbett, retired seaman, stated that while the benefits of extended navigation will go to big corporations, the public will pay the bill. The problems of winter navigation are too severe; the stockpiling of ore continues to be the only reasonable approach.

e. Mr. William Buhrmann, General Manager, Lake Shipping, United States Steel Corporation, cited great benefits of extended navigation to industry and the well-being of people and to the Great Lakes economy and Nation. Basically, the old traditional limited sailing season does not allow adequate capital recovery in today's capital-scarce environment, particularly with investment required in new vessel construction. Favorable affects of stabilized employment and improved productivity will accrue to related industries and suppliers of the steel industry, as well as to the communities and states.

f. Mr. Davis Helberg, Executive Director of the Seaway Port Authority of Duluth, supports the thrust of the Corps report and endorses its conclusions and recommendations in general. But implementation must be measured and cautious, and time is required to reach sufficient agreement with the Canadian neighbors. Also, sufficient safeguards are written in the environmental sections of the report. In conclusion, extended navigation would bring great benefits to the entire region.

g. Mr. James McCarville, Port Director of Superior, Wisconsin, supports the proposal of the Winter Navigation Board and underscores the need to better move agricultural products of the region. While not necessarily committed to the concept of the 12-month season, the Port Authority is committed to continue experimentation to resolve the questions concerning safety, technology and the environment.

h. Mr. Jim Sigfrids, Vice-president of Superior, Wisconsin, City Council, stated the City of Superior has resolved that, now that a comprehensive study has been made of the feasibility of extended navigation, an objective decision on whether or not to proceed with winter navigation should be based on all the facts, studies and opinions.

i. Mr. Milton Pelletier, representing the Northern Environmental Committee, stated that the natural problems facing winter navigation, in the light of the past disregard of nature and the real danger of winter oil spills and other accidents, has caused his organization to resolve that the extended navigation effort be given a "decent burial." This is based on economic, social and environmental considerations.

j. Captain C. G. Porter, secretary of Twin Ports Lodge Number 12, International Shipmaster's Association, went on record for his organization as opposing extended navigation on the grounds that no real progress has been made in solving the safety problems associated with winter navigation. Regulations governing ship construction and personal safety devices are lacking, there are insufficient navigational aids, and the icebreaking efforts of the Coast Guard have too high a cost for the program to be warranted.

k. Ms. Betty Hetzel, Director of Superior-Douglas County Development Association, supported the Great Lakes and St. Lawrence Seaway Navigation Season Extension. Such an effort was inevitable if the United States is to have a competitive fourth seacoast. But addressing the environmental affects of extending the season must not be minimized and the consequences carefully weighed.

l. Ms. Penny Thulman, student of Northland College, stated that the assumption of the report that growth of industry will justify cost-benefit projections is not sufficiently founded, and because many benefits come from implementation of the project itself, a self-generating process, extended navigation is not justified.

m. Ms. Virginia Prentice, Washburn, Wisconsin, felt that larger and larger demands on the Great Lakes will jeopardize their outstanding qualities, and that there were alternatives to shipping goods but no alternative for fresh water resources.

n. Mr. Kenneth Harvey, representing Douglas County Industrial Committee, felt that the needs of the Duluth-Superior area were such that extended use of the twin harbor was necessary for economic and industrial growth.

o. Dr. Alden E. Lind, in a second statement, questioned the rationale of the report that major savings would result from reducing stockpiling. He felt that the method of computing such savings was erroneous.

p. Mr. John Powers, staff person for the Metropolitan Interstate Committee, said that in April his committee went on record supporting season extension, pending a finding of positive benefits for such extension.

4. DISCUSSION

Following the presentation of formal statements, Colonel Remus opened the meeting for a question and answer period.

a. If the winter navigation program cannot start before 1985 at the earliest, will the Demonstration Program be continued at the request of Federal agency or private interest? Colonel Remus answered that such a request had not been made.

b. If the steel industry does not grow, what will happen to the ships? Mr. McIntyre answered that many older ships will be retired and there are other adjustment factors.

c. Who will monitor Phase I and II of the preconstruction environmental planning? Colonel Remus answered that it would probably be the Fish

and Wildlife Service while other Board members would participate in the decision-making process.

d. Won't marginal cost of "tough sledding" in winter exceed benefits of reduced stockpiling? Mr. McIntyre indicated that such added costs had been taken into consideration.

e. Will we have to have an icebreaker accompany each vessel in minus 20°, minus 30° temperatures when the ice forms very quickly behind the vessel? Captain Wubbold of the Coast Guard answered that it was feasible to keep the ice broken, and that a convoy system makes the operation considerably easier.

f. How can findings of these studies be implemented without having to wait for Congressional action? Colonel Remus replied that some of them could be implemented with present authorities but that others would require the impetus of the people and Congress.

g. If there is no more authorization or funding, what happens to shipping in the coming winter? Colonel Remus replied that it was his estimation that it would be a return to the pre-authorization status and that the Division Engineer had the authority to hold the locks open at Sault Ste. Marie, Michigan based on the reasonable demands of commerce.

5. CONCLUSION

Colonel Remus concluded the meeting by expressing his appreciation to all who attended the meeting and said that he was holding the record open for 10 days and that any other comments could be addressed to him by letter.

ATTACHMENT L TO SUPPLEMENT 1
DIGEST OF SAULT STE MARIE, MICHIGAN PUBLIC MEETING
REGARDING NAVIGATION SEASON EXTENSION ON THE
GREAT LAKES-ST. LAWRENCE SEAWAY SYSTEM
3 May 1979

1. GENERAL

The fourth in a series of seven public meetings was held on 3 May 1979, by the District Engineer, Detroit District, Corps of Engineers, at Lake Superior State College, Sault Ste. Marie, Michigan. The meeting was attended by 75 persons, representing Federal, state and local agencies, and interested people.

2. MEETING

The meeting was opened by Colonel Melvyn D. Remus, District Engineer, Detroit District, U.S. Army Corps of Engineers. He explained that the purpose of the meeting was to provide those in attendance an opportunity to express their views on the Draft Feasibility Report on winter navigation.

Colonel Remus introduced members of his staff. He then outlined the format for the meeting.

His presentation started with a historical sketch of navigation in winter on the Great Lakes prior to the 1970's and the start of the federally funded winter navigation Demonstration Program. He explained that the Demonstration Program was to find out whether winter navigation could be done and demonstrate how practical it would be.

Colonel Remus stated that it was the Winter Navigation Board that superintended the Demonstration Program. The Board is composed of many Federal and associated state and private interests including the Corps of Engineers (lead agency), Environmental Protection Agency, Department of Transportation (Coast Guard and St. Lawrence Seaway Development Corporation), Department of Commerce, Maritime Administration and the National Oceanic and Atmospheric Administration, United States Department of the Interior (Fish and Wildlife Service), Federal Energy Regulatory Commission, Great Lakes Commission, Great Lakes Basin Commission, a Great Lakes representative, an industry representative and a labor representative. The Demonstration Program was originally authorized until 1974 and was extended twice, to September 1979.

Colonel Remus stated that the Corps' feasibility report on winter navigation will be forwarded through Corps of Engineers channels to Washington, and finally to the President and Congress.

As part of the Demonstration Program, ships have sailed most or all of the winter months of each year. Less than $14 million has been spent on this program. It identified several engineering, environmental and social problems. Funds were allocated and actions were taken to document and overcome these problems.

Currently, a report called "Interim No. 1," which was submitted by the Detroit District in 1976 is now in Washington. This report recommended a partial extension of winter navigation until 31 January (± 2 weeks) on the upper four Great Lakes. The Board agreed that this date made sense and should not cause major environmental problems. This report recommends those items that have been done in support of the Demonstration Program as well as an $800,000 environmental appraisal program. It also includes $5 million to design and correct shoreline erosion/structure damage.

He stated that this meeting and others like it were being held to obtain responses to the Draft Feasibility Report for incorporation into a final report. Colonel Remus gave a summary of the pertinent items of the draft report and its accompanying Environmental Impact Statement, including the cost/benefit ratio of winter navigation.

3. STATEMENTS

Statements presented during the session are summarized in the following paragraphs:

a. Mayor Jerald Peters, City of Sault Ste. Marie, Michigan: On behalf of the City, Mayor Peters presented a resolution adopted by the City Commission that the winter navigation program complete a full environmental impact study, that Congress protect the property of public and private owners, and that winter navigation be stopped until the environmental impact study is completed. He also said that with winter navigation, ice bridges have been destroyed, shoreline erosion has increased and shore structures have been damaged, hydropower has decreased, and ferry service has been interrupted. He stated that the City doubted that there are any real benefits from winter navigation and felt that it cost too much. He suggested that the Corps give top priority to building a new super lock.

b. Mr. Robert Marsh, President of Lake Huron Property Owners Association: Expressed concern about oil and hazardous liquid spills contaminating water supplies. He stated that the cost of 22 icebreakers will be astronomical, and expressed concern over the dumping of dredged material from Neebish Channel into Lake Huron.

c. Admiral Paul Trimble, U.S.C.G. (Ret.), President of Lake Carriers' Association: Pointed out that if it weren't for winter shipping, taconite pellets from upper Michigan and Minnesota probably would not be able to compete with foreign ore. The Lake Carriers' support year-round navigation on the upper lakes and 11 months on the seaway as economically feasible. He said a study should be made of alternative modes of transportation to compare costs paid by the consumer, energy consumption, capital investment, environmental impact,

and impact on people and fish. He said that icebreaking for winter navigation started in the last century and that national domestic icebreaking policies were formulated in a 1936 Executive Order directing the Coast Guard to keep navigation channels open as much as possible. He also presented comments from companies involved in shipping in winter on the Great Lakes.

d. Mr. Dan Reed, Whitefish Bay Shore Erosion Association: Stated that his organization is not in favor of winter navigation. He said that the user who wants winter navigation should pay for the costs. He is not impressed with the suggestion of a one-time payment for shoreline damage and expressed his concern about oil spills on ice. He mentioned user fees and taxes on fuel. He also said as his personal opinion that two of the smaller locks at the Soo should be made into one.

e. Mr. Robert Vaught, local taxpayer: Said that shippers should ship more in water than in ice, that stockpiling could be done in other ports than those that are being used presently, that winter shipping destroys the natural ice bridge to Lime Island and leaves the residents stranded, and that the Corps talks about millions of taxpayers' dollars like it is water.

f. Mr. Duncan Hollingsworth, resident of Sault Ste. Marie, Michigan: Recommended that if winter navigation is continued, an icebreaker should be stationed on Drummond Island for the benefit of the island residents, a USCG helicopter should be based at the Soo to assist island residents, and that research should be conducted to determine whether the natural crossing from Sugar Island to the mainland was destroyed by dredging of Little Rapids Cut.

g. State Representative Charles H. Varnum, 107th District: Winter navigation should not be extended in any form until the expense is cost-justified to the taxpayers and environmental assessments are completed. He stated that the primary benefactors are ore and steel industries and that this profit has not been passed on to the taxpayers. Winter navigation has not increased employment. During the past six years he received over 1,500 letters, etc., from residents in the Soo area and he feels that none of their problems have been adequately explored and no solutions have been proposed. These residents stand to gain little or nothing from winter navigation. He stated that the soon to be released economic study conducted by the Great Lakes Basin Commission may help to clear the air economically.

h. Mr. Jerome Hollingsworth, private citizen: Said that erosion appears to be more severe in winter than in summer. He feels that the Soo residents opposed to winter navigation will not have enough influence to stop it. Recommends that a wall be built to protect the shoreline and that a bridge be built to Drummond Island.

i. Mr. Pat Gagliardi, County Commissioner, Chippewa County: Stated that the County had passed a resolution calling for Congressional hearings to be held on winter navigation at the Soo. He expressed an opinion that the Corps said that they were asking for a two-year moratorium on winter navigation while they were asking for permanent winter navigation. He felt that the reports were written in bureaucratese and are difficult for the lay person to understand. He doubted that the Soo would receive any benefits from winter navigation and said that shoreline property owners should be compensated. He proposed that winter navigation be challenged legally.

j. Mr. Richard Veston, commercial fisherman: Stated that he couldn't understand why it was so necessary for companies to have year-round navigation when he has personally seen taconite piled up at ports for so long that it has grass growing on it.

k. Mr. John Korhonen, County Administrator, Chippewa County: Said that the Chippewa County Board of Commissioners' opinion is that winter navigation should be suspended until the issues presented tonight can be adequately addressed.

l. Mr. Bruce Brown, Upper Peninsula Federation of Landowners: Stated that he was asked to speak for the 800 property owners in the Federation, which has passed a resolution opposing winter navigation because of the hardships it causes to shoreline property owners. They feel that they cannot support it until the Government rewrites laws that release shippers and the Government from responsibility for shoreline damage.

m. Mr. Henry Beck, student: Stated that he opposed winter navigation because of environmental, political, and economic reasons.

n. Mr. Tony Andary, Economic Development Corporation: Presented a legal synopsis focusing on the Corps' 1979 Environmental Impact Statement. The synopsis concluded that the EIS is not a legal matter at this time and is challenged under the National Environmental Policy Act. It contains an analysis of the legal liabilities facing the U.S. Government and the shippers, an appendix on environmental and social damages possible in winter navigation, and a critical evaluation of the methods the Corps used to compute cost/benefit ratios. Mr. Andary concluded his statement with the suggestion that there is a legal basis for stopping winter navigation.

o. Mr. Gerald Gabel, resident of Drummond Island: Stated that because of winter navigation, their ferry service is sporadic in March and April--this causes employees at the quarry where he works to miss work and 90 school children to miss school. He said it also causes other transportation problems for the island's 800 residents. He hoped that if winter navigation continues that the Government get them a new icebreaking ferry that can give them dependable service.

p. Mr. Harry Graham, Sault Naturalists and Sault Rapids Society: As representative of these two international groups, he said he was concerned about the affects of winter navigation on the Heritage Park, particularly the possibility of chemical and petroleum spills. He stated that he was unable to obtain the March 1979 report from the Sault Canada Library. The position statement of the Sault Naturalists indicated their concern about oil and hazardous material spills during winter navigation, and concluded that the Corps' plan is technically deficient.

q. Ms. Glenda Robinson, Citizens to Save the Superior Shoreline: Said that the organization she represents is opposed to the extension of winter navigation because of several problems including shoreline erosion, damage to docks, island transportation, and damage to the environment. They are also opposed to a lump-sum payment for shoreline damage, the high cost of winter navigation, and using the Adaptive Method for environmental studies.

r. Mr. Frank Sasso, Supervisor for Drummond Island Township and Principal of Detour and Drummond Island Schools: Said that the Corps should be studying whether or not winter navigation is cost-effective.

4. DISCUSSION

Following the presentation of formal statements, Colonel Remus opened the meeting for a question and answer period.

a. Mr. Mike Ehler, News Director, WSOO, Sault Ste. Marie, Michigan, asked Colonel Remus to respond to the legal document Mr. Andary talked about. Colonel Remus responded that the Corps would look over the document and, if necessary, adjust their studies.

b. Mr. Winston Chance, Vice President - Operations, Edison Sault Electric, questioned dollar impact of possible catastrophes in winter navigation. Colonel Remus said that the Coast Guard and the shippers have been analyzing what happens to vessels in the connecting channels and in open lakes. Captain Joseph Wubbold, Group Commander, U.S.C.G., explained that the probability of damages like Mr. Chance asked about is higher in open water than in ice. Mr. Frankenstein, U.S. Army, Cold Regions Research Engineering Laboratory, agreed with Captain Wubbold.

c. Mr. Henry Beck asked about whether a user fee or a tonnage fee has been considered and why the Corps adopted a one-time payment for shoreline property owners. Colonel Remus said that it is up to Congress to change laws regarding user fees. He mentioned that there are about six different modes for compensating or not compensating property owners and that the one-time payment was one of those mentioned.

d. Mr. Harry Graham, Sault Naturalists and Sault Rapids Society, asked whether anyone has had an opportunity to practice oil spill containment on a large scale. Captain Wubbold responded that no one had, that large spills are always hard to get up, even on open water.

e. Mr. Robert Vaught, resident of Detour Village, asked about the cost of repairing the MACKINAW icebreaker and other vessels this past winter. Captain Wubbold replied that the vessel was over 30 years old and that the repairs would have had to been done sooner or later and that the cost was about $50,000. Mr. Vaught asked about the cost of repairing the new ore carrier, the EDWARD GOTT. Admiral Trimble said that the problems with the GOTT were design problems and not a winter navigation problem. He said that either the shipyard or U.S. Steel would pay for it, not the Federal Government.

f. Mr. Vaught also stated that he thought that the summer shipping season could take care of what little is shipped in winter. Admiral Trimble said that 18 companies operated 56 vessels last January and that some had shipped until February 12th because of the critical need for taconite pellets.

g. Colonel Remus asked that the people who are dissatisfied with the riparian recommendations in the Corps report send him what they think would be more appropriate. He also gave an explanation of costs and cost distribution. He stated that he did not know about a billion dollar program being recommended in Congress.

h. Ms. Mary Soper from Governor Milliken's Marquette office stated that just because the Governor announced that a tug-barge operation would replace the ferry from Frankfort, Michigan, to Kewaunee, Wisconsin, did not mean he supported winter navigation. Colonel Remus said he understood that Governor Milliken had said that he wanted to review the question and correspond with Congress on it.

i. Colonel Remus stated that in actuality, the Governor of New York State had also reserved his opinion on it.

j. Colonel Remus said he had recommended additional study of the impact on tourism and shoreline property.

k. Mr. Mike Ehler, News Director, WSOO Radio, Sault Ste. Marie, Michigan, asked what would happen next. Colonel Remus stated that all of the information collected in this series of meetings would be integrated into his final report and that he would then make his final recommendations to General Harris, who will then send it to Washington for review.

l. Mr. Robert Vaught, resident of Detour Village asked if the shipping companies couldn't stockpile additional material. Mr Robert McIntyre, Corps of Engineers, North Central Division, replied that the Corps was trying to determine what the economic benefits would be from stockpiling.

m. Mr. Vaught asked if it took more fuel to navigate in winter. Mr. McIntyre said that a study had proved that it is more fuel efficient than the uni-train aspect of delivering emergency stockpiles. He went on to point out that it is more expensive to use the older vessels than the newer ones.

5. CONCLUSION

Colonel Remus concluded the meeting by expressing his appreciation to all who attended the meeting and said that he would hold the record of the meeting open for ten days so that additional written comments could be included in it.

ATTACHMENT M TO SUPPLEMENT 1
DIGEST OF CLEVELAND, OHIO PUBLIC MEETING REGARDING
NAVIGATION SEASON EXTENSION ON THE
GREAT LAKES-ST. LAWRENCE SEAWAY SYSTEM
7 MAY 1979

1. GENERAL

The fifth of a series of seven public meetings was held on 7 May 1979 by the District Engineer, Buffalo District, Corps of Engineers at the Anthony J. Celebrezze Federal Building, Cleveland, Ohio. The meeting began at 1:00 p.m. eastern daylight time and ended at 2:45 p.m. About 80 people were present representing various Federal and State agencies, businesses, and conservation interests.

2. MEETING

The proceedings were opened by Colonel Daniel D. Ludwig, District Engineer, Buffalo District, U.S. Army Corps of Engineers. Colonel Ludwig explained that the purpose of the meeting was specifically to give the public an opportunity to receive information and in turn form opinions and reach conclusions regarding the Winter Navigation Feasibility Study.

He outlined the schedule for the afternoon proceedings and went on to introduce Colonel Melvyn D. Remus, Detroit District Engineer, and staff members from the Detroit and Buffalo Offices of the Corps of Engineers.

Colonel Ludwig explained the review procedures and the future steps that would be taken regarding the feasibility study. Emphasizing that Congressional actions would have to be taken to determine the future of the program. Colonel Ludwig cited the Winter Navigation Demonstration Program and how it is different from the Survey Study. He then named the various alternatives proposed for extended season, the benefits, the cost/benefit ratios, interest, and the equipment that would be necessary such as, ice booms, navigation aids, etc. Colonel Ludwig cited benefits that would accrue to the State of Ohio as a result of the extended season, and specifically the ports on Lake Erie.

He concluded by saying the overall objective of the feasibility study is to determine for Congress the feasibility of means of extending the navigation season and if Federal interest exists and that for extended season to become a reality on the St. Lawrence River, Canadian participation would be necessary. He then opened the meeting to specific questions of clarification.

3. DISCUSSION

Questions and answers exchanged during the meeting are summarized as follows:

a. Mr. James Tangerose, Association of American Railroads, Washington, D.C., asked if there is any way to pinpoint cost to the St. Lawrence itself? Reply from staff members indicated that the information was available and that it would be sent to Mr. Tangerose.

b. Ms. Sally J. Kirsher, Chessie System, asked: Did you evaluate all possible consumption of energy in comparison to other transportation modes? The response was that all uses of energy had been studied. Ms. Kirsher asked, why weren't lock improvements included in the study? It was stated that lock studies are being contemplated, but not in this study.

c. Mr. Robert P. Woodman, Willoughby, Ohio, asked: Who is going to pay and who is going to benefit and are you referring to first cost to be borne by the taxpayer? Colonel Ludwig replied that the cost referred to is our average annual cost including both first costs and operating and maintenance costs.

Mr. Woodman asked: Are the operating and first cost, Federal money? Colonel Ludwig replied no, that in some cases they were pro-rated by the various ports.

Mr. Woodman then asked: Would the non-Federal cost still be a public cost? Members of the staff replied that that had not been determined as yet.

Mr. Woodman went on to ask who the direct benefits would go to? Colonel Ludwig answered that the direct benefits would go to the corporations involved in Winter Navigation, with indirect benefits passed on to their customers through cutting of cost etc.

d. Mr. John C. Hayman of Bessemer and Lake Erie Railroad Co., Pittsburgh, PA., asked if it is possible that some ports might come up with financing and that others may not? Colonel Ludwig answered that it would be up to the individual ports and would not be mandated by the Federal government.

e. Mr. Tangerose asked: Will local interest have to give some assurance that they will cooperate with the program before it goes forward? Colonel Ludwig called on Colonel Remus who said that should the program go forward a letter of intent would be required.

f. Mr. John Hayman asked: If a port wants to participate in Winter Navigation, will it have to put up so much money? Colonel Ludwig answered "Yes, that's the way I understand it."

g. Mr. Thomas Powell, Euclid, Ohio asked: Are you prepared to answer the concerns of the ordinary taxpayers? Colonel Ludwig answered, "Certainly I am prepared for that. I am prepared for any kind of discussion in a meeting such as this."

h. Mr. Woodman asked if private corporations would have to come up with letters of intent? Colonel Remus responded to that question by saying that is highly unlikely. "In my estimation it would be some central local government such as a state."

i. Ms. Janet B. Hutchinson, League of Women Voters, Cleveland Hgts., Ohio asked: "What has been Canada's role in the Winter Navigation Program? How do they figure into the future of the program?" Colonel Ludwig said that there is no formal coordination between Canada and the United States at this point. But coordination would be necessary if this study should proceed from this point on. He said that "I read some informal communication of a report issued by the St. Lawrence Seaway Authority (Canadian) that took a very conservative view ending with a recommendation of almost no increase at all."

j. Colonel Ludwig asked Colonel Remus that if the upper lakes concept were approved would there be any need for Canadian cooperation? Colonel Remus answered that because we share a common border, any structures put into the St. Clair or Detroit Rivers, for example, would require immediate Canadian coordination. With regard to general coordination if winter navigation takes place on the upper four Great Lakes Canadian cooperation, or at least acquiescence would be required. However, it must be pointed out that the Canadian's have taken advantage of the Demonstration Program on the upper lakes by asking the U.S. government for specific permission to open the Soo Locks and send ships up into Lake Superior and have indeed sent ships, particularly tankers, when there was a shortage of fuel in the Thunder Bay region of Ontario, for example.

4. STATEMENTS

Statements presented during the meeting are summarized as follows:

a. Mr. Randall D. Walthius, U.S. Steel, Public Affairs, Cleveland, Ohio, said that season extension is making a very important contribution and is a major influence on the economic progress and well being of the entire Great Lakes economy. Continuation of the program will mean much in maintaining and enhancing the competitive position of the Great Lakes States Industry

and Commerce. Mr. Walthius emphasized that the winter navigation effort is not one directed to assisting a specific industry or region but one that will assist in providing essential goods to the entire nation on a competitive basis.

b. Mr. Frederick G. Neubauer, U.S. Steel Workers of America, AFL-CIO, Cleveland, Ohio, said that on behalf of the U.S. Steel Workers of America and the Great Lakes seamen I am here to place our organization on record as unequivocally opposed to the practice of year-round navigation on the Great Lakes. He then listed several questions concerning fuel costs and the welfare of the seamen. Mr. Neubauer said that historically shipping continued beyond the "so called" traditional closing dates because of economic requirements and weather and ice conditions, and that his group accepts this as normal practice. However, he continued, we are concerned about the environment of the lakes. When one or two corporate giants whose fleets of ore carriers are self insured prevail upon our government to subsidize them, this is a violation of the order of nature on the Great Lakes and we object. When other operators at much greater expense relunctantly enter winter navigation in near impossible conditions to maintain their competitive conditions we object further. The U.S. Steel Workers representing the unlicensed seamen of the Great Lakes recommend that the Winter Navigation Demonstration Program terminate as scheduled and not be extended. It is their concerted position that Great Lakes Navigation should return to the flexible season concept.

c. Mr. David L. Buchanan, Lake Carriers' Association, Cleveland, Ohio, said that bulk materials for the most part, raw material, heading directly for consumer use are important to the Great Lakes Region. Lake shipping is not an end in itself but it is part of the link between the sources of raw materials and the processor. If there were cheaper, safer, and a more energy conservation way of moving these raw materials, the market place would demand such use. We consider the conclusion that year-round navigation on the upper lakes and 11 months on the seaway portion of the system is economically and environmentally feasible with the starting date of the year 2000 to be a valid conclusion. We urge community support of navigation including flexible winter operations. Mr. Buchanan concluded by presenting a summary of the economic environmental and energy implications.

d. Mr. Robert P. Woodman, Specialty Business Consultants, Willoughby, Ohio, said that in review of the program we should take in all elements. Anyone should have their views considered. Is the economy of the Great Lakes marine industry compatible with human ecology? We must have equal working conditions for crew members and officers. If the officers on the Great Lakes receive 20 days off with pay for every 60 days work aboard ship, so should the rest of the crew.

Colonel Ludwig said that concluded the statements portion of the meeting and that before going to the Question & Answer period he would like to call on Colonel Remus to briefly discuss the Adaptive Method of studying the environment. Colonel Remus followed with an explanation of the Adaptive Method by going through the various phases. He said that under the Adaptive Method the evironmental studies become an ongoing process, which will examine the environmental consequences of season extension. This program would begin a year following Congressional appropriations and would take almost five years for the preparation of an Environmental Impact Statement which will accompany the Phase I General Design Memorandum to higher Corps headquarters. Following this period of study and adjustment to the program the Corps would begin Phase II studies or the detailed engineering stage.

5. Following his presentation Colonel Remus responded to questions related to the Adaptive Method such as the breakdown of cost and benefits and how they related to time segments and geographical areas, as well as the status of the March 1976 Interim Feasibility Report.

a. Colonel Remus then was asked suppose the Interim Report is not authorized what happens to the report? Colonel Remus answered that the report had not gone forward yet, however, should it not be authorized the benefits calculation would have to be changed and be integrated and other recommendations regarding the base case would have to be made.

b. Mr. Woodman made a reference to a letter sent by Mr. Neubauer citing a number of questions. Colonel Remus asked when the letter was sent? Mr. Neubauer replied March 4, 1979. Colonel Remus asked if the letter had been sent to him? Mr. Neubauer replied, "yes sir." Mr. A. J. Nicholson of the Detroit District staff said that we have Mr. Neubauer's letter and we are in the process of answering it. A number of the questions did require a great deal of detail gathering of information, particularly on economics, so it will take some time to get all the answers. Colonel Remus said that we have received, acknowledged, and will respond to that correspondence.

c. Mr. J. C. Hayman of the Bessemer and Lake Erie Railroad, Pittsburgh, PA, asked how substantial will the cost be to local entities such as ports? Will the cost be an impediment to certain ports getting in on the program? Colonel Ludwig said that there will be non-Federal costs and that those costs will have to be borne by those companies and ports that choose to participate. He went on to say that he would assume that some of those ports would be doing some

of their own economics. He said that some of them had made presentations at the meetings, and are pretty much on top of the situation.

d. Mr. James Tangerose, Association of American Railroads, Washington, D.C., asked what is the last day that the public will be able to file comments with the District after this hearing? Colonel Ludwig answered 21 May. He then went on to explain the review procedure. Mr. Woodman asked for clarification on dates and mailing addresses which were provided to him.

6. CONCLUSION

Colonel Ludwig asked if there were any other matters to be brought up, any questions or statements? When there were no replies, Colonel Ludwig concluded the meeting.

ATTACHMENT N TO SUPPLEMENT 1
DIGEST OF MASSENA, NEW YORK
PUBLIC MEETING REGARDING
NAVIGATION SEASON EXTENSION
ON THE GREAT LAKES AND ST. LAWRENCE SEAWAY SYSTEM
9 MAY 1979

1. GENERAL

The sixth meeting in a series of seven public meetings was held on Wednesday, 9 May 1979, at the Massena Town Hall, Massena, New York by the District Engineer, Buffalo District, U.S. Army Corps of Engineers. The meeting began at 7:00 p.m., EST, and finished at approximately 10:00 p.m. Approximately 62 persons were present representing various Federal and State agencies, business and interested concerns, etc.

2. MEETING

The meeting was opened by Colonel Daniel Ludwig, Buffalo District Engineer, U.S. Army Corps of Engineers. Colonel Ludwig explained that the purpose of the meeting is to provide those in attendance with an overview of the winter navigation Draft Feasibility Study. He also explained the format for the evening's proceedings.

The Study is pursuant to Section 107 of the 1970 River and Harbor Act, Public Law 91-611, approved 31 December 1970. The 1970 authorization consisted of three parts: A survey study and Demonstration Program to be conducted by the Corps of Engineers and an insurance study to be conducted by the Secretary of Commerce, acting through the Maritime Administration.

Colonel Ludwig explained the progress of the study, the status of the report, and the review and forwarding procedures that must take place before the Survey Report gets to Congress. He explained the Demonstration Program and stated that input from that program was used in the preparation of the Draft Feasibility Report.

Colonel Ludwig stated that the economy could be realized from Navigation Season Extension in the following ways: better utilization of vessel fleets thus allowing lower rates; greater use of the waterborne movement of goods; and savings accrued through a reduction in stockpiles necessary to carry industry through the winter.

Colonel Ludwig also explained the traditional navigation season, the fixed navigation season, and the extended navigation season.

3. STATEMENTS

Statements presented during the meeting are summarized in the following paragraphs:

a. Mr. William Hess, District 9, State Legislature, Morristown, NY; requested that a St. Lawrence County resolution presented at the September 1978 meeting be added to Appendix H of the Survey Report. No Navigation Season Extension or Demonstration Program should take place until environmental baseline studies are completed and an EIS prepared. He raised several questions with regards to how a navigation season extension will damage the St. Lawrence River and its fisheries, affect electric power production, affect the tourist industry, damage shoreline properties, and affect other ports and transportation modes. He also asked what will be the affects of dredging, the consequences of an oil spill, and the B/C ratio for the St. Lawrence area. He requested that the tentative 11-month navigation season extension for St. Lawrence River recommendation be deleted, if winter navigation is pursued by Congress, only more detailed studies be authorized, and New York Department of Transportation and Great Lakes Basin Commission's economic studies be added to reports, appendixes and their conclusions acknowledged.

b. Mr. William H. Kennedy, Associate Administrator and Resident Manager, St. Lawrence Seaway Development Corp., Massena, NY: St. Lawrence Seaway Development Corp., endorses the Navigation Season Extension Program. The Seaway has returned $58 million (M) (37.6 M interest and 20.8 M debt payments) to the Treasury since 1959, in addition to operating expenses and capital improvements. Revenues of $439 M have nearly equalled the $470 M investment in the Montreal to Lake Ontario section. Direct income to Great Lakes Region in 1977 were estimated at $636 M. Local benefits: more jobs and substantial benefits for the Ports of Oswego and Ogdensburg. Energy sources are affected by low-cost and energy efficient transportation. Dredging and bottom scouring are questioned by environmentalists but they do not question dredging by the power entities to install anchors for their booms. The City of Ogdensburg is concerned about their domestic water supplies, but the International Joint Commission protects domestic users of water. With navigation season extension, improved navigation aids will be added to help ships navigate in the ice. The St. Lawrence Seaway Development Corp. feels all problems are soluable and they feel that navigation season extension is a good investment for the U.S. and Canada without significant adverse impacts.

c. Mr. William H. Gill, Biologist, U.S. Fish & Wildlife Service (USF&WS), Cortland, NY: They are considering changes to their draft Coordination Act Report. Serious environmental impacts are identified in the St. Lawrence River that cannot be mitigated. USF&WS recommends that Navigation Season Extension for the St Lawrence River, as currently proposed, should not be authorized for construction and operation. The USF&WS feels a two-stage authorization for project features on Lake Ontario would allow for more extensive study prior to authorization.

d. Mr. Bruce C. McLean, Counsel, Power Authority State of New York (PASNY), Marcy, NY: In May 1971, PASNY stated no objections to Navigation Season Extension provided there would be no disruption to ice control measures. Legal changes to the order of approval from the IJC and license from the Federal Power Commission are factors involved. Design of these works (six ice booms) called for retention of ice and forming a stable ice cover to protect upstream and downstream interests and provide for power generation. The Canadian Seaway Authority conducted a financial study in 1978 which concluded there were a number of reasons Navigation Season Extension would not be beneficial to Canada. The Government Accounting Office in its 1976 report to Congress, questioned the economic viability to the United States, and the Governor of New York State expressed concern as to deficiencies in the Corps of Engineers cost/benefit analysis as well as environmental and power production assessments of the program. The power entities are not convinced that the ships can navigate through winter ice on the St. Lawrence without causing ice jams which could disrupt the production of hydro-electricity and cause flooding. They feel there were serious omissions to conclusions (Nos. 9 & 13) in the report that involve the IJC and existing regulation responsibilities. PASNY's legal memo (September 1975) regarding legal consequences of a Navigation Season Extension is not addressed in the conclusions of the study. National and international legal problems need to be resolved before further activities for a navigation season extension are approved.

e. Mr. John A. Finck, New York State Dept. of Environmental Conservation, reading a statement from Governor Carey, is summarized as follows: As Governor of New York State, I have taken a position in opposition to winter navigation season extension. I am deeply concerned about the omission of New York State views and comments in the main report and report's abstract. The report presents winter navigation in the most favorable light by omitting discussion of serious detrimental aspects of winter navigation and by not presenting an analysis of alternative modes of transportation. We view the economic benefits as grossly overstated. We have basic questions as to the reliability of traffic forecasts on which benefits are based. With respect to the economy of New York State, we believe winter navigation will mean an economic loss. Strong exception is taken to the adaptive study approach designed to accommodate environmental study requirements and assessment needs. We find the Environmental Plan of Action, which is the basis of the adaptive study design, to be unacceptable. The report does not recognize the need for active, full, and equal participation by New York State in any arrangements to consider the resources of the Great Lakes and the St. Lawrence River. Impact assessment studies related to the program should be designed and conducted by all resource agencies whose responsibilities border on the Great Lakes. It i only logical that an international agency like the IJC coordinate such an international effort. Finally, the President, in his National Water Policy message said the States are primarily responsible for water policy within their borders, and should be integrally involved in setting priorities and

sharing in Federal project planning. We wish to emphasize that our primary responsibility for water policy has been ignored in this survey study.

f. Mr. Richard Spencer, Save the River Committee, Inc.: He states the Corps still cannot produce any evidence to refute the 1978 Environmental Assessment conducted by the New York State DEC, that unavoidable adverse impacts to the St. Lawrence may occur as a result of any proposed demonstration project. The Save the River Committee is in full opposition to the study. Winter navigation is little more than a subsidy to the steel industry. He objects to the omission in Appendix H of letters and statements against the project. He objects to the Draft Environmental Statement stating that it is inadequate. The Adaptive Method does not determine if winter navigation is environmentally feasible. The $132 million Environmental Plan of Action is a waste of money and the one lump-sum compensation to shoreline property owners for damages caused by season extension is unacceptable. He objects to the latest proposal to the Grindstone Island residents for an alternative method for winter travel to the mainland. There is no progress in the ability to clean up oil spills in icy waters. He points out the lack of any benefits to Canada. And finally, he objects to the economic analysis used to justify this project.

g. Mr. William S. Spriggs, Ogdensburg Bridge & Port Authority, Port Director, Massena, NY: Speaking on his own behalf he cited the following: The Port of Ogdensburg is at a disadvantage because of its 8-1/2 to 9-month season; navigation season extension would put us in competition with the East, Gulf and West Coast ports. Ogdensburg must have Navigation Season Extension to: (1) become a leading port, (2) help the area's economy (3) increase bulk growth, (4) obtain a fair share of military cargo, and, (5) meet our obligations while providing jobs and services.

h. Ms. Beatrice Schermerhorn, Hammond, NY, stated that: I see credibility gaps and conflicting and misleading information. The county's resolution has been ignored. Fortunately, there was no Demonstration Program in 1978 or 1979. Congressman McEwen and the St. Lawrence Seaway Development Corp. see no navigation season extension problems, but we say differently. Ms. Schermerhorn stated her concern for power generation. A St. Lawrence Seaway Development Corp. permit application for installation of the ice stablizing booms was put through the Corps permit system although the complete job description and drawing were not put into the public notice. No effort was made to correct this. On page C-14-1 of Appendixes of the draft survey report, the Corps lists unavoidable adverse environmental affects for Navigation Season Extension. These are nearly identical to what New York State's concerns were to begin with. If the Adaptive Method is the way to go, how will we be able to correct environmental damages that may not become evident until it is too late? Why such a staggering outlay of tax dollars to benefit shipping interests? We need our healthy tourist

economy. Opposition to this program has not been satisfactorily relayed to Congress. Congressman McEwen has ignored my efforts to see him. Thirteen of the 15 locks are Canadian and their study showed very few benefits while the Corps shows enormous ones. This exercise is counter-productive without Canada's interest and support. Increase floating navigation aids that will allow 24-hour usage of the Seaway.

i. Mr. Anthony Menkel, Thousand Islands Club, Chippewa Bay, NY: He was involved in two oil spills in 1974 and 1976. Mr. Menkel helped to do a residual oil survey and states that there is still oil damage remaining. He is opposed to Navigation Season Extension on environmental grounds. Mr. Menkel stated his concern for dredging. He was in support for more navigation aids on the Seaway, but thought it was costly. He feels the Corps should slow down and take a closer look.

j. Mr. William L. Barlett, Ogdensburg, NY is opposed to Navigation Season Extension. Since opening the Seaway, the St. Lawrence River has steadily become dirtier. The winter rest period needs to be preserved. Engineers say they will monitor everything and stgp harmful effects. He cites the oil spill of 1976 that was never completely cleaned up and the liability limitation for shore erosion and dock damage. Our river is dirtied by industry so they can make money. The river is worth more than money. Asks the Corps to include the opposition in the report and to stop Navigation Season Extension.

k. Ms. Anne W. Forsyth, St. Lawrence County Environmental Management Council: Ms. Forsyth was speaking on behalf of the St. Lawrence County Environmental Management Council to comment on the draft report for Navigation Season Extension and the proposed Demonstration Program. She indicated the Corps continuously downplays and ignores the level of opposition to Navigation Season Extension and requested the public participation section be rewritten using the input of citizens in the St. Lawrence River area. The Adaptive Method proposed by the Corps was opposed. It fails to comply with NEPA. They objected to statements that winter navigation is environmentally feasible and will be implemented in an environmentally acceptable manner. A two-phase authorization to insure proper assessment of economic, social, and environmental feasibility was recommended. Environmental studies should be conducted by an independent agency. Objection raised to the Corps requesting carte blanche to implement winter navigation up to 11 months on St. Lawrence. Canada's role should be more honestly and completely described; the B/C ratio should be reformulated to reflect current knowledge and reports; no Federal funds should be spent on ice booms or unjustified harbors; and a more equitable manner of compensating landowners for shoreline damage should be determined.

l. Ms. Lourene Pierce, CLAIO, Madrid, NY: She is opposed to winter navigation especially dredging which will have an adverse impact and will compound the damage done by Mirex pollution. A letter from Patricia Landher was read by Ms. Pierce which stated that navigation

season extension should not be implemented until thorough environmental assessments have been made and proven acceptable.

m. Ms. Isabel Ingraham, ECTC, Waddington, NY: The letter she had and that of an unnamed friend were already thoroughly covered. They were not presented verbally but were entered into the file.

n. Ms. Mary Logan, representing Town of Waddington Planning Board, Conservation Advisory Council, Waddington, NY: They are concerned about the affects of winter navigation on Waddington as all dredging will take place in the Iroquois-Ogden Island section of St. Lawrence River which would destroy fisheries. Ms. Logan stated that winter navigation for the St. Lawrence should not be authorized.

o. Mr. Mike Cunan, Sr., Massena, NY: Winter navigation will probably hurt the fishing industry and boating. How can New York State agencies be objective and come up with a fair report when the Governor tells the agency what to say at public meetings? The All American Canal Study would be more environmentally damaging than winter navigation. When DEC speaks, it should speak fairly and treat all environmental damages the same for all projects.

p. Mr. Stanley Logan, Massena, NY: As former president of the Massena Rod and Gun Club, the SLC Federation of Sportsman's Clubs, the Adirondack Conservation Council, and the Chairman of the FWMA Board of Region 6, Mr. Logan feels his view represents a majority of sportsmen in northern New York. He believes they may all be opposed to winter navigation as presented, because he doesn't think the Corps and Congress has the least idea of what the program would do to the ecology of the St. Lawrence River. If the flow is reduced further, pollution will increase. Mr. Logan is concerned about what the effects of underwater wave action and a heavy ice cover would have on shorelines. The affects of this wave action on shoals, fish spawning, marshes, and wildlife habitat are unknown. More environmental impact studies are needed and should be completed before winter navigation proceeds.

q. Mr. Nat Wells, Massena, NY: Stated his concern for the St. Lawrence River.

4. DISCUSSION

Following the presentation of formal statements, Colonel Ludwig opened the meeting for a question and answer period.

a. Mr. Logan asked, how does the Corps of Engineers put out a report like this rather than IJC which controls the waterway? Colonel Ludwig responded that Congress charged the Corps of Engineers to prepare a feasibility report and that the Corps of Engineers is responsible to the U.S. Congress not to IJC. IJC has no authority over this study at all. Mr. Logan asked how do you separate Canadian and U.S. waters to do

that? Colonel Ludwig responded that this study deals strictly with U.S. waters and with those portions that are addressed in international waters, we only consider U.S. interests. At this point, there has been no coordination with the Canadian Government. Mr. Logan asked, could there be a navigation season extension without their say so? Colonel Ludwig responded that one of the recommendations of this study, is if Congress authorizes proceeding with further investigation, that formal coordination be undertaken with Canada.

b. Ms. Schermerhorn asked, why are the costs of the Coast Guard not included in the cost of the project? Colonel Remus responded that Coast Guard costs have been allotted to their budget and therefore need not be added to the costs for winter navigation. However, the Environmental Plan of Action identified $10 M of anticipated cost on contingency plans. A better cost referencing method is need for the report.

c. Ms. Forsyth asked, is the added traffic which would result from 24-hour-a-day navigation at the end and beginning of the season a benefit attributed to Navigation Season Extension? Mr. Robb responded, no, and the benefits are underestimated. Ms. Forsyth asked, why not? Mr. Robb responded that it may be an oversight, but based on our analysis, the economics of the report are extremely conservative. Ms. Forsyth asked, why does Figure 1 identify the study area as going to Montreal if the authority is only to study the international section of the St. Lawrence River? Mr. McClarnon responded that, if the graphics show Montreal, they will be corrected. Ms. Forsyth asked, has money been spent under the feasibility authorization to study segments of the program in all-Canadian waters, since some illustrations deal with modification in the all-Canadian portion of the St. Lawrence River? Mr. McClarnon responded that no money was spent, but we did obtain some information as to what might occur in Canadian waters from the Canadians, and included that information in the report.

d. Ms. Schermerhorn asked Mr. Robb, are you saying benefits are referring to the overall Great Lakes-St. Lawrence System? Mr. Robb responded, yes. Ms. Schermerhorn asked, is it unreasonable for those of us who live along the river to ask for a B/C study to be done within the confines of the system segment we are most concerned about? She stated that the Canadians did a study. Mr. Robb responded that he thinks Ms. Schermerhorn is referring to the LBA report to the Seaway Authority. The report we are discussing is a Corps of Engineers report not a Seaway Authority report. The St. Lawrence Seaway Development Corporation and the Seaway Authority have adequate authority to coordinate navigation improvements in the Great Lakes-St. Lawrence System for which they are responsible, specifically the area below Lake Erie. The Corps of Engineers does not, and the report states that additional authority will be required for the Corps of Engineers. Mr. Robb further stated that most of the objections as far as environmental impacts and impacts on power and economic impacts on recreation are based on the assumption that water levels and flows cannot or will not be improved or

maintained. They can and must be. These improvements will result in some substantial benefits to lake regulation, and therefore, benefits to riparian owners. Mr. Robb further commented that the alternative suggested by Mr. McLean of the power entity regarding higher levels on Lake St. Lawrence is not feasible as ships could not get down to the locks. Substantial physical improvements are required in Canada and the Ogden Island area before ships can run after the third week in December. Mr. Robb stated that they were talking about a two-week extension as well as an 11-month extension. Mr. McLaughlin then explained that he would like to comment on the economic studies referred to by Mr. Robb. The economics have tonight been treated as though it was rigid in all assumptions. That is not the case, the different aspects that go into a plan are incremental and can be changed. What we have done is sensitivity testing using different assumptions of conditions. We have not identified all of the benefits and costs that are a finite plan. This report can also add different proposals and ingredients of proposals for the final report. In answer to Ms. Schermerhorn's question regarding an analysis for a specific area, we have viewed the Great Lakes-St. Lawrence Seaway System as a whole study as stated in our authority. Ms. Schermerhorn commented that you are talking about two entirely different ecological systems. Mr. McLaughlin responded that the authorization by Congress requests us to look at the Great Lakes-St. Lawrence Seaway System and that's what our recommendations are addressing.

e. Mr. Finck stated that you talk about alternatives, but you are really talking about one alternative--movement of vessels on the Great Lakes-St. Lawrence Seaway System. The other alternatives are really other modes of transportation. What is going to happen to that mode of transportation that is heavily subsidized - more subsidies? The views opposing navigation season extension are not included in Appendix H. Are the Canadians pushing for navigation season extension? Mr. McLaughlin responded that to answer Mr. Finck's first question, an intermodal impact study is being undertaken. It will not have an affect on the benefit-cost ratio of this study but it will be included as information in the report. Colonel Remus responded to Mr. Finck's second question regarding letters missing from the draft appendixes stating that all comments will be included in the final report. Colonel Ludwig commented that the third question was with respect to the Canadian studies. We do not have the authority to officially coordinate with Canada regarding their views. The report recommends such authority be granted.

f. Mr. Hall asked why the Corps did not include 24-hour navigation in their computations? Mr. McLaughlin responded that the initial assumption that went into the study was based on existing conditions and that there is no guarantee at the present time that there will be services available to facilitate 24-hour navigation. Mr. Hall asked, does it also mean that the Corps of Engineers considers it feasible to navigate 24 hours a day during wintertime? Mr. McLaughlin responded yes.

g. Mr. Spencer asked, will the statements made here tonight and during the last several months be placed in the report or just summaries? Colonel Remus responded, summaries. Mr. Spencer commented, the summaries will be sent to Congress not the transcripts? Colonel Remus responded, the transcripts will be available.

h. Ms. Schermerhorn commented that she did not like the way the statements were edited.

i. Mr. Van Reit asked in case of fog would you still have shipping? Commander Bonnet responded yes, there would still be shipping because of the navigation aids.

j. Ms. Forsyth asked, could the Corps of Engineers donate a couple of copies of these transcripts to this region for free? Colonel Ludwig responded that we normally don't provide free copies. Send us a letter and we will determine if we can make a copy available.

k. Mr. Wells commented on the credibility of the proponents of the program.

5. CONCLUSION

Colonel Ludwig concluded the meeting by expressing his appreciation for those present giving their time to present their comments.

VERBATIM STATEMENT

Presented by John A. Finck
STATEMENT BY NEW YORK STATE GOVERNOR
HUGH L. CAREY ON THE U.S. ARMY CORP
OF ENGINEERS NAVIGATION SEASON EXTENSION
DRAFT SURVEY REPORT DATED MARCH 1979

for

Public Meetings
Massena and Watertown, New York
May 9 and 10, 1979

Thank you for the opportunity to review and comment on the Navigation Season Extension Draft Survey Study Report. As Governor of New York State, I have taken a position in opposition to Winter Navigation Season Extension. The basis for this position, as previously expressed by me, is the potential for impacts of serious environmental and economic consequences that have been identified.

The Draft Survey Report further reinforces our opposition to the proposed winter navigation program because we have numerous substantive concerns with it.

I am deeply concerned with the nature and the content of the report, particularly the omissions of New York State views and comments in the main report and in the report's abstract.

My opposition to the Demonstration Program and my concerns relative to the economic and environmental feasibility of winter navigation are not covered. Also, the results of New York State's environmental assessment are not included. The report presents winter navigation in the most favorable light possible by failing to include and discuss the serious detrimental aspects of winter navigation and by not presenting an analysis of alternative modes of transportation.

We in New York are opposed to the report's recommendations for winter navigation because we believe the program would be a totally unjustified expenditure of funds which could cost billions of dollars and could cause an environmental disaster to our Great Lakes and St. Lawrence River natural resources.

We believe the economic benefits which are expected to result from winter navigation to New York State as well as to the nation as a whole, are grossly overstated. As an example, the survey study assumed that the bulk of projected benefits result from not having to ship bulk commodities by rail when the present lock capacities are reached. We believe that if other reasonable alternatives had been considered, there might be no justification for assuming that such

traffic should be claimed as benefits to winter navigation. Secondly, if other alternatives are not feasible, at least the benefits to the railroads from such additional traffic should have been considered. Thirdly, we have basic questions as to the reliability of the traffic forecast on which these benefits are based.

The level of other claimed benefits, from stockpiling and from improved vessel utilization, raise serious questions as well. Briefly, we believe that if the potential costs and benefits are adequately counted, the program's net benefits will drop drastically. Because of these economic concerns, I have asked the New York State Department of Transportation to assess the winter navigation program's economics. This study is to be completed in June, 1979.

With respect to the economy of New York State, we believe winter navigation will mean a net economic loss. Investments which would be jeopardized include: the annual $48 million tourism industry and shoreline development in the North Country, economic development related to rail facilities and tide water ports, hydropower generation by the Power Authority of New York (PASNY) due to reduction of water flows, and natural resource programs because of environmental degradation resulting from winter navigation.

We fully concur and support the recommendation of the U.S. Fish and Wildlife Service contained in the report Appendix I that the Winter Navigaiton Extension project for the St. Lawrence River should not be authorized due to significant adverse environmental consequences. This is consistent with previously expressed positions of this state with regard to both adverse environmental and economic consequences.

We take strong exception to the adaptive study approach designed to accommodate environmental study reuqirements and assessment needs. We have consistently maintained that determination of environmental feasibility must precede authorization for construciton, operation or demonstration programs associated with winter navigation. This approach is provided for under a three-phase Congressional authorization procedure applicable to all projects of undetermined feasibility and it was recommended in a recent General Accounting Office (GAO) report. Rejection of this approach can only be interpreted as a reflection of disregard on the part of the Corps of Engineers to the very real environmental and economic consequences that have been identified. A decision on project authorization in advance of environmental feasibility determination as recommended in the survey study is totally inappropriate.

Further, with regard to the adaptive approach, we find the Environmental Plan of Action, which is the basis of the adaptive study design, to be unacceptable. The Environmental Plan of Action

cannot satisfy the environmental feasibility determination since nowhere in the ecosystem-wide study component is the need identified for careful, integrated sampling of baseline field conditions with a system-wide perspective, with modeling and analysis of the system following sampling, and with the assessment of disturbances to that system.

The high costs and long time frames associated with studies proposed as part of the Environmental Plan of Action might suggest to the casual reader that the study proposal is comprehensive and capable of addressing the question of environmental feasibility of Winter Navigation. Unfortunately, the document does not qualify in this respect. While the introductory narrative to the document is well conceived and carefully written with respect to environmental assessment strategy, the studies which make up the package represent, in aggregate, a collection of survey level efforts of long duration. Many of these are dependent upon the existence of system data, and none define a method for comprehensive data base characterization. The package will not succeed and, if approved, will represent a tremendous waste of Federal dollars without resolution of questions for which all participants in the project require answers.

The Draft Survey Report continues to indicate that season extension can be accomplished in an environmentally acceptable manner. It is inconceivable how the Corps can continue to make this statement in light of the environmental objections that have been raised and by the Corps' own acknowledgement of the magnitude of the environmental studies required.

The report does not recognize the need for active, and full and equal participation by New York State in any arrangement which is to consider the resources of the Great Lakes and the St. Lawrence River. Any future arrangements must ensure well coordinated and balanced voting representation between participating State and Federal agencies. Failure to allow individual States voting representation on any activity affecting their interests denies their basic right to shape policy directly affecting them.

Also, because of the costs and comprehensive study requirements that are necessary. the International character of the resource, and the multiplicity of data needed by resource agencies; required basinwide environmental data gathering and impact assessment studies related to any Great Lakes program should be designated and conducted by all the resource agencies whose responsibilities border on the Great Lakes basin system. Such an International effort should be conceived and funded outside of the context of the winter navigation proposals. It is only logical that the effort be coordinated through an appropriate International agency like the International Joint Commission (IJC), and that funding be sought through normal channels followed in the development of IJC reference studies.

Finally, the President, in his National Water Policy Message to Congress in June 1978, stated that the States are primarily responsible for water policy within their boundaries and should be integrally involved in setting priorities and sharing in Federal project planning. I concur with the President in this regard and we wish to emphasize that our primary responsibility for water policy has been ignored in this Survey Study.

VERBATIM STATEMENT

Summary Presented by Bruce C. McLean
STATEMENT OF
POWER AUTHORITY OF THE STATE OF NEW YORK
PRESENTED AT PUBLIC HEARING ON WINTER NAVIGATION SEASON EXTENSION
MASSENA, NEW YORK
MA' 9, 1979

The Power Authority of the State of New York appreciates the opportunity to express its interest and concern regarding the findings and recommendations contained in the March 1979 final draft of the Corps of Engineers' survey report on the feasibility of extending the Great Lakes-St. Lawrence River navigation season into the winter months.

In Cleveland in May 1971, the then Chairman of the Power Authority had no objection to an extended navigation season provided it could be accomplished without disrupting ice control measures which, since 1960, have protected the rights of riparian interests and assured uninterrupted power production to the maximum possible extent. Unfortunately, over the eight intervening years of study, we have seen no convincing evidence that this can be done.

The St. Lawrence power project was designed and constructed in accordance with an order of approval from the International Joint Commission and a license from the Federal Power Commission. It is accepted engineering fact that the physical design did not contemplate use of the River for navigation purposes during the winter months. Because of the severe climate, the IJC order directed the Power Authority and Ontario Hydro to enlarge the natural river channels between Ogdensburg and Morrisburg to reduce water velocities so that a stable ice cover would form over most areas. Once the ice cover is formed, the river forms little additional ice.

Retention of the ice cover in place minimizes ice movement and jamming and prescribed flows can then be released to both provide reliable power production and preclude upstream shoreline flooding in the spring. The channel enlargement program, costing some 90 million dollars, was supplemented in 1959 by six ice booms, two of which cross the navigation channel between Ogdensburg and Prescott and at Galop Island. These booms, in our view, are essential to the formation and retention of a stable ice cover. Ice booms are also used at Beauharnois, Quebec, to stabilize and retain ice cover.

The studies unilaterally conducted by the United States appear to indicate that a navigation season extended into the winter months would be beneficial to the economies of both Canada and the United States. However, a 1978 financial study by an economic consultant for the Canadian Seaway Authority concluded that there were a number

of reasons why an extended navigation season would not be beneficial to Canada and Paul Normandeau, President of Canada's seaway agency, was quoted in the Toronto Globe & Mail as stating that the consultant's conclusions confirmed those already made by the Seaway Authority. This was not unexpected, since Canada's costs to implement a navigation season extension would obviously be much higher than those of the United States inasmuch as Canada owns 13 of the 15 locks needed to lift a vessel from the Atlantic Ocean to Lake Erie.

Moreover, the economic benefits to the United States of a navigation season extension are also very speculative. The Government Accounting Office in its April 20, 1976, report to the Congress has seriously questioned the economic viability to the United States of the program, and the Governor of the State of New York has also recently expressed concern as to deficiencies in the Corps of Engineers' benefit-cost analyses as well as in its environmental assessments of the program.

It must also be recognized that a dependable and uninterrupted supply of low-cost hydro energy is increasingly important to the economy of both countries. The electrical output of the Moses-Saunders Power Dam and Quebec's Beauharnois complex during the winter months averages three million kilowatts, which would require the burning of 120,000 barrels of oil each day to replace. Based on their twenty years of operating experience, the power entities are not convinced that ships can navigate through winter ice on the St. Lawrence River without causing ice jams which could seriously disrupt the production of this low-cost hydro electricity, as well as endanger shorefront property by exposure to flooding.

With this as background, the Authority wishes to point out some of the serious omissions in the study conclusions listed on pages 165-167 of the main report:

a. Conclusion 9 indicates that the existing ice booms in the international section of the St. Lawrence River which are owned entirely by PASNY and Ontario Hydro would need to be modified to permit winter vessel transits and that such action would have need to be coordinated with Canada. The problem of modifying the present ice boom system is much more complex than the conclusion would indicate. The conclusion should be expanded to emphasize that the International Joint Commission, under whose order of approval the power entities built and operate their power works, has directed that the present ice boom system may not be modified without its approval. Should the IJC approve modifications now proposed by the winter navigation program which could adversely affect the operations of the power entities and of Hydro Quebec or their ability to discharge the winter flows prescribed by the IJC, the power entities would more than likely seek relief from the water regulation responsibilities imposed on them by the IJC order.

b. Conclusion 13 indicates that the hydraulic regime of the St. Lawrence River could be maintained or improved through mitigative action if season extension is implemented. Based on twenty years of St. Lawrence project operation in discharging the winter flows prescribed by the IJC's plan of regulation for Lake Ontario, the Power Authority remains convinced that vessel transits through the ice cover can result in ice jamming which would reduce power output in New York, Ontario and Quebec and be a potential cause of spring flooding in the upper river and on Lake Ontario.

Moreover, once ice formation occurs on the St. Lawrence, the additional friction imposed by the ice cover may, in many years, result in water levels at Eisenhower Lock which will not permit full draft navigation. This potential problem could be overcome by revising the present IJC regulation plan to impose higher spring and summer Lake Ontario levels than those prescribed by the present plan, by extensive dredging in the international section, or by requiring vessels to light load. Any of these solutions may be considered mitigative actions but each would involve substantial additional program costs.

c. The conclusions do not address nor respond to the possible legal consequences of season extension which were raised by the Power Authority with the Legal Committee of the Winter Navigation Board in its legal memorandum dated September 10, 1975.

The Authority is particularly concerned with the need for arrangements to be made to assure its freedom from liability for upstream flooding damages caused by ice jams resulting from season extension. The Authority's concerns are grounded in the IJC Order, its FPC license and the Federal Power Act. The IJC Order provides that all interests on either side of the International Boundary which are injured by the construction, maintenance and operation of the approved project works must be given adequate protection and indemnity in accordance with the laws of Canada and the United States. Section 10(c) of the Federal Power Act holds each licensee liable for all damages occasioned to the property of others by the construction, maintenance or operation of project works and works appurtenant thereto. The ice booms are a part of project works. The Authority's license specifically provides that it shall not be construed as impairing any terms or conditions of the Federal Power Act not expressly set forth therein. It is the Authority's position that the matter of potential liability for injuries to third part rights attributable to its acquiescence in any ice boom modifications or the activity of ships through the ice covered reaches of the St. Lawrence must be resolved satisfactorily prior to commencement of such activities.

It is also quite likely that even more complex legal problems of an international nature would be raised by both Ontario Hydro and Hydro Quebec if season extension becomes a reality. Thus, it is both surprising and disappointing to find that there is no mention in the conclusions that both national and international legal problems must be addressed and resolved prior to undertaking further activities to extend the St. Lawrence navigation season.

Since efforts to extend the navigation season were begun in 1971, the Power Authority has maintained the consistent position that it had no objection to an extended season provided there was no adverse effect on riparian interests or power generation. The studies and experiments by the Winter Navigation Board to date have not demonstrated the feasibility of vessel transit through the winter ice cover without disrupting the ice cover so as to cause ice movement, subsequent jamming and resultant adverse impacts on upstream riparian interests as well as reduced power generation in New York, Ontario and Quebec. In the absence of such assurance, the Authority must continue to urge that no physical changes be undertaken on the St. Lawrence River which would endanger the formation of the stable ice cover necessary for the power entities to carry out their water regulation and power production responsibilities.

ATTACHMENT O TO SUPPLEMENT 1
DIGEST OF WATERTOWN, NEW YORK
PUBLIC MEETING REGARDING
NAVIGATION SEASON EXTENSION
ON THE GREAT LAKES AND ST. LAWRENCE SEAWAY SYSTEM
10 MAY 1979

1. GENERAL

The seventh meeting in a series of seven public meetings was held on Thursday, 10 May 1979, at the Jefferson Community College Auditorium, Watertown, New York, by the District Engineer, Buffalo District, U.S. Army Corps of Engineers. The meeting began at 7:30 p.m., EST, and finished at approximately 10:00 p.m. Approximately 102 persons were present representing various Federal and State agencies, business, and interested concerns, etc.

2. MEETING

The meeting was opened by Colonel Daniel Ludwig, Buffalo District Engineer, U.S. Army Corps of Engineers. Colonel Ludwig explained that the purpose of the meeting is to provide those in attendance with an overview of the winter navigation Draft Feasibility Study. He also explained the format for the evenings proceedings.

This study is pursuant to Section 107 of the 1970 River and Harbor Act, Public Law 91-611, approved 31 December 1970. The 1970 authorization consisted of three parts: A survey study and Demonstration Program to be conducted by the Corps of Engineers and an insurance study to be conducted by the Secretary of Commerce, acting through the Maritime Administration.

Colonel Ludwig explained the progress of the study, the status of the report and explained the review and forwarding procedures that must take place before the Survey Report goes to Congress.

3. STATEMENTS

Statements presented during the meeting are summarized in the following paragraphs:

a. Mr. William H. Kennedy, Associate Administrator, St. Lawrence Seaway Development Corporation: The Seaway Corporation enthusiastically supports the Winter Navigation Draft Survey Report. Among the benefits derived from extending the navigation season are increased local payroll and purchases, creation of new jobs, ability to move coal and fuel year-round by low-cost, energy-efficient water transportation, and improved all-weather navigation aids. He pointed out that Gordon Sinclair, Marine Administrator in the Canadian Ministry of Transport, stated the official Canadian position is to

support season extension on the basis of user-pay. Problems involving ice booms and power generation must be solved or there won't be a season extension. Concern for the domestic water supply will be protected because the International Joint Commission protects domestic users of water. There will be no significant adverse impact on levels and flows. The threat of oil spills is less in winter than in summer. Island transportation can be accommodated. In summary, season extension is a good investment for both the U.S. and Canada.

b. Mr. William H. Gill, U.S. Fish and Wildlife Service: Major environmental impacts have been identified in the draft Fish and Wildlife Coordination Act Report which cannot be balanced by proper mitigation. The extended navigation season should not be authorized for construction but rather a two-phase authorization should be sought for project features on Lake Ontario to enable further studies before construction.

c. Assemblyman Tom Hanna, Webster, New York: Represents a district that includes 40 miles of Lake Ontario shoreline. He has found no support for the navigation season extension from private shoreline property owners, local town and county government officials, or from Governor Carey. Unofficial discussions with Canadian officials indicate there is no way the project will win approval in Canada. The State Coastal Zone Management Group and the Seamans Union of the Great Lake Shippers are opposed. With regard to benefits that would accrue to Rochester Harbor with year-round navigation, not one business in Monroe County has indicated they would use the port for additional shipping.

d. Mr. Peter C. Finn, Thousand Island State Park and Recreational Commission: Reading from a statement of Charles Elliot, Regional Administrator - The commission feels that the Adaptive Method used in the Draft Survey Report is inadequate for assessing the environmental consequences of the project and feels that the adaptive approach does not address potential long-range adverse impacts.

e. Mr. John A. Finck, New York State Department of Environmental Conservation, reading from a statement from Governor Carey, is summarized as follows: As Governor of New York State, I have taken a position in opposition to winter navigation season extension. I am deeply concerned about the omission of New York State views and comments in the Main Report and report's abstract. The report presents winter navigation in the most favorable light by omitting discussion of serious detrimental aspects of winter navigation and by not presenting an analysis of alternative modes of transportation. We view the economic benefits as grossly overstated. We have basic questions as to the reliability of traffic forecasts on which benefits are based. With respect to the economy of New York State, we believe winter navigation will mean an economic loss. Strong

exception is taken to the adaptive study approach designed to accommodate environmental study requirements and assessment needs. We find the Environmental Plan of Action, which is the basis of the adaptive study design, to be unacceptable. The report does not recognize the need for active, full and equal participation by New York State in any arrangements to consider the resources of the Great Lakes and the St. Lawrence River. Impact assessment studies related to the program should be designed and conducted by all resource agencies whose responsibilities border on the Great Lakes. It is only logical that an international agency like the IJC coordinate such an international effort. Finally, the President, in his National Water Policy message, said the States are primarily responsible for water policy within their borders, and should be integrally involved in setting priorities and sharing in Federal project planning. We wish to emphasize that our primary responsibility for water policy has been ignored in this survey study.

f. Mr. Gene Kleinhans, representing Town Board of Orleans, New York: The Town Board of Orleans expressed strong opposition to winter navigation. Among the concerns raised were: (1) the possibility of oil spills; (2) proposed dredging operations; (3) damage caused to shoreline structures; (4) affects on winter tourism; and (5) reluctance on the part of fire and medical people to go to the aid of ships. How can a typical year be settled upon for a demonstration when ice conditions vary so much from year to year?

g. Mr. Frank Wilde, representing the Federated Sportman's Clubs of Jefferson County is opposed to winter navigation stating that energy resources can be stored. Whatever happened about the oil spill at Ogdensburg? If damage does happen, who will be responsible?

h. Mr. Donald S. French, Manager of Operations, Port of Oswego, New York: It is apparent that an extension of the St. Lawrence Seaway navigation season would be a direct benefit to the Port of Oswego. Among the benefits to Oswego would be continued transport of coal and petroleum products with low-cost water transportation. A longer season would allow agricultural products to reach Oswego without having to transship via other harbors and more expensive transportation. Export business is difficult to attract since exporters are forced to change to other streamship companies during the winter.

i. Mr. Steve Taylor, Thousand Islands, New York: Opposed to winter navigation. Mr. Taylor responded to Mr. Kennedy's comment about no adverse impacts to levels and flows. Mr. Taylor also voiced his concern over oil spill cleanup operations.

j. Mr. Danny French, Thousand Islands, New York, voiced his concern. They've got several different proposals and they don't even know which one they are going to use. And the earliest they plan to do it is 1990.

k. Mr. Donald F. Ketchum, President, Lake Ontario South Shore Council, Inc.: Voiced his opposition to winter navigation. If a demonstration occurs on the St. Lawrence, who will be responsible for any damages along our shorelines, sanctuaries, and businesses? The spelling out of this responsibility by the IJC, Congress and Canadian counterparts, is a definite prerequisite to any thought of winter navigation. It is time the Army Corps of Engineers gives us honest cost-benefit ratios for winter navigation.

l. Mr. A. J. Casselman, New York State Conservation Council Waterfowl Commission: The most critical part of the river for most wildlife is the shoreline. Winter navigation would probably reduce nesting waterfowl by disruption of brood cover. Mr. Casselman did not agree that winter navigation would help the tourist industry. He also did not think the cost of winter navigation was justifiable for the Port of Oswego.

m. Ms. Ann Gefell, Save the River Committee, Thousand Islands, New York entered into the record two letters and stated her opposition to the winter navigation program. She made an appeal to attendees to let the Corps and their congressmen know their positions on the study.

n. Mr. David Widup, Manager of Competitive Marketing for Conrail: It is Conrail's position that further expenditures on winter navigation are unjustified, based on economic, transportation, and environmental factors, and would represent an inequitable and inefficient subsidy to one mode to the detriment of all others. Mr. Widup did not think the benefit/cost study was accurate. He commented that there is no study published on intermodal impacts. Conrail's greatest concern is the continued inequitable subsides to other modes of transportation.

o. Mr. Richard Spencer, Save the River Committee, Inc.: He states the Corps still cannot produce any evidence to refute the 1978 Environmental Assessment conducted by the New York State DEC. Mr. Spencer stated that until adequate baseline data is gathered and an honest effort is made to determine the feasibility of any winter activities on the St. Lawrence River, Save the River Committee will remain opposed to all plans to extend the navigation season. Winter navigation is little more than a subsidy to the steel industry. He objects to the omission in Appendix H of letters and statements against the project. He objects to the Draft Environmental Statement as it is inadequate. The Adaptive Method does not determine environmental feasibility. He objects to the Environmental Plan of

Action and stated that the one lump-sum compensation to shoreline property owners for damages caused by season extension is inadequate. He objects to the latest proposal to the Grindstone Island residents for an alternative method for winter travel to the mainland. There is no progress in the ability to clean up oil spills in icy waters. He points out the lack of any benefit to Canada. And finally, he objects that the economic analysis used to justify this project still contains the same factors which led to considerable critical attack.

p. Ms. Karen N. Lago, Save the River Committee, Inc.: She would like to go on record as being against any extension of the navigation season on the St. Lawrence River, and any of the Great Lakes.

q. Mr. Greg Lago, Save the River Committee, Inc.: He is opposed to any extension of the navigation season on the St. Lawrence River. It is not a project that is needed, wanted or economically feasible.

r. Ms. Frances V. Purcell, Save the River Committee, Inc.: She represents the people of Grindstone Island. If winter navigation becomes a reality, 75 year-round residents will be forced to leave the island. The Corps attempt to provide island transportation across the broken ice channel at Lime Island failed miserably. The St. Lawrence Seaway Development Corporations' island transportation study was inadequate. Why should a few industries benefit when the environmental and social aspects of this area will have to suffer?

s. Ms. Carol Amsterdam, Wellsley Island, New York: She would like to invite Mr. Robb and Colonel Remus to take a boat ride so that she could show them why she does not want to compromise any of the river. She is afraid of winter navigation.

4. DISCUSSION

Following the presentation of formal statements, Colonel Ludwig opened the meeting for a question and answer period.

a. Ms. Ann Forsyth, Executive Secretary, St. Lawrence County Environmental Management Council: She supports Rick Spencer's request to find out what the criteria is for having correspondence included in Appendix H. And she hopes the Corps will rewrite this report to adequately reflect the opinions of St. Lawrence County residents.

b. Mr. Fred Bush, General Council, St. Lawrence Seaway Development Corp., Inc., Massena, New York: He said, regarding an earlier statement that the Boundary Waters Treaty of 1909 contained a navigation season, it is simply not so. He also thought there was some confusion regarding the Orders of Approval which approved construction of the power facilities. He stated the "works" that the

person was referring to is the power plant, not the navigation works. The IJC did not pass on navigational works. They do not come under IJC jurisdiction but under the jurisdiction of the State Departments of the two governments in the form of an international agreement. If the Governor of New York is in favor of environmental conservation, why is the Power Authority of the State of New York exempt from DEC statutes for dredging in the St. Lawrence River? Mr. Don Ketchum refuted the statement Mr. Bush made.

c. Mr. Gary Fischer, Watertown, New York: Asked how he could get copies of the minutes of the other meetings? Colonel Ludwig said to write to the Detroit or Buffalo District Corps offices. How was the Survey Report advertised - where was the report available? Mr. McClarnon answered by saying 5,000 copies of a notice were sent out to interested parties.

d. Mr. Bush: Was there any public advertisement in newspapers? Mr. Hoskins answered yes, there were several press releases in addition to the notices sent out.

e. Ms. Ann Gefell, Wellesley Island, New York: Are the public notices sent to post offices and why did numerous people who have attended meetings and sent letters of opposition not receive public notices? Mr. McClarnon said to the best of his ability interested parties have received notices. I have repeatedly attended meetings and did not receive a public notice. Mr. McClarnon also stated that notices were not sent to post offices.

f. Mr. Bush: I was given a copy of the Winter Navigation article when I came in. The article assumes that winter navigation is a fact. It lists three benefits and no derogatory comments. Why were none of the articles critical of winter navigation handed out? Has anyone in the Corps ever written an article critical of winter navigation? Colonel Ludwig answered that the Corps is impartial and they have no authority to reproduce anyone else's article and pass them out.

g. Ms. Ann Forsyth: Was the Buffalo District's mailing list from its permit action from SLSDC used for mailing the feasibility report? Mr. Hoskins replied no. Ms. Forsyth then requested that the permit file mailing list be added to the feasibility mailing list. Colonel Ludwig replied he saw no problem with that.

h. Colonel Ludwig: He asked Ms. Forsyth and Mr. Spencer if they could supply more specific reasons why the "Adaptive Method" was not in conformance with NEPA. Mr. Spencer replied that the reasons came from several scientists and also from Mr. Like's letter which represents his legal opinion on the environmental assessment for the Demonstration Program.

5. CONCLUSION

Colonel Ludwig concluded the meeting by expressing his appreciation for those present giving their time to present their comments.

VERBATIM STATEMENT

Presented by Ann M. Gefell, Wellisley Island
Statement by Governor Hugh L. Carey
to the
Winter Navigation Board Meeting
January 11, 1979

Thank you for the opportunity to offer remarks on the Winter Navigation Demonstration Program. First, I wish to designate Commissioner Robert Flacke of the State Department of Environmental Conservation (DEC) as my observer to the Board's proceedings and Jack Finck, also of DEC, as alternate.

The Department of Environmental Conservation transmitted to General Harris last month a document entitled "Environment Data Gathering and Impact Assessment Studies to Precede Winter Navigation Demonstration on the St. Lawrence River." It is essential, as outlined in the DEC document, baseline data collection studies be undertaken and an effective monitoring program be developed to comprehend the environmental ramifications of winter navigation. Our ecological concerns, I believe, are well understood; they include:

- Increased possibility of an ecological disaster, such as oil spill during hazardous winter conditions;

- Disruption of bottom sediments associated with the placement of new boom anchors and potential release of organic and heavy metal pollutants present in the sediments;

- Increased likelihood of damaging effects on shorelines and shoreline structures due to ship-generated wave action and increased water levels; and

- Disruption of critical vegetation, bird, and wildlife habitats, including the wintering habitat of the endangered bald eagle.

Any harmful environmental consequence will result in irreparable harm to our leading industry in the North country, the annual $48 million tourism industry. It is our intention to bolster the tourism industry in North country with the 1980 Winter Olympic serving as catalyst.

The economic benefits expected to accrue from the Winter Navigation program, the prime justification for the project, are suspect. The overall system benefit-cost ratio can be called into question on numerous substantive grounds, including:

- The use of a discount rate that does not accurately reflect the cost of capital under current economic conditions;

- The use of a ship traffic volume projection and a cargo mix that may possibly result in an overstatement of benefits due to increased operating and insurance costs during winter conditions;

- Failure to quantify tariff and revenue losses to the railroad industry, the trucking industry, and non-Great Lakes ports;

- Failure to quantify and stochastically analyze environmental costs that may result from winter navigation; and,

- Failure to quantify revenue losses due to a shortfall in power generation.

With respect to the economy of the State of New York, we believe the implementation of winter navigation will mean a net economic loss. The State has, in the last four years, made a considerable investment in its port and rail facilities. The value of these investments will be jeopardized by a loss in traffic volume moving through these facilities. Additionally, as was previously mentioned, the tourism industry in the North country could be hurt by any harmful environmental consequences. Finally, electrical generation losses to the Power Authority of New York (PASNY) due to a reduction in water flows will mean increases in the cost of doing business and living in New York. The failure of the Power Authority to meet its contractural obligations for energy raises a serious liability question and hinders the reliability of the State Power Pool. It is our intention to undertake an economic study to further our knowledge of the impacts on New York State. We will share the results of the study with the Board as soon as it is completed.

I would like to comment on the upcoming hearing in Ogdensberg on January 17th, on the request by the St. Lawrence Seaway Development Corporation, for a Section 10 permit. The 1909 treaty between the United States and Canada classifies the St. Lawrence River as an international waterway. The International Joint Commission (IJC) has been delegated policymaking authority to determine the use of the River. The IJC has given the Power Authority of New York and Hydro Ontario certain rights on the River. The upcoming hearing may be leapfrogging other legal steps necessary before a Section 10 permit hearing can commence.

Permission for the installation of new ice booms or modification of existing booms may require, prior to a Corps hearing, first, the consent of PASNY and, subsequently the IJC. I urge you to reconsider the continuance of the permit hearing in light of these particular questions and, in general, given the doubt about the overall merits

of winter navigation. In addition, certain State permits will be required including water quality certification, stream protection, and freshwater wetlands.

I am concerned approximately $16 million in studies will be expended without co-participation between the United States and Canada. An agreement on co-participation must be reached before any further work is initiated. The recent report by LBA Consulting Partners for the Canadian Seaway Authority, questioning the cost-effectiveness of winter navigation, indicates the lack of Canadian input into program development.

The composition of the Winter Navigation Board does not appear to encompass the broad range of interests the program affects. The failure to allow the State of New York a vote on the Navigation Board is a denial of our basic right to shape policy direction affecting our State. I urge this deficiency be corrected.

Finally, the President, in his veto of the public works bill last Fall, magnified the administration's desire to scrutinize public projects and to proceed with those that are fiscally and managerially prudent. I concur with the President and urge the Board to consider its deliberations with high regard to this national directive.

For submission into the official record of the U.S. Army Corps of Engineers Public Meeting, May 10, 1979, Watertown N.Y.

PART II

PERTINENT CORRESPONDENCE

SECTION A

INTRODUCTION

This portion of the Appendix is devoted to letters and statements received from governmental agencies and the public regarding the extension of the navigation season. They specifically relate to the Draft Environmental Impact Statement, Draft Survey Report, ABC's 20/20 News Magazine Program "No Stopping the Corps" and the Environmental Statement, FY 1979, Navigation Season Extension Demonstration Program.

Also included are responses to the Fish and Wildlife Coordination Act Report Recommendation and the President's Proposed Cost Sharing.

SECTION B

COMMENTS AND RESPONSES ON THE DRAFT ENVIRONMENTAL IMPACT STATEMENT

The letters and responses included in this section provide the reader the public concerns regarding the environmental aspects of extending the navigation season and the Corps of Engineers, Detroit District response to those concerns.

COMMENTS AND RESPONSES ON THE
DRAFT ENVIRONMENTAL IMPACT STATEMENT

The following is a list of agencies and individuals from whom comments have been received concerning the environmental impacts of the proposed project:

FEDERAL AGENCIES

Page	
C-II-B-4	U.S. Department of Agriculture - Forest Service (USFS)
C-II-B-5	U.S. Department of Commerce - National Oceanic and Atmospheric Administration (NOAA)
C-II-B-10	U.S. Department of Health, Education and Welfare - Public Health Service (HEW)
C-II-B-12	U.S. Department of the Interior - Fish and Wildlife Service (FWS)
C-II-B-28	U.S. Environmental Protection Agency (EPA)

STATE AND LOCAL AGENCIES

C-II-B-32	Dafter Township
C-II-B-34	Governor Milliken
C-II-B-38	Illinois - Bureau of the Budget
C-II-B-39	Illinois Department of Transportation (IDOT)
C-II-B-42	Keweenaw County Board of Commissioners
C-II-B-45	Michigan Department of Natural Resources (MDNR)
C-II-B-47	Monroe County Planning Department and Commission
C-II-B-51 -52	New York State Department of Environmental Conservation (NYSDEC)
C-II-B-58	Ohio Department of Natural Resources (ODNR)
C-II-B-62	Pennsylvania State Clearinghouse

STATE AND LOCAL AGENCIES (Cont.)

Page

C-II-B-64 St. Lawrence County Environmental Management Council
C-II-B-75 St. Lawrence - Eastern Ontario Commission
C-II-B-80 State Clearinghouse - Columbus, Ohio
C-II-B-81 Town of Waddington, New York
C-II-B-82 Wisconsin, Office of the Governor

PRIVATE GROUPS AND ORGANIZATIONS

C-II-B-92 Citizens for Clean Land, Air and Water (CLAW)
C-II-B-93 East Michigan Environmental Action Council
C-II-B-104 Lake Michigan Federation
C-II-B-106 Michigan United Conservation Clubs (MUCC)
C-II-B-112 Save the River

PRIVATE CITIZENS

C-II-B-115 Andres, Kristin (Lancaster, NY)
C-II-B-124 Blackburn, Bruce W. (Minneapolis, MN)
C-II-B-126 Holt, F. Sheppard (Winchester, MA)
C-II-B-127 Martell, Albert (Superior, WI)
C-II-B-131 Rebmann, Edward D. Jr.
C-II-B-132 Rush, Joan E.
C-II-B-133 Smith, Marion (Syracuse, NY)
-135
C-II-B-137 Veitch, R. Elwood (Waddington, NY)
C-II-B-138 Vitek, Joseph (Saginaw, MI)

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE
NORTHEASTERN AREA STATE AND PRIVATE FORESTRY
370 REED ROAD – BROOMALL, PA. 19008
(215) 596-1672

1950
May 10, 1979

Melvyn D. Remus
Colonel, Corps of Engineers
Department of the Army
Detroit District
Box 1027
Detroit, MI 48231

Refer to: NCEED-PB/ER
Draft Environmental Statement
Great Lakes and St. Lawrence River
Navigation Season Extension

Dear Colonel Remus:

We believe that, before implementation of the Navigation Season Extension plan, more information should be obtained about the effect of ice motion on wetland and other vegetation growing along shorelines. The St. Lawrence River reach, because of its length and the closeness of the channel to the shore, appears to be particularly vulnerable to this type of action. The St. Clair, Detroit, and St Mary's River shorelines may also suffer some damage. We assume that Canadian government agencies and environmental groups have been consulted, and informed of plans and study results, at several steps in the project development. 1

A project as large as the Navigation Season Extension has a nationwide impact, involving employment, taxes and business activity in other areas. When hearings and other public involvement sessions are held, we believe such remote locations as New York City, Boston, and Pittsburg should be considered for notification. 2

Thank you for the opportunity to review this statement. 3

Sincerely,

DALE O. VANDERBURG
Staff Director
Environmental Quality Evaluation

C-1-1-8-4

1. Concur. This is part of the recommendations under the EPOA.

2. Coordination has been on-going between the concerned agencies in both countries through several mechanisms, including Canadian observers on the Winter Navigation Board and transmittal of all public documents to interested Canadian agencies.

3. Concur. Future efforts should be directed to a larger area, at least to the news media.

UNITED STATES DEPARTMENT OF COMMERCE
The Assistant Secretary for Science and Technology
Washington, D.C. 20230
(202) 377-4335

May 10, 1979

Colonel Melvyn D. Remus
Detroit District, Corps of Engineers
Department of the Army
Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

This is in reference to your draft environmental impact statement entitled, "Great Lakes and St. Lawrence Seaway, Navigation Season Extension." The enclosed comments from the National Oceanic and Atmospheric Administration are forwarded for your consideration.

Thank you for giving us an opportunity to provide these comments, which we hope will be of assistance to you. We would appreciate receiving eight (8) copies of the final environmental impact statement.

Sincerely,

Sidney R. Galler
Deputy Assistant Secretary
for Environmental Affairs

Enclosures Memos from:

Mr. Eugene J. Aubert
Director, GLERL, RF24
Environmental Research Laboratories

Mr. Douglas M. LeComte
OA/Dx61
Environmental Data and Information Service

C-11-5

U.S. DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
ENVIRONMENTAL RESEARCH LABORATORIES
Great Lakes Environmental Research Laboratory
2300 Washtenaw Avenue
Ann Arbor, Michigan 48104

April 23, 1979

TO : Richard L. Lehman, Acting Director
Office of Ecology and Conservation, EC

FROM : Eugene J. Aubert
Director, GLERL, RF24

SUBJECT: DEIS 7903.33 - Survey Study for Great Lakes and St. Lawrence Seaway, Navigation Season Extension (3 volumes)

The subject DEIS prepared by the Corps of Engineers, Detroit District, on Navigation Season Extension has been reviewed and comments herewith submitted.

Survey Study for the Great Lakes and St. Lawrence Seaway Navigation Season Extension summarizes findings of the eight-year old investigations. The Study reports that for the navigation season extension seven independent proposals have been examined in detail. For the upper three lakes, Superior, Michigan, and Huron, assumption was made that a year-round navigation is the best and no other plan was examined. Two alternatives were evaluated for Lake Erie and five alternatives for the Welland Canal - Lake Ontario - St. Lawrence River reach. Based on analysis of the seven proposals one was selected as the best. The selected plan would extend the navigation season to a twelve month or year-round navigation on the upper four Great Lakes and to an eleven month navigation through the Welland Canal - Lake Ontario - St. Lawrence River. Here the twelfth month would enable the required annual maintenance of the locks. It was found that the proposed season extension would provide most economic return and a benefit - cost ratio of 3.32.

Our analysis of the information presented in Survey Study and the two volumes of Appendices indicated lack of information on ice build-up on vessels and winter insurance rates and also raised serious questions about technical feasibility and economic returns of the navigation route St. Marys River - Soo Locks - Lake Superior. Based on findings of our analysis, which are discussed below, it is recommended that winter navigation which requires lock operation shall not exceed eleven months. This would include the above mentioned route of St. Marys River - Soo Locks - Lake Superior.

In economic evaluation, the Study uses a twelve month or year-round navigation as providing full utilization of and maximum economic return from existing fleet of vessels, government investment in locks, harbors, and others, and manpower. However, nowhere in the Study is it pointed out that [1]

C-II-B-6

1. Adequate maintenance periods are included for both the fleet and the facilities, including the locks. A full year's navigation would require duplicating lock facilities which could be economically infeasible. This is discussed in Appendix B, under Lock Modifications.

full utilization of these resources produces an operational period of less than twelve months. For example, full utilization of existing vessels and locks is twelve months reduced by whatever time is needed for maintenance and repairs. Full utilization of manpower is twelve months less contractual leave. Therefore, Study should have examined economic losses and gains by extending navigation season to a twelve month operation instead of an optimum period of less than twelve months.

Lock capacity study undertaken by ARCTEC, Inc. finds that navigation season extension would increase the capacity of facilities through utilization during the previously idle winter months. Monthly capacity of locks at Sault Ste Marie (Soo Locks) is given as follows (page E-23).

first winter month		21.0	million	tons	
second	"	"	8.4	"	"
third	"	"	23.6	"	"

It appears that greatly reduced lock capacity during the second winter month is due to closing of the largest of the Soo Locks -- Poe Lock. When Poe Lock is down for maintenance, the 858-foot and 1,000-foot vessels are not able to transit the lock facility (page 51). Thus remaining vessels for that most severe winter month will be the smaller, older, and underpowered vessels. Since these vessels should not be employed in heavy ice, the question remains will the winter traffic be sufficient to utilize even that greatly reduced capacity. In the case of underutilization, it is suggested that all locks be closed at the same time for maintenance and all of them be kept open the rest of the year. This would provide additional lock capacity when smaller vessels are capable of being fully utilized. 2

The Energy Impact Study compared the line haul energy consumption associated with winter waterborne movement of bulk and general cargo during a severe winter to the energy consumption associated with winter movement of the same commodities via the least-cost alternative transport mode. The study concludes that there would be a small, less than 0.1%, but positive energy impact. However, as in any average result, individual values are both positive and negative. Therefore the Energy Impact Study should be expanded to provide information on energy usage by individual winter months and by navigation routes. In view of the nation's energy problems, particularly of liquid fuel, any route or month where energy usage exceeds the least-cost alternative transport mode should be eliminated from the winter navigation program. In our proposal to limit navigation through locks to eleven months, we assumed that during the most difficult month of a winter on the most difficult navigation route of all the Great Lakes, the energy requirements will exceed the average value derived from all months of a severe winter and all navigation routes. However, a detailed study, as suggested above, may reveal other months or routes requiring excessive energy to navigate. 3 4

During the Demonstration Program winter navigation on St. Marys River, which is considered to be one of the most difficult connecting channels to navigate during the winter, was discontinued on the following dates (Att. 1-9).

2. The plan is to shut down one lock at the Soo for maintenance while the other is operative. This allows for a greater utilization of the waterway and lock system, yielding the largest B/C ratio. The combination mentioned has been considered and a 10 month season is recommended on the St. Lawrence Seaway from 7 March to 7 January. (Main Report)

3. The purpose of the Energy study was to examine the impact of season extension on the consumption of energy in the United States. Specifically, the study examined three elements of energy use:

1. Changes in energy consumed in line haul freight operations due to changes in the share of the traffic moving via Great Lakes carriers and changes in the Great Lakes fleet mix;
2. Changes in energy consumed as a result of reductions in stockpiles of iron ore and coal; and,
3. Energy expended by facilities and operations specifically designed to support winter navigation.

The study did not attempt to assess energy consumption differentials between individual routes since the routes are fixed within a given mode, energy constitutes only part of the operating cost differentials between modes, and actual total operating costs are reflected in the rates which the law requires be used for calculating transportation benefits.

Both the Energy Study and the Intermodal Impact Study discuss this in more detail. Summaries of these two studies are included in Appendix D.

4. In computing the B/C ratio, energy consumption was based on severe winter conditions; conclusions should not be reversed by any reasonable change in assumptions underlying the analysis.

C-II-B-7

1971	on 29 January
72	1 February
73	8 February
74	7 February
75	year-round

The Study states that 1975 operation in the St. Marys River went to a record year-round navigation due to above normal winter temperature conditions. Air temperature records at Sault Ste Marie indicate that only three years from a 31-year record had above normal temperatures. Therefore 28 years would have winters similar to those when navigation was discontinued more or less during the first week of February. Since selected plan by the Study will have a year-round navigation on St. Marys River, analysis should be made of reasons why during the Demonstration Program a year-round navigation was not fully tested. Speculation on the reasons may indicate some unsurmountable difficulties in vessel movement or lock operations, or ice build-up on vessels in Lake Superior, or reluctance of vessel owners to risk expensive damages or even loss of life or vessel, or crew desires and requirements on winter vacation. 5

Information is lacking on two important aspects of winter navigation. One is the winter insurance rates and the other - ice build-up on vessels. On insurance rates Study reports that increased risks reflected in increased marine insurance costs have in the past discouraged shipping during the winter months in the St. Marys River and the Straits of Mackinaw (Att. 1-4). Ice build-up on vessels during low air temperatures and moderate seas should be a problem causing reduction of load capacity, danger of accidents, and ultimately loss of vessel and life. The ice build-up should be particularly hazardous during the midwinter months over Lake Superior. 6

Some minor comments. Theoretical calculations of effects from assumed total elimination of ice retardation in St. Clair and Detroit Rivers indicate increased power production at Niagara River power plant. This is correct only for the first fifteen years. Due to a huge water storage in Lakes Michigan - Huron the flow increment caused by elimination of ice retardation will decrease very slowly and only in fifteen years will reach a value which is generally considered as insignificant. After that period there will be no benefits to power production. Considering long range, Lake Erie water levels will remain unaffected because no changes are assumed in Niagara River. However, it appears that at least in Detroit River the extended navigation season will have an imperceptible effect on power ice retardation. 7

C-11-5-8

5. Year-round navigation was fully tested on the St. Marys River during the Demonstration Program. Ice booms were installed, and other mitigative measures tested during this program. See Section III, Alternatives, of the Environmental Impact Statement.

6. The winter insurance rates were discussed in The Great Lakes and St. Lawrence Seaway Study of Insurance Rates U.S. Dept. of Commerce - Maritime Administration. Ice build up on vessels and other concerns are discussed in the Main Report, under "System Considerations."

7. This is true, after 15 years the water levels stabilize, yielding no additional increase in benefits to hydropower.

UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
ENVIRONMENTAL DATA AND INFORMATION SERVICE
Washington, D.C. 20235

April 26, 1979 OA/Dx61

TO: EC - R. Lehman

FROM: OA/Dx61 - Douglas M. LeConte

SUBJECT: DEIS 7903.33 - Survey Study for Great Lakes and St. Lawrence Seaway, Navigation Season Extension

Page II-4, paragraph 2.11: Condensation is not a form of precipitation; clouds and dew result from condensation and neither are an important direct source of water for the Great Lakes. 8

Page II-5, paragraph 2.16: It would be useful if information on the year-to-year variability of ice cover could be presented. The length of the navigation season must depend strongly on fall, winter, and spring temperatures, and these vary considerably. A time series of data illustrating this variation would be helpful. Also, comments on the impact of the last 3 winters on Great Lakes navigation would be appropriate, as these winters were unusually severe in this region. It would also be interesting to know if improved seasonal or monthly temperature forecasts could be beneficial. Various researchers are trying to improve the accuracy of long range outlooks. 9 10

C-11-a-9

8. The statement referenced has been altered to reflect this.

9. Annual variability of ice cover is discussed in Appendix A, under each individual body of water.

10. The Demonstration Program was in operation during the winter seasons from 1972 to 1979. It was found that even in all but one of the most severe winters, winter navigation was possible. See Table 5 in Appendix A for further details on periods-of-record when year-round navigation occurred. See Demonstration Program Report.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
PUBLIC HEALTH SERVICE
CENTER FOR DISEASE CONTROL
ATLANTA, GEORGIA 30333
TELEPHONE: (404) 633-3311

May 9, 1979

U.S. Army Engineer District, Detroit
Attn: NCEED-PB
Box 1027
Detroit, Michigan 48231

Gentlemen:

We have reviewed the draft main report and environmental statement (ES) on the Survey Study for Great Lakes and St. Lawrence Seaway Navigation Season Extension. We are responding on behalf of the Public Health Service.

We understand that the interim feasibility study report states that the proposed extended navigation season on the Great Lakes-St. Lawrence Seaway is engineeringly and economically sound with continuing environmental investigations recommended. Based on assumptions, observations, and conclusions made on the previous demonstration projects, the ES states that the "extension would have no irreversible, unacceptable adverse environmental impacts." We are pleased to know that if the environmental plan of action (EPOA) which will be implemented during post authorization phases (including design studies, construction, or operation) surfaces any unacceptable environmental impacts, the proposed winter navigation project would be modified and, if necessary, suspended until such impacts can be satisfactorily studied mitigated, or eliminated.

C-11-b-10

According to the ES, the U.S. Fish and Wildlife Service has the lead in formulating the study plan in order to develop the EPOA. We trust that the U.S. Environmental Protection Agency (EPA) will be taking an important part in providing assistance on the potential water quality impacts. 1

The effect of the proposed hydraulic alterations, bubbler systems, increased traffic, and ice control structures upon maintenance and attainment of applicable water quality standards for the affected waters (particularly in any harbors that might be classified polluted by U.S. EPA) should be addressed and included in the detailed environmental evaluation (4.059) of the ES. 2

It appears that the navigation channel sediments to be dredged will be generally disposed in open waters. As you know, the U.S. Environmental Protection Agency has classified certain navigation channels in the Great Lakes as polluted. Sediments in these channels often contain toxic substances such as mercury, PCB's, etc. that should not be reintroduced into the 3

1. This is correct. The extent of involvement would be determined after authorization, with recommended EPOA studies.

2. Supplementary information has been added to the discussion of water quality effects in Sec. 5. Refer also to the EPOA, Appendix E which provides a discussion of studies needed to definitively assess effects of actions being taken.

3. Additional information has been added to Sec. 5. Data previously collected on the St. Marys River indicates that it is probably not polluted, and dredging of the St. Lawrence River is no longer recommended.

environment but rather confined or isolated in such a way as to not allow reentry of them into our environment. The potential impact of additional dredging of those navigation channels classified as polluted by U.S. EPA and their associated disposal requires a more detailed explanation. 3

Any disposal of sediment materials in waters of the United States will require a 404(b) evaluation in accordance with the Clean Water Act. Any hopper overflow would also have to be evaluated. We will be particularly interested in the following: handling and disposal of heavily polluted sediments, any discharge of pathogenic organisms in or near recreational waters, and potential water supply impacts. 4 5 6

According to Volume I of the Survey Study (C-IV-10), the potential for spills is real and a ". . .great deal of development work must be undertaken before a total cold regions oil spill response capability is available." We believe as the Fish and Wildlife Service that certain measures should be instituted before encouraging winter shipments of oil and hazardous materials. Until an adequate spill containment and cleanup contingency program is prepared and demonstrated for ice covered waters, ships comply with existing Coast Guard operating and design criteria for winter use, and shipment routes of oil and hazardous materials are publicly acknowledged, winter shipment of oil and hazardous materials should be discouraged. 7

The expected effect of the winter navigation project upon water levels in and flows from each of the Great Lakes should be discussed in Section 4.046 of the ES. The effect of any expected increase or decrease in lake levels upon (1) the biological productivity of nearshore shallow water areas and important coastal wetlands and (2) local vector populations or vectorborne disease problems should also be included in the ES. 8

Thank you for the opportunity to review this draft ES. We would appreciate receiving two copies of the final statement as soon as it is issued. Should you have any questions regarding these comments, please contact Mr. Robert Kay or me at 404-262-6649.

Sincerely yours,

for Frank S. Liscella, Ph.D.
Chief, Environmental Affairs Group
Environmental Health Services Division
Bureau of State Services

C-1-8-11

4. Heavily polluted sediments, if dredged, would be disposed of upland or in confined cites as required by EPA and Corps guidelines. Section 404(b) evaluation would be completed after project authorization.

5. Such discharges would be prohibited under existing laws and regulations and would not be permitted.

6. All dredged material discharges are reviewed under Section 404 criteria for such potential impacts, and a discharge considered damaging would not be permitted.

7. A draft report has been completed entitled "Review and Evaluation of Existing Contingency Plans" which investigates various oil contingency plans. Also, please review the revisions to the recommendations made by the U.S. Fish and Wildlife Service, the EPOA and the pertinent portions of this EIS (Sec 5) and Appendix F.

8. Your comments have been noted and your concerns incorporated into the FEIS, Sec. 5.

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

ER 79/389

Lieutenant General J. W. Morris
Chief of Engineers
Department of the Army
Washington, D.C. 20314

JUL 19 1979

Dear General Morris:

We have reviewed the Draft Environmental Statement and Appendices to the Main Report for the Great Lakes and St. Lawrence Seaway Navigation Season Extension Survey Study, Minnesota, Wisconsin, Illinois, Indiana, Michigan, Ohio, Pennsylvania, and New York, and offer the following general and specific comments.

General Comments

This Department has some serious questions on the economics of this proposal. These concerns are more fully delineated on pages 7 and 8 of this letter. We also note that the President of the Lake Carriers Association stated that the current existing capacity of the Upper Great Lakes System is underutilized, and full expansion of the system is not warranted at this time. This information was provided at the Winter Navigation Symposium on May 6, 1979. Finally, we note that Governor Milliken of Michigan announced on June 14, 1979:

> "There should be no year round extension of the Great Lakes navigation at this time. . . No . . . alternatives study has been done, and a comparison of economic cost/benefits or environmental impacts of possible alternatives is clearly lacking."

He further stated, "Michigan does not support this (the 'adaptive method') approach." A copy of his policy statement is attached. The State of New York has also expressed concern about the use of the adaptive method and the single-phased project authorization. Because of the way this project is developing, we question whether environmental aspects are receiving full and proper consideration. A combination of circumstances have contributed to this: 1

1. No consideration has been given to the adverse environmental aspects of project-induced ". . . stimulation of the business and industrial activities of the region . . ." (page 49, paragraph 1, Main Report), or the relationship of the project to future pressures to deepen and widen connecting channels and harbors. In this regard, the U.S. Steel Corporation has gone on record at recent public hearings on the project to the effect that winter extension of the navigation season is necessary for their new 1000-foot ore carrier ships to turn a profit. It is over-sized ships 2

C-11-5-12

1. Please refer to the updated EPOA in Appendix E which describes a comprehensive list of studies which, together with the Adaptive Assessment Method, would provide assessment and prediction of environmental effects, with management capabilities for taking appropriate actions to eliminate or mitigate adverse effects. (See Response 7 also).

2. It is anticipated that season extension would stimulate business and industrial development. No adverse secondary environmental effects of this stimulation have been investigated pending more site specific information. Since season extension would better utilize present facilities and equipment, no new developments or impacts other than those currently under consideration are anticipated. Future plans to widen or deepen connecting channels and harbors are separately funded and Congressionally directed programs, noted in Sec. 2 of the EIS.

like these that need winter navigation to be viable. These same large ships will require the enlarging of the channels, harbors, and locks in the Great Lakes System because presently they cannot be accommodated. We believe that the proper approach would be to consider comprehensively the interrelated problems of winter navigation, induced development, and navigation system enlargement for longer, deeper, and wider ships. 2

2. We strongly urge the Corps to seek a two-phased authorization approach for the Great Lakes Basin portion of the proposed navigation season extension. This approach entails the authorization and funding of detailed studies of fish and wildlife resources and project impacts at project costs. These studies would be completed prior to an authorization for project construction. Because of the potential adverse effects on fish and wildlife, no authorization should be sought for the Sandusky Bay, Ohio, and St. Lawrence River, New York, portions of the project. 3 4

3. The question of whether the use of the "adaptive method" of environmental impact assessment is consistent with NEPA has not been resolved. NEPA indicates that impacts are to be addressed before the project, while the "adaptive" evaluation of impacts is proposed to begin only after project authorization. The "adaptive" approach should be a good method to monitor impacts and can compliment NEPA, but because it comes after project authorization, it may not prove to be a legally acceptable alternative to the analysis required by NEPA. 5

4. We are concerned that the present plan (Figure 2, page 52) calls for environmental studies to be conducted at the same time that the Corps will be conducting season extension operations (until January 31 - + 2 weeks). This may preclude fulfilling the requirement of the NEPA for description and consideration of without-the-project conditions. Many parameters of the without-the-project biological conditions cannot be studied if, as proposed, season extension operations provide for ship passage during the winter pre-project study period. A number of without-the-project studies that we consider important can be properly conducted if the Corps will suspend season extension operations for three consecutive winters and if the Corps is successful in seeking an appropriation from the Congress to adequately fund those studies. 6

5. The extent to which the draft Survey Report and draft environmental impact statement (EIS) reflect previous Department of the Interior input raises doubt that the required consideration of fish and wildlife resources is occurring. Further communication between the Corps and the Fish and Wildlife Service (FWS) could probably do much to reduce the disparity between our recommendations and the present proposal. 7

C-II-8-13

3. This is considered by the Corps to be a Congressional prerogative. See Response 5 (EPA).

4. While these are presently included in the proposed Selected Plan, new information is always considered and evidence weighed.

5. The adaptive method is a planning technique akin to research procedures for identifying, predicting and managing environmental impacts of the project responsibly. As such it is consistent with NEPA. The programmatic EIS, which address impacts over the planning and then the development period of the project, system-wide and site-specific, is encouraged by CEQ guidelines, under NEPA and was, in fact, suggested by the Fish and Wildlife Service.

6. An Environmental Appraisal Program is a part of Interim I, navigation extension to 31 January + 2 weeks. To suspend season extension operations for three years would not provide "typical" characterizations in studies since, without the project, winter navigation can happen and does. Navigation is only stopped at the Locks. Funding of the proposed project would authorize the desired baseline studies. The operational-construction phase could not occur until the late 1980's or early 1990's at the ear earliest, after all baseline studies were done.

7. Some disparity does continue between the Corps and the Service over a few of the Coordination Act Report recommendations. While we may never be in full accord, the Adaptive Method process and agency procedures for resolving conflicts should provide the solutions in the future.

6. The statement and report fail to consider the potential impact of the proposed season extension on onshore historic, archeological or other cultural resources. Site-specific construction, such as the creation of new icebreaker mooring facilities, navigation structures, or other facilities, could have adverse effects on such resources. In order to comply with the National Historic Preservation Act of 1966, as amended, and Executive Order 11593, this issue should be discussed in the final environmental statement, along with evidence of consultation with the various State Historic Preservation Officers. 8

Main Report

Page 9 - The first full paragraph states that the navigation season extension project appears to be environmentally feasible. This statement is not supported by the FY 1979 Environmental Assessment for Winter Navigation on the St. Lawrence River which documents a number of potentially unacceptable adverse environmental impacts. Neither is it supported by the January 11, 1979, resolution of the Winter Navigation Board. That resolution specifically indicated that the St. Lawrence River portion of the project was not environmentally feasible. 9.

Page 13 - The first full paragraph suggests that the project is supported because of potential economic benefits expected from year-round shipping. However, other Federal and non-Federal interests would support the project only if the environment is protected. The current benefit/cost ratio for this project does not include costs to compensate for the anticipated environmental losses. Further, on page 47 the statement is made that dollar costs will be included in the B/C ratio for those "environmental disbenefits" which can be quantified, and that such revised B/C ratios would be reviewed to insure that no economically infeasible plans are constructed. As a practical matter, this approach misses the point. The cost of correcting or avoiding environmental damage must also be considered--not just the value of the resources lost. The report shows no accounting, even as a rough guess, of these costs despite the repeated implication in the draft Survey Report and draft EIS that these costs will be assumed in correcting or avoiding damages that the project will cause. 10

Page 21 - The last paragraph suggests that the St. Lawrence River is about 1,072 miles long (2342-1270), while on page F-29 of the Technical Appendices a figure of 530 miles is given for the river's length. This apparent discrepancy should be resolved. 11

Page 48 - This would have been the appropriate place to have included the FWS comments on the December 1978 draft suggesting that, depending on circumstances, shore protection will be beneficial or harmful to fish and wildlife resources. 12.

C-II-8-14

8. This has been included in Appendix F.

9. The assessment for the St. Lawrence, prepared by New York, desdribed "potential" or "possible" impacts which, in the opinion of the State of New York, were unacceptable. A person representing the State of New York (Department of Environmental Conservation) stated that only "no impact" is acceptable to them. Should the Great Lakes Basin and the Nation accept this as a reasonable position is in question. In any case, whether or not the theoretical impacts considered possible by New York will occur can best be determined through the EPOA.

The 11 January resolution of the Winter Navigation Board did not speak to environmental feasibility on the St. Lawrence. The conclusion was that more study was needed before a demonstration could take place, that the levels and flows question should be resolved first, if possible, and that Canadian participation or cooperation was needed.

10. The current benefit/cost ratio does include costs to compensate for the anticipated environmental losses as currently identified (See Sec. V, EIA). Costs for implementing the EPOA and Adaptive Method, approximately $126 million, have also been included. Any other mitigating measures, once identified and assessed, would also be included as a part of the management strategy of the Adaptive Method. The processes of the Adaptive Method are amplified in Attached 1 to the EPOA and summarized in the EIS (Sections 1, 3 and 5). It should be noted that the system provides for prediction and management as part of the orderly process to refine the EPOA. This would be implemented with authorization of Phase I. "Costs" for mitigating measures can not now be identified, but probably would not exceed the approximate $200 million/year needed to bring the B/C Rates to unity.

11. The figure contained in the document states the distance from Lake Ontario to the Atlantic Ocean (mouth of Gulf), while the Appendix references the distance from Lake Ontario to the Gulf of St. Lawrence. The distance through the Gulf is approximately 542 miles.

12. The actions described are tentative and, as such, would be evaluated prior to actual implementation. Therefore, the contingency suggested for inclusion was considered redundant to processes already prescribed at that time.

Page 54 - The second paragraph relates that during the Demonstration Program, investigations fell short of fully assessing project impacts. Therefore, systemwide environmental feasibility is in doubt. In our judgment, the statement that ". . . serious adverse impacts sufficient to justify terminating the program did not emerge. . .," requires clarification. That statement should be supplemented to indicate that significant adverse impacts would accrue to fish and wildlife resources with the St. Lawrence River portion of the project as identified in the "1979 Environmental Assessment for Winter Navigation Demonstration on the St. Lawrence River." Due to the severity of these impacts, we recommend that the Winter Navigation Season Extension Project for the St. Lawrence River, as currently proposed, not be authorized for construction and operation. 13 14

Page 64 - The first paragraph under Definitions advises that the adaptive method approach for the proposed Extended Navigation Season program provides the framework from which necessary environmental information would be gathered during post-authorization phases. We support selectively applying the adpative method approach in conjunction with a two-phased project authorization. As required environmental baseline information is obtained, and project features along with natural resources are assessed, the FNS could recommend that certain project features be modified or eliminated. In order for fish and wildlife resources to receive equal consideration under the adaptive method approach, sufficient funding should be received concurrently with other project aspects. These monies should be maintained in a contingency fund until required to offset, where possible, fish and wildlife losses identified by the Fish and Wildlife Service and affected State fish and wildlife agencies. 15

Page 87, paragraph 1 - The report indicates that the navigation season extension is consistent with Wisconsin and Michigan Coastal Zone Management (CZM) programs. However, since design and construction options are not known, it would seem that consistency cannot be determined at this time. In fact, the Wisconsin and Michigan CZM Programs stipulate that program consistency is determined by issuance or denial of any necessary State or local permits. No such permits have ever been issued for the season extension program in Michigan or Wisconsin, so there is no basis for claiming that it is consistent with their CZM Programs. 16

C-11-15

13. The statement appears to be taken out of context and conclusions drawn are inaccurate. It should be noted that the Demonstration Program was intended to address specific means for extending winter navigation, not to assess system-wide feasibility which was assigned to the Survey Study. In this light, the statement simply re-inforces the need for system-wide environmental studies, as well as site-specific studies, to expand on studies done for the Demonstration Program.

14. A summary of conclusions on the referenced 1979 Environmental Assessment has been included in Appendix F. Findings of this report do not support the recommendation. However, follow-up studies would be conducted upon authorization of Phase I and the accompanying EPOA.

15. See Response No. 3. As recommended, the Adaptive Assessment process would be managed through a selected board of experts, including the U.S. Fish and Wildlife Service. Funding for mitigation measures would be provided as appropriated. Since the program would be funded annually through Congressional processes, it would be unnecessary to maintain major contingency funds. Requirements for the same kind of funding would fall within the review process.

16. Concur. This statement has been reworded to be consistent with this stage of plan formulation. When site specific actions in coastal areas are proposed, the requirements of the permit process in the affected States would be met. (EIS, Section 5)

Page 88, paragraph 3 - This would have been an appropriate place to have included our comments on the December 1978 draft, that it is inappropriate to portray as "environmental enhancement" the discussion of environmental acceptability, mitigation, and corrective measures. No environmental enhancement features are proposed in this section or elsewhere in the report. 17

Page 96, bottom paragraph - It would have been appropriate to have incorporated here input on the December 1978 draft indicating that present vessel speed spot checks by doppler radar do not effectively eliminate excessive speeds. Improved speed monitoring and enforcement are needed, not just a proposed continuation of the present level of enforcement. 18

Page 97 - The first full paragraph contains this statement:

"The U.S. Coast Guard has repeatedly stated that it considers adequate mechanisms are already in existence to handle oil spills and hazardous substance spills in the Great Lakes, winter or summer." 19

This statement appears to disagree with others found in the Appendices of this document. For example, on page C-IV-10, the statement is made that: "The survey revealed that a very limited degree of oil spill response capability is available for use in cold regions based upon the techniques and equipment currently employed in warmer climates. While this limited capability is available, a great deal of development work must be undertaken before a total cold region oil spill response capability is available." In addition the statement: "Current technology falls short of the desired total response capability of all functional areas including remote sensing, containment, recovery, temporary storage and disposal" is found on page C-IV-17. We cannot concur that spill response capability presently suffices to protect fish and wildlife resources.

Page 97, paragraph 2 - Oil and hazardous substance contingency plans do provide responses to spills, but they appear neither timely nor effective enough to assure adequate protection of fish and wildlife resources. 20

Page 122, paragraph 2 - Vessel operations may affect benthic communities by drawdown and surge waves, ship-induced vibrations transmitted through the bottom substrate, bottom erosion, and sediment transport. These effects should be added to those listed in this paragraph. 21

Page 122, paragraph 3 - Significant impacts of the proposed project on vegetation over large areas of the Great Lakes with respect to habitat value and ecological function can occur if natural water levels and flows, current patterns, or the quality or quantity of sediment transport are sufficiently modified. This can result from dredging, riprapping, water level and flow modification, and disturbances to the bottom substrate and water column from vessel movement. These effects could occur in the connecting channels, 22

C-II-a-16

17. It would appear inappropriate before the evidence is in, to assume environmental enhancement could or could not be effected through mitigation or corrective measures. For instance, it is documented that ice booms and associated measures, installed in the St. Lawrence River in the 1950s and since have virtually eliminated periods of destructive high and low flows in the River. Also, mitigating measures have improved navigation, communication and waste disposal requirements for vessels on the Great Lakes, resulting in fewer accidents and improved water quality. Throughout the assessment process, means would be explored for extending navigation which would, in turn, improve on existing conditions having recognized adverse effects.

18. Concur. However, as indicated, enforcement would be the responsibility of the U.S. Coast Guard and St. Lawrence Seaway Development Corp. Monitoring could provide assistance and coordination for an improved level of enforcement.

19. The statements are not contradictory with reference to the Great Lakes. The first-referenced statement appears also on Page C-IV-10 and compares the Great Lakes area with cold regions where there is limited oil spill response capability "based upon the techniques and equipment currently employed in warmer climates". The statement on Page C-IV-17 is a summary of the state-of-the-art in cold regions. Therefore, it is concurred that the present situation as it existed at the time of the report, might not suffice to protect fish and wildlife resources in the cold regions.

20. It may be inappropriate to assess total contingency plan responses as "neither timely nor effective enough to assure adequate protection of fish and wildlife resources". The National Contingency Plan in 1975, established a pattern for coordinated and integrated response by Departments and agencies of the Federal Government and assigned major responsibility to the Department of the Interior. These responsibilities are to participate in regional contingency planning, to respond to pollution incidents, to develop and implement contingency plans for FWS, and to coordinate initial response activities if on the scene first. National Contingency Plans for FWS were developed in June 1977. The EPOA and Adaptive Assessment Method could be used to improve contingency plan implementation.

21. A complete analysis of project effects on benthic communities is projected in the EPOA. These would be included under "Vessel Operation" effects.

22. Your concerns appear to be covered in the FEIS and EPOS through an analysis of project-related impacts. Both site-specific and system-wide impacts would be investigated.

harbors, and shallow water areas of the lakes. The shallow water areas are generally the most biologically productive areas of the Great Lakes System. The paragraph should be modified to reflect this concern.

Page 123, paragraph 3 - This paragraph discusses impacts on shoreline areas, but defines it as upland habitat. Riparian habitat more accurately describes these areas. The statement that fauna could be displaced rather than lost should be corrected for it is not consistent with the principles of carrying capacity. These changes should be incorporated into this section. 23

Page 125, paragraph 2 - The adaptive method commitment should allow modifications in design of items or activities during any post-authorization phase in which an item or activity is found to cause adverse environmental impacts. The commitment appears to be restricted to the first phase only. We strongly urge that the commitment be extended to all phases of project planning. We support a two-phase authorization for the project to assure that the impacts of implementation are studied before a decision is made to construct the project. 24

Page 126, paragraph 1 - The paragraph discusses actions which will be taken when adverse impacts occur as a result of the winter navigation program. Different actions will be taken for unacceptable adverse impacts as opposed to those that are considered acceptable, but undesirable. The extent of this commitment's value is with the agency (or agencies) assigned the task of making the necessary decisions. We recommend that this section comprehensively describe the proposed mechanism whereby adverse impacts identified by the Environmental Plan of Action (EPOA) will be dealt with. 25

Page 126, paragraph 4 - The mechanism for funding the development and implementation of compensating or mitigating measures needs to be described in the Survey Report. That mechanism should be described for each type of construction activity, such as compensating works, dredging, etc., as well as non-construction related activities such as drawdown, surge waves, and ship-induced bottom substrate disturbances. 26

Page 135, paragraph 3 - Dramatic improvements in the economic status of three harbors have occurred since the December 1978 draft of the Survey Report. Specifically Green Bay and Port Washington, Wisconsin, harbors have had the B/C ratios increased above unity. Marquette, Michigan, is the third harbor. The magnitude of change is so huge that detailed discussions of these changes should be included in the report. The following tabular listing shows these changes that we question. 27

C-11-B-17

23. Shoreline areas are regarded in the study as uplands. "Riparian habitat" as water-related lands, would be inaccurate since the placement of shore facilities do not necessarily have this requirement. In other words, shore facilities would be sited in locations convenient to the water-related counterpart of the navigation system. Immediate results of this siting would be displacement for a mobile faunal community. Ultimate losses, as you stated, could result from stressing the carrying capacity of adjoining, similar habitats.

24. Additional information on the Adaptive Method has been put in Appendix E. The commitment is not restricted to Phase I but is considered a dynamic planning strategy for providing management options throughout the project. As such, it provides the options of two-phase implementation without losses in program continuity which could occur if additional Congressional authorization were required. With the present proposal, there would be several to many years for baseline information to be acquired before any construction would occur. Funding by Congressional action on an annual basis would provide review opportunity and adequate safeguards.

25. The EPOA would be carried out by a selected board of experts, identified through the management structure described in Appendix B. Criteria would evolve through development of the Adaptive system. Inputs would be provided through the review process required by NEPA. Adverse effects would be identified through methods described in the EPOA (appendix E).

26. Funding for the development and implementation of mitigating measures would be authorized by Congressional action at developmental stages in the planning, engineering, construction and operational process. Approval is requested for projected requirements annually.

27. Cost estimates and benefits in the December 1978 Draft were computed through the GL/SLS traffic Model which was non-specific in regards to traffic flow. To overcome this Model's deficiency as to what ports commodities flow through, a port split methodology was developed. The total GL/SLS share of traffic versus the least cost/best alternative was then determined. This data base was screened and allocated to those ports offering the best service at the lowest overall transportation cost. This methodology is described in detail in Appendix D. Normal season and extended season traffic projections were developed for those major Great Lakes harbors expected to benefit from the proposed plan to extend the navigation season, as determined by the port/split model. Tonnage projections are based on historical traffic movements as published in the Waterborne Commerce of the United States. In 1977 according to Waterborne Commerce statistics, Green Bay shipped and received 2,476,718 tons of which 1,589,577 tons were coal.

GREEN BAY

December 1978 Draft		March 1979 Draft	Change
Benefits	$ 2[illegible],000	$506,000	+ $484,000
Costs	$276,000	$430,000	+ $154,000

These figures show an increase in benefits of 2,200% and costs of 55%. This results in the B/C ratio changing from 0.08 to 1.18.

PORT WASHINGTON

December 1978 Draft		March 1979 Draft	Change
Benefits	$4,500	$785,000	+ $781,000
Costs	$5,000	$227,000	+ $222,000

These figures show an incredible escalation of benefits of 19,525% and costs of 4,400%. This results in the B/C ratio changing from 0.80 to 3.46.

Table 10, page E-51, Appendix Volume III indicated that 90% of the benefits at Port Washington Harbor and all of the benefits at Green Bay Harbor are due to reduced time that coal is stockpiled. We question two of the assumptions: 28

C-1-2-18

1. Page E-29 indicates the benefits are related to the amount of time a ton of coal is not in a stockpile. The average system stockpile benefit time is six months. This may mean no coal shipments from December until the following June. Personnel from the Pulliam Plant in Green Bay report that coal is always received in November and sometimes in December. April 20 was the first shipment this year. If the stockpile time were reduced to five months, Green Bay would not have a favorable B/C ratio. We suggest that site specific data on stockpile times for both Green Bay and Port Washington, as well as other economically marginal ports, be used.

2. The project life of extended navigation season is 50 years. Out of eight units at Green Bay's Pulliam Power Plant, five units are 30 years or older. Obviously some units will wear out before winter navigation occurs in Green Bay. Since no new plants or coal trans-shipment facilities are either proposed or approved, these "benefits" from reductions in stockpiling coal are not clear to us. 29

Has there been an error in the printing of the present B/C figures? 30

New information obtained during the spring of 1979 has increased our concern as to the actual effectiveness of ice breaking assistance in Lake Erie. Apparently, freighters as well as ice breakers ran into extreme difficulty near Conneaut, Ohio. We feel information of this nature should be included in the survey report with an analysis of the problem and cost breakdown of damages. 31

Based on this type of data it can be projected that harbors such as Green Bay, Port Washington and Marquette will benefit from a navigation extended season program. During our continuing planning process, it is found that these harbors will not benefit, it will be so reflected. The average benefits from stockpiling, transportation and winter rate savings and annual costs of season extension for each of the referenced harbors are shown in Table 5.

28. Phase I studies will examine, review and update, considering points suggested.

29. If projected benefits are removed in the future, there would be no need for the port to participate in the program.

30. The present B/C figure is 4.0, updated from the Draft 1979 report to reflect throughout the system the dynamic nature of benefits and costs as they are projected.

31. The problem of ships becoming stuck while operating in heavy ice conditions was shown to be a real one during the winter of 1978-79, when instances of ships becoming entrapped outside Conneaut Harbor in Lake Erie and in the Livingstone Channel in the Lower Detroit River were reported. The possibility of such occurrences is raised in Appendix A in relation to the problem of piling ice at various locations. At certain times during severe winters, when ice and wind conditions are right, ice piles may develop to the extent that navigation may be interrupted for periods of time at specific locations. These occurrences and their costs are borne by shippers and the U.S. Coast Guard as within the range of winter operations.

Another of our concerns relates to the changing benefit/cost ratio for the Ohio harbors. All harbors have had their B/C ratios changed significantly over the period from March 1978 to March 1979. Sandusky Bay's B/C ratio has gone from 1.36:1 to 1.65:1 in successive steps. But, the annual tonnage handled by the Port of Sandusky has declined from a high figure of 6,921,785 in 1968 to 4,314,377 in 1977. With steadily declining tonnages and coal and lignite consisting of about 93% of the total tonnage, new restrictions on Ohio's high sulfur coal could drastically cut outgoing coal shipments. We request clarification of these figures. 32

Page 162, paragraph 5 - We recommend that an environmental impact statement for each major element of the Winter Navigation Project be prepared to conform with the spirit and intent of the National Environmental Policy Act. The draft EIS that is proposed during Phase I GDM will, as we understand it, include all the major elements of the Winter Navigation Program in a single document. Since it will be broad in scope, we doubt that it can describe in sufficient detail the impacts of each of the major elements of Winter Navigation, nor do we expect adequate review time can be provided under normal coordination procedures for proper and thorough examination of all these major projects. Therefore, a separate EIS should be prepared for each of the major construction elements in the Winter Navigation Program. This recommendation is consistent with information that was given to us during previous planning stages between the Fish and Wildlife Service and the Corps of Engineers. 33

C-11-4-19

Page 165, conclusion 5 - The environmental studies which have been conducted to date have been limited in scope and considered only a few site specific demonstration projects. These studies were not designed to address the implementation of an operational phase of winter navigation. There has been no evidence generated to date to conclusively indicate that a season extension can or cannot be accomplished in an environmentally acceptable manner. Conclusion 5 in the Survey Report, therefore, is premature and should be removed. 34

Page 170, number 4c - We suggest adding that vessel route regulation should be implemented if adverse impacts on critical environmental areas, outstanding national resource waters, refuges, fish sanctuaries, or endangered species are predicted. 35

Page 172, number 6a(6) - The recommendation to improve traffic control should be expanded to protect fish and wildlife resources. As stated, the recommendation contradicts recommendation 6c(4) and 6c(5) (page 174) to dredge St. Mary's and St. Lawrence Rivers. 36

32. Please refer to Response 27. For a detailed analysis, please refer to Appendix B and J. Projections are based on current estimates. Changes such as you mentioned are speculative and can only be considered when the information is officially provided by or for the concerned port.

33. Phased implementation for Phase I being recommended (Appendix B) would provide the opportunity to describe program development incrementally while at the same time maintaining a system-wide and/or sub-system-wide perspective. The Adaptive Method provides for the capability for detailed site-specific analysis and assessment and multiple EIS's as necessary. The EPOA specifically recommends both site specific and system-wide studies, to be accomplished through the Adaptive Method. However, since the programmatic EIS provides for a dynamic approach, changes occurring beyond the detailed descriptions of the Phase I EIS would be reported and assessed as required by NEPA in an appropriate fashion. This could include new EIS's, draft and final, supplementary EIS's (draft and final), environmental assessments or clarification statements depending on the level of significance of the change(s).

34. Conclusions stated throughout the Demonstration Program identified no unacceptable adverse environmental impacts. Studies conducted for this Program were designed to address the various means for implementing an operational phase of winter navigation. The present program, to identify environmental feasibility of season extension, would build on the information obtained in the Demonstration Program. Studies accomplished for this Program are described briefly in Appendix L. Approximately $5 million was spent on environmental analysis/assessment. The statement referenced still appears correct and does provide for implementation of further studies (EPOA) to "confirm assumptions, observations and conclusions reached with respect to environmental feasibility".

35. This recommendation will be found in the EPOA, related to the effects of vessel speed on biological communities and habitats. The referenced section, however, addresses social impacts of shore erosion, with recommended preventative measures. It should be noted that the EPOA focuses on environmental concerns so that social concerns are discussed separately.

36. The recommendation to improve traffic control systems on the St. Marys, St. Clair, Detroit and St. Lawrence Rivers, to safeguard shipping and protect crews, refers to varying degrees of assistance to ships navigating in confined areas. Traffic control would be required to facilitate convoying and ice breaking. It has been recommended that regular voyage reports (at calling-in points) would be required from all vessels except ferries. These reports would be rapidly assessed and correlated with ice conditions to form convoys or dispatch icebreakers. This should not be directly associated with impacts on fish and wildlife resources. The recommendations to dredge the St. Marys River, to promote stable ice cover and to allow 2-way traffic in the Middle Neebish Channel of the St. Marys River when traffic suggests the need are directed to different aspects of the problem and would appear not to be contradictory to traffic control recommendations.

Page 174, number 6a(4) - If, as a consequence of winter traffic demands, the Corps chooses to pursue Middle Neebish Channel dredging to provide two-way traffic, we would like to investigate intensively the feasibility and desirability of restoring the original rapids habitat to the West Neebish Channel. There is opportunity to restore significant rainbow trout, herring and whitefish spawning habitat here. 37

Page 174, number 6c(5) - The term "multiple use" as stated in this recommendation appears to distort the concept to imply that an environmental tradeoff is desirable. No winter navigation at all is the highest and best use from the fish and wildlife standpoint. The proposal to dredge 34 million cubic yards of river is environmentally unacceptable, and the losses cannot be replaced in kind. 38

Pages 168-175, recommendations - We recommend that authorization for the Winter Navigation Program not be sought until the project incorporates the recommendations of our Fish and Wildlife Coordination Act Report. Our recommendations need to be listed in the "Recommendation Section" of the Final Survey Report. Some of the recommendations on pages 168 to 175 are contrary to the recommendations of our draft Coordination Act Report and this matter should be resolved. 39

We also recommend that a mechanism be developed to fund compensating and mitigating measures during the first fifteen years of the project. This mechanism should be described in the Final Survey Report.

C-II-9-20

DRAFT ENVIRONMENTAL STATEMENT

Page 1 - The last paragraph indicates that nothing has been found in seven years of an operational demonstration program on the Upper Great Lakes that would warrant non-consideration of the program. We recommend that this statement be supplemented to indicate that the "FY 1979 Environmental Assessment for Winter Navigation Demonstration on the St. Lawrence River" presented evidence that extended season navigation on the St. Lawrence River should not be considered due to the potential for significant adverse environmental impacts. 40

Page 6, paragraph 1 - The commitment to plan for mitigating, compensating, or eliminating adverse impacts should be extended throughout all phases and not restricted to Phase I. If it is not, adverse impacts that are not recognized in the early phase will not receive proper action. A discussion of the intent of the program to mitigate, compensate, and eliminate adverse impacts beyond Phase I should be given in the draft environmental impact statement. 41

37. This recommendation is also made in the Fish and Wildlife Coordination Act Report and would be considered under the EPOA and Adaptive Method. Such an action if found feasible, might be considered environmental enhancement or mitigation, depending on the degree of impact expected to result from the dredging.

38. No dredging is being proposed on the St. Lawrence River in the selected plan.

39. Recommendations of the Fish and Wildlife Coordination Act Report are reproduced in full in this report (Appendix G), with responses in Appendix C, Section II-C indicating the Corps' position on each. Recommendations by the Corps in the Final Report are consistent with comments and responses as stated. Through the Coordination Act, in concert with P.L. 91-611 and the Water Resources Development Act, an Interagency Agreement further specifies the arrangement whereby the Corps and Service would cooperate in conducting environmental studies to determine feasibility of extended navigation. This document, reproduced in Attachment C of Appendix E, insures that the necessary studies would be carried out.

40. Reference to the FY 1979 Environmental Assessment is included in Section 2 of the Final EIS. Also see paragraph 9, above. Please also see the discussion of this assessment which appears at the end of Section II of Appendix F.

41. This is discussed in context of the EPOA and Adaptive Assessment Methodology. This is the intent and purpose of the Adaptive Method which would continue through all phases of the project.

Page 6, paragraph 2 - The discussion on when the various EIS's will be prepared in Phase II is not clear. The discussion should be more specific and list activities and construction projects that requires EIS's. The Fish and Wildlife Service has taken the position that for each major construction activity, a separate EIS be prepared without the qualifiers that are presented in the Survey Report and draft EIS. The reason for this position is that we believe the single EIS document proposed in Phase I will be too broad and of necessity too cursory to adequately address all the impacts for all the projects associated with winter navigation. 42

Page 6, last paragraph - Regarding the determination of environmental acceptability, the EIS should identify who is to make the decision and how it is proposed to decide between "unacceptable" and "acceptable", but "undesirable" adverse impacts. This is presently a weak area in the commitment to implement corrective action on environmentally destructive features of the Winter Navigation Program and needs to be presented in the Survey Report and EIS. 43

Page I-6, number 3a - We note that bubblers are proposed for eleven harbors. Recommendation 6(f)(2) on page 175, Main Report, indicates that bubblers are proposed for only ten harbors. The inconsistency should be resolved. 44

Page II-11, paragraph 2.34 - There are 324 species of birds in Brown County, Wisconsin, alone, while 136 species are known to nest there. Thus, this section understates the bird resource. 45

Page III-2 - We believe that statistics for Wilson Hill Game Management Area should be added to the Ontario column of Table III-1. 46

Page III-3, section 3.07 - The FWS comment on the December 1978 draft was not reflected in the present draft and bears repeating: "In the projections of land use changes to year 2020, fish and wildlife shorelands are stated to remain unchanged; yet industrial, agricultural, public and residential lands are expected to increase substantially. Parking lots, roof tops, TV antennas, lawns, etc., may be occasionally used by a few species of songbirds as resting or feeding areas. This, however, is a loss of habitat and will result in a great reduction of fish and wildlife resources. Additionally, wildlife preserves, as indicated in the tables on pages III-3 and III-4, constitute only a small portion of the lands and waters that support resources that exist today. The degradation or destruction of habitat in these other areas will cause drastic reduction in the distribution, abundance and diversity of the species and elimination of some species from localized areas. Therefore, the fish and wildlife shorelands will change because of changes in land uses." 47

C-II-4-21

42. Under NEPA and Corps implementing guidelines, EIS's are prepared when major actions having significant impacts are required in a Corps project. Where an EIS already exists an evaluation, in conformity to NEPA, is made regarding changes in project actions and resultant impacts. Where basic changes are made, a new EIS could be required (draft and final). Where lesser changes occur, a decision is then made of alternative documents or statements which would supplement the existing document. These rules, therefore, are applied on a case-by-case basis and cannot be generalized in advance to provide the assurance requested. While further EIS's may well or even likely be necessary, that is a decision that should await the necessary information.

43. The detailed selected plan presented at the conclusion of the planning process is to be capable of being implemented, based on institutional as well as engineering feasibility; i.e., a superintending body (See Main Report) would be required to plan, coordinate and accomplish this effort, which includes the EPOA. The management options considered are described in Appendix B, under the heading, "Institutional." The Memorandum of Agreement between the U.S. Fish and Wildlife Service and the Corps would provide for continued coordination of the recommended studies.

44. This has been corrected to show eleven (11) bubbler locations.

45. This statement has been corrected to more nearly represent the number of bird species identified for this region ("over 400").

46. Information on Wilson Hill Game Management Area has been added to Table III-1.

47. Fish and wildlife shorelands should remain approximately the same since they are protected by E.O. 11990 on wetlands, various state coastal zone management plans, the Water Resource Act and direct ownership. The potential losses described could be considered as reasonable projections but, with increasing regulation of and attention to environmental protection and enhancement, the present projection is considered reasonable.

Paragraph 3.07 does not specify whether or not the projected land use changes are with or without the poject. If they are without the project, we must consider the project-induced growth and development attributed to the project on page 49 of the draft Main Report of the Survey Report and the probable need for navigation lock, harbor, and channel improvements. Where will the growth and navigation improvements be? Where will the massive volumes of dredge spoil be placed? Unless the answers to these questions are known, how can it be stated, as it is in 3.07, that ". . . fish and wildlife shorelands will remain unchanged. . ." 48

Page III-7, paragraph 3.15 - Wisconsin and Michigan have developed and the Office of Coastal Zone Management has approved their Coastal Zone Management Programs. There is no way of knowing if Winter Navigation can be consistent with their CZM Programs, for consistency with Wisconsin's and Michigan's plans comes only upon receipt of the necessary State or local permits. The statement that the program is consistent with Wisconsin's and Michigan's CZM programs is baseless and should be deleted. 49

Page IV-1, paragraph 4.003 - This paragraph incorrectly invokes Winter Navigation Board support for the assumption of no unacceptable environmental impacts. The Board's resolution of January 11, 1979, spoke only to evidence supporting a finding of technical and economic feasibility. The resolution did not address the general environmental feasibility of the project and specifically indicated the contrary for the St. Lawrence River portion of the project. 50

Page IV-17, paragraph 4.051 - Erosion, scouring and turbidity from prop wash should be included as adverse impacts. 51

Page IV-17 and 18, paragraph 4.052 - Metals need not be released and dissolved in the water to create adverse aquatic effects. Shallow water biota can be adversely affected by indirect uptake of metals in sediments and interstitial water. This can result in bioaccumulation and subsequent toxic effects on fish and wildlife. The statement that contaminated sediments have no more effect on the "water environment" than resuspension of uncontaminated sediments is invalid from the biological standpoint. 52

The transport of polluted sediments through resuspension will increase the area of the bottom substrate that is contaminated. This adversely affects benthic communities and subsequently fish populations in the area in addition to wildlife species such as ducks, loons, herons, eagles and other water-related birds that feed upon macroinvertebrates and fish. The present discussion in the EIS should be balanced by pointing out these deleterious effects of toxic metal-laden sediments. 53

48. The predictions are "without project". Project improvements to harbors, locks and channels, greater than normally required for navigation presently would be minimal. The strategy for phased implementation would be to optimize on presently available facilities, to extend navigation ot the capacity of the system and then to make additions to meet the demands of commerce. Therefore, present changes to the system are not anticipated to be significant. Dredged material would be placed in areas determined acceptable through interagency site review. Some dredged material such as rock could be used for riprap shore erosion protection.

49. The wording has been changed to reflect the early planning stage of the project in relation to establishing compliance with CZM requirements of the States. Conformity to the requirements would be followed throughout the formative stages of the project and actions taken for full compliance when appropriate in Phase I. (See Sec. 1 of the EIS)

50. The statement refers to acceptance of the Interim Feasibility Report, completed in 1976 and submitted subsequently for review. While the Winter Navigation Board functioned principally for the Demonstration Program, the Interim Report documents assumptions and observations made over the past several years of demonstration activities where were supported by the WNB.

51. This has been included in the EIS, Sec. 5 and in the Appendix F, Sec 4.

52. The greatest extent of uptake of contaminated sediments would occur whether the sediments were suspended or in place if toxic material were not released in the water column. Suspension of the material would provide temporary opportunity for ingestion. However, the greatest adverse impacts come from the smothering effects of suspended sediments themselves, as stated.

53. Discussion on these points have been added. See also 4.055.

Page IV-18, paragraph 4.054 - The last sentence should be deleted because fertilization of the Great Lakes is contrary to any known management plan. 54

Page IV-18, paragraph 4.055 - The negative effects listed should include the increased availability to biota of all contaminants associated with the dredge sediments. 55

Page IV-23, paragraph 1 - The discussion of effects of ship-induced water level surges would be improved if it indicated that the effects of these surges on fish and benthic communities are probably far more widespread than the areas where ice cover is broken. In areas where surge waves do not have forces sufficient to break the ice cover, the surge may still disturb fish and benthic habitat by high velocity lateral movement of water. This would not only create an undesirable environment for fish that normally occupy the affected waters, but the high velocities could be expected to cause an unstable bottom substrate which would have an adverse effect on the benthic community. 56

Page IV-27, paragraph 4.087 - In the last sentence the term "confined areas" does not define the locations where impacts on benthic communities can be expected. This paragraph should contain a description of the bottom areas of the connecting channels and other shallow water areas to be impacted or an indication of the depth in the bottom contour where ship-generated currents, surge waves, and drawdown can be expected to stir or cause a shifting of the bottom substrate. 57

Page IV-29, paragraph 4.096 - The words "of significance" should be removed from the last sentence. The sentence should read, "All wetland areas are unsuitable for disposal site location." 58

Page IV-30 - The first full paragraph contains the statement that eggs of lake herring and whitefish in Lake Superior are laid in November-December and take about 150 days to incubate at 34°C. We believe the incubation temperature cited, 34°C or 93°F, is in error. 59

Page IV-32, paragraph 4.106 - We suggest adding the sentence, "Sediments contaminated with heavy metals, PCBs, pesticides, other organics and toxic materials will have the adverse effects of toxicity, bioaccumulation and continued presence at the water-sediment interface." 60

Page IV-33, paragraph 4.109 - EIS's should be required for all open water disposal. In Wisconsin, open water disposal is unlawful. 61

Page V-1, paragraph 5.02 - Commercial vessels and ice breakers also adversely affect water quality. 62

Page V-4, paragraph 5.12 - Add to sensitive habitats, "Fish refuges." Add as a sensitive shoreland use, "camping areas on beaches." 63

C-11-4-23

54. This is a documented statement. Marsh creation is practiced to some extent in the Great Lakes for creation of fish and wildlife habitat and in marine estuaries where tidal conditions re-nourish the marsh areas.

55. This has been added.

56. The effects of ship-induced water level surges is further discussed as a result of a study completed in the St. Marys River below the Sault Ste. Marie. The study is summarized in Appendix B and referenced in the EIS, Sec. 5.

57. This has been expanded to include the element of depth as well as location.

58. This has been re-stated as suggested.

59. This information has been corrected. (Sec 5, EIS).

60. This information has been added to Sec. 5, EIS.

61. The disposal of dredged material requires a local sponsor. Location of sites would be fully coordinated with designated State representatives for site selection. Need for EIS's can only be determined after assessment.

62. This information has been added (Sec 5, EIS).

63. These areas have been noted within the description of sensitive shoreland uses (Sec. 5, EIS and Appendix F).

Pages V-1 to V-8 - The general discussion of spills and oil and hazardous materials does not address the risk and problems if no clean-up is possible. 64

Page V-7, paragraph 1 - The methodology, time, and capability of present clean-up and containment techniques for spills occurring in the ice-covered connecting channels is inadequate to protect fish and wildlife resources. Please refer to our comments regarding this topic made in Appendices A, B, and C. 65

Page VI-1 - In our opinion, the dredging of the St. Mary's and St. Lawrence Rivers would constitute a policy decision because of their high environmental values. These impacts should be assessed in the final EIS. 66

Page IX-9 - Recommendation number 8 states that: "No dredging to reduce flow velocity in the St. Lawrence River or in the connecting channel to enlarge the navigation channel should be done until every alternative has been explored. Dredging should be the last resort. Should no alternative be found, the dredging should be coordinated with the appropriate Federal and State agencies so that fish and wildlife losses are minimized." We recommend changing the recommendation to read: "Winter Navigation Season Extension for the St. Lawrence River, as currently proposed, should not be authorized for construction and operation." 67

Page IX-17, Recommendations for St. Clair River - A second recommendation which was left out of our January 1979 Draft Fish and Wildlife Coordination Act Report should be included in this section. This recommendation is the same as recommendation (1) made for the Detroit River on Page IX-18. 68

APPENDIX A
Problem Identification

Page A-69, bottom paragraph - The Report states that contingency plans are operational and can "ensure an immediate response" should a pollution emergency develop. Although no seriously damaging spills have resulted from winter navigation and the response may begin immediately, if a spill should occur in the connecting channels during ice-covered conditions, present spill contingency plans are inadequate to assure the protection of fish and wildlife. In calmer lake waters, ice cover and cold water may tend to contain and lessen dispersions. Problems associated with spills in the flowing waters of the connecting channels (St. Mary's River, St. Lawrence River, St. Clair and Detroit Rivers) are much more complicated than spills in calm lake waters. The "response" may begin promptly in the sense of help starting toward the spill site, but present day technology does not provide for immediate arrival at the spill, nor immediate containment and complete clean-up of a spill in ice-covered fluvial waters. The final draft should reflect this. 69

C-II-8-24

64. The details of risks and consequences of oil and hazardous material spills are discussed in Appendix F and in Section 5 of the EIS. All aspects of the problem regardless of clean-up must be understood in order to develop effective contingency plans.

65. The EPOA should be looked at as an opportunity to improve the methodology, time, and capability of clean-up and containment techniques. Equipment and technology developed for winter use would also benefit wildlife resources should a spill occur during the non-winter season.

66. Impacts of dredging are discussed in the Final EIS, and dredging of the St. Lawrence River is no longer proposed.

67. The recommendation was printed verbatim from the Fish and Wildlife Service Coordination Act Report. Since the recommendation in that report has changed, the version printed in this report has been changed to the wording given in this comment. The recommendation cited in this comment and the Coordination Act Report has been given equal consideration with other aspects of the program, and the proposal for season extension on the St. Lawrence has been modified to eliminate dredging and the 11 month season.

68. The recommendation to reduce vessel speed to remove adverse effects of pressure waves on benthic and fish communities would apply throughout the system in connecting channels and in river systems.

69. An oil spill scenario was developed for the St. Marys River in Appendix F and evaluated on the basis of spill potential and environmental severity. The St. Marys River was selected because of high winter traffic and severe ice conditions which prevail. Analysis of the progression of events could be likened to an application of the Adaptive Method in that all actions on a spatial-temporal basis were compared with known characteristics of the oil and the environment (baseline condition). Predictions were made as a result and management options identified to achieve various response levels for cleanup. The preferred spill response techniques were determined and the equipment required to achieve them. These kinds of analyses would improve response time and the cleanup or containment of oil spills in ice-covered fluvial waters. (see Appendix F)

Page A-91, bottom paragraph - This section states that in shallow water along the shoreline, water freezes solid to the bottom, thus eliminating shore erosion altogether; however, on page A-94, paragraph 4, the report states that ". . .ship-induced disturbance, if large, may shift this ice and gouge the soil and protective vegetation." We suggest that the final draft bring out the problem of shore erosion in the shallow waters of the connecting channels which would result from extended winter navigation. Then, sentence three in paragraph three should be eliminated. 70

Page A-121 - The last paragraph states that winter recreation is not a major activity on the St. Lawrence River. We believe this statement is inaccurate since the FY 1979 Environmental Assessment for the Demonstration Corridor indicates 2,850 anglers spent about $19,100 participating in ice fishing between January 7 and March 20, 1978, in the 20-mile study area. These findings, when extrapolated to the entire International Section of the river, indicate that, as a minimum, about $10 million would be expended on ice fishing on the St. Lawrence over the life of the project. This is a conservative figure because the study was based on the Demonstration Corridor, which is a relatively poor reach of the river for ice fishing. 71

Page A-130, paragraph 1 - This paragraph, as written, does not accurately present the view of our Fish and Wildlife Service and should be replaced with the following: 72

"U.S. Fish and Wildlife Service - Expected damage to the aquatic environment from ice action, ship action, and oil and hazardous substance spills should be addressed. Ice-breaking activities reduce access to ice fishing areas, the size of these areas, and prevent migration of terrestrial wildlife across the ice. Present contingency plans for the containment and clean-up of oil and other hazardous substance spills in the connecting channels are inadequate to protect fish and wildlife and need detailed development. Shore and river bottom erosion resulting from the extended navigation season should be considered a problem in the connecting channels and, therefore, should be addressed."

Page A-155 - Item 20 for all-year navigation includes the statement that on the basis of the benefit/cost and sensitivity analysis conducted, all-year navigation is economically sound and would produce the greatest net present worth to the United States and Canada of all intermediate season extension periods considered. We understand that a recently released study (The Seaway in Winter: A Benefit/Cost Study) contracted by Seaway Canada concluded that extended season navigation between December and April 1 would not be economically beneficial to Canada. 73

C-11-8-25

70. Shore erosion has been addressed in detail in the Appendix. The referenced statements are both valid. The great majority of shoreline is protected by the ice foot, but in a few, very narrow reaches, the draw-down and surge waves can be large enough to produce the effect described in the second statement. This type of impact should not be envisioned as affecting all or even a major portion of the connecting channels.

71. Further study would be done on recreation activities along the river to develop information on the location and amount of ice fishing, locations of and possible effects from winter navigation as related to fishery activities.

72. Summary statements contained in this section have been replaced by a more comprehensive appendix on coordination. The Fish and Wildlife Coordination Act contains a comprehensive coverage of recommendations. The FWS position summarized here is contained in this document (See Appendix G).

73. The benefit/cost study contracted by Seaway Canada was based on a specific set of criteria and not on the total seaway approach used for the extended season alternative.

APPENDIX B

Page B-70 - The second full paragraph contains the statement that although the environmental concerns of an extended navigation season are numerous and varied, very few potential impacts have been documented. We feel this is an inaccurate statement since the FY 1979 Environmental Assessment for Winter Navigation on the St. Lawrence River documents a number of potentially unacceptable adverse environmental impacts. 74

Page B-71, Water Quality - Another water quality concern initiated by the extended navigation season is the resuspension of sediments. Heavy metals and toxic substances would be suspended in the water column due to propeller wash, current changes, and other ship-induced causes. Initiation of dredging and disposal operations will compound the problem. Quality criteria for water clearly states the guidelines and parameters for these substances. 75

We recommend that the following sentence be included within this section: "The water quality of polluted navigation channels could be degraded by the resuspension of heavy metals and toxic substances caused by dredging and vessel maneuvering."

Page B-157, Oil/Hazardous Substance Contingency Plans - Please refer to comments made regarding Page A-69, paragraph 4. 76

Page ATT, 1-64, paragraph 2 - This would be the appropriate place to include the FWS comment on the December 1978 draft survey and draft EIS that oil and hazardous substance spills should be included as concomitants of winter navigation, as they are of the existing navigation season. 77

Page C-II-1, paragraph 3 - The first sentence should clarify that the extension which is discussed is an extension to January 31 and not year-round. Also, the first sentence incorrectly states that the Winter Navigation Board has supported the Corps' opinion that the program would have no irreversible, unacceptable adverse environmental impacts. 78

Page C-IV-10, paragraph 3 - Personal communication with Coast Guard representatives (conversations on file with our FWS) reveal that adequate mechanisms are not already in existence to handle oil and hazardous substances spills in the Great Lakes connecting channels during the winter. 79

The spill scenario proposed to the St. Mary's River is inadequate because of the lack of specialized equipment needed for a 90% recovery. 80

The scenario claims six days to achieve the 25% response level and twelve days to achieve the 50% response. It is further claimed that in order to achieve a response level of 90%, all of the oil in the channel, and some of the oil beneath the adjacent level ice cover must be recovered. In order 81

C-II-26

74. The statement referenced is intended to separate potential from actual impacts. Since the 1979 assessment identifies potential impacts, it would be included among other environmental concerns identified, also potential rather than certain. Also, please refer to the discussion of the 1979 assessment in Appendix F, Section II.

75. This concern has been included in Section V of the FEIS. This is also contained in the EPOA Appendix and would be further investigated on a site-specific basis with implementation of Phase I to determine extent and duration of these effects. These effects would be considered short-term effects.

76. These have been noted. Refer to Response 69.

77. This observation is found in Section V of the FEIS.

78. The Interim Feasibility Report is identified with 31 January ± 2 weeks in the preceding paragraph. The WNB supported findings of the Demonstration Program which provides background support for the referenced statement. The statement is considered accurate for the extension to 31 January.

79. Please review the revised discussion of oil spill impacts in the FEIS. This discussion was developed in concert with representatives of the FWS.

80. The spill scenario presents a case for various levels of response and recovery. The recovery of 90 percent would require a special oil/ice recovery vessel, proposed for arctic spill responses but not currently available. This would indicate that, at the present time, 90 percent recovery is not possible. This was pointed out in the discussion.

81. The scenario does not set out to establish the definition of what is or is not adequate. Rather, it presents the conditions, requirements and time-the "price"-for achieving various levels of response and recovery. In this way, management is provided a realistic array of alternatives from which to choose, based on objectives. The EPOA would provide the opportunity to make the choices prior to operation.

to achieve this 90%, the use of a special oil/ice recovery vessel would be necessary. "A device having this capability does not currently exist," the report claims. The claim that spills in the connecting channels during winter months can be adequately handled appears dubious to us. A clear definition of what is adequate should be proposed in the report. 81

We recommend a clarification or amendment of the U.S. Coast Guard oil spill response policy regarding the specific capabilities of response to spills in the connecting channels during the winter navigational months. 82

Page C-IV-30 - The first paragraph indicates that it could require five to seven days after a spill occurs for equipment to arrive on-scene during winter conditions. Several methods for oil spill containment and recovery are shown in Table 5 beginning on page C-IC-11. These methods appear to have severe limits as to their practicability and, coupled with the response time for equipment delivery under existing contingency plans, cause us serious concern as to the proposal to ship oil and other hazardous materials during winter in the project areas where significant environmental resources could be jeopardized. 83

APPENDIX I

The final Survey Report is to contain the entire Fish and Wildlife Coordination Act Report as submitted by the Fish and Wildlife Service, not merely the summary as was done in the present draft. 84

We hope these comments will be of assistance to you.

Sincerely,

Larry E. Meierotto
Assistant SECRETARY

C-II-5-27

82. This would be provided in Phase I through further oil and hazardous material spills studies as recommended by the EPOA.

83. The level of acceptable risk is basic to the problem. This discussion is presented in Section V of the FEIS.

84. This has been done. Please refer to Appendix C.

UNITED STATES
ENVIRONMENTAL PROTECTION AGENCY
REGION V
230 SOUTH DEARBORN ST
CHICAGO, ILLINOIS 60604

AUG 3 1979

Colonel Melvyn D. Remus
District Engineer
U.S. Army Engineer District, Detroit
P.O. Box 1027
Detroit, Michigan 48231

RE: 79-020-133

Dear Colonel Remus:

In response to your request, we have completed our review of the Survey Study and Draft Environmental Impact Statement (EIS) for the Great Lakes and St. Lawrence Seaway Navigation Season Extension dated March 1979. The project's purpose is to extend the shipping and vessel navigation season on the lakes and the associated waterways from the current April to December period to a full 12 months through the winter season.

Our review of the Study and Draft EIS documents reveals special potential environmental disbenefits which must enter into considerations for implementation of the program. We are impressed with the quality and extent of the information base provided by the Corps in the Study and Draft EIS, however, we have serious reservations about potential environmental impacts that could result to the Great Lakes from the program. We are also concerned about the insufficiency of available information for assessment of specific project impacts. 1

We note that this Draft EIS is a programmatic document, and that it will be difficult to address areas of insufficient information with specific answers at this time. Our concerns center on authorization of the total project, including phased implementation, before base line data, environmental assessment, and appropriate mitigation and monitoring activities are determined. We believe consideration of a two-phased authorization alternative could possibly resolve these concerns. Specifically, adverse impacts which could occur; as well as the potential for adequate mitigation of those impacts, should be assessed under a separate phase of authorization. With this alternative, the decision to authorize the project's staged implementation would not be determined until the environmental impacts are more quantified and assessed. 2 3 4

Our specific environmental concerns with the project follow:

Quantification of Environmental Impacts and Mitigating Measures

The majority of the areas of possible environmental impact identified in the Draft EIS are not sufficiently quantified for adequate environmental assessment. The Environmental Plan of Action defines some 300 study programs which must be completed to permit quantification of the environmental impacts. We interpret a listing of these remaining study areas as 5

C-II-B-28

1. A complete listing of potential environmental impacts is provided in the EPOA. That document acknowledges these concerns which exist at an early planning phase of the project. The EPOA is reproduced in full in Appendix E to provide perspective for a method of assessment which we believe would provide for more useful and comprehensive analyses and predictions for the program than any of the more conventional research methods.

2. Authorization of the total project includes implementation of a comprehensive environmental assessment strategy. This technique provides for making predictions, responding to and helping direct project changes throughout the development of the program, and improving the focus of the information-generating process. In short, the Adaptive Method could do a far more accurate job of prediction than the conventional assessment process, requiring massive pre-operation data collection on which to build the case for mitigative, assessment and management actions.

3. Two phased authorization is a Congressional prerogative. Congress must appropriate funds annually. It would appear that its review, and others, provide adequate safeguards for the program. Also please make the specific Congressional "yes" "no-go" decision points in the Adaptive Methodology diagram.

4. The proposed (one-phased) authorization also provides for full quantification and assessment of impacts before staged operation or construction could began.

5. The areas identified in the EPOA as having possible impacts are in some cases hypothetical. Other effects, such as shore erosion, interruption of island transportation, shore structure damage and effects on levels and flows have been identified and mitigation provided for. The EPOA has identified approximately 128 separate effects of project actions, many redundant, as an inventory. Refinement of this number of studies would occur as the Adaptive Method is applied. Agree that a much higher degree of quantification is needed before vessel operation or construction starts. That is what we have proposed in the Adaptive Method and EPOA.

the unresolved major environmental issues concerning the winter navigation program. While we recognize that a program of the size and complexity of the navigation season extension cannot have all environmental impacts completely quantified, we recommend that a much higher degree of quantification is needed before the start of the program. 5

The Corps's reliance on the adaptive method for implementation of the Great Lakes and St. Lawrence Seaway Navigation Season Extension program gives EPA cause for concern for the environmental impacts of the project because of the inherent uncertainty of this type of approach. The adaptive method would allow for identification of unforeseen impacts and mitigation as the project proceeds. 6

We note that the adaptive method also incorporates several check points where environmental concerns will be evaluated before the next appropriation stage in project implementation is accomplished. Still, considerable momentum will be given to the full-scale, operational program with the proposed single-phased authorization. Thus, the adaptive method may be appropriate for certain aspects of the work, e.g., those environmental impacts for which adequate mitigation can be assured; but we believe it is not appropriate for other aspects which require a more complete assessment e.g., potential oil spills, ice-breaking activities, etc. 7 8

The potentially serious environmental impacts such as shore erosion, shore structure damage, destruction of fish and wildlife habitats and wetlands, effects on the benthic environments, and oil spills are directly related to ice breaking and the movement of vessels in the Great Lakes waters. Accordingly, the level of ice breaking must be defined and the climatic conditions, geographic locations and the types, sizes and movements of vessels need to be quantified before an operational program is implemented. 9

We have serious reservations regarding the completeness of plans for monitoring efforts which will be required to manage the environmental impacts of the project. The Environmental Plan of Action (EPOA) in the Draft EIS, needs to indicate the monitoring responsibility areas of participating States, and Federal agencies and the Canadian participation as well. The EIS should also define and quantify the implementation plans and responsibilities for all of the studies still required. 10

Dredging

The extended winter navigation project will involve extensive dredging to lower average river velocities to promote development of more stable ice fields. While the current EIS specifically defers the decision on 404(r), it should explain when compliance with 404(r) will be achieved. 11

We have specific concerns for the impacts of dredging on the substrates, biology and hydrology of the St. Lawrence River. Our estimates show that dredging in this waterway will need to be extensive to maintain the winter navigation season operable. The spoil disposal sites for considerable amount of material should be clearly identified. 12

C-1-8-29

6. This comment apparently stems from misunderstanding of the Adaptive Method. The Adaptive Methodology is a pragmatic approach, designed to provide increasingly specific information. It would be incorrect to describe this method as one having "inherent uncertainty." The opposite would be more nearly correct. Integrated Phase I GDM's and EIS's would precede design, which, itself, would precede construction.

7. The reference to "considerable momentum" towards a full scale operational program may not be clearly understood. This has been amplified in this revised document (Appendix B) and, in summary, identifies the following time periods that can be anticipated before the program could become fully operational: It would begin at the point where Congress authorizes and funds the first phase of intensive planning and evaluation. This is estimated to be at the earliest, 1982, after the Final Survey Report on navigation season extension is accepted. This establishes the decision-making pattern for the project: Congress authorizes the project and appropriates funds, after which the Corps and other initiate the project. Funds must be appropriated each year by Congress for the project to continue. This provides for annual Congressional review and control. Congress, through budget testimony, would decide if the results from the first series of environmental and planning investigations are satisfactory. If so, it may fund more detailed studies leading to plans and specifications for each proposed improvement in the navigation system. If the plans remain satisfactory - including predictions of environmental impacts, Congress would have to specifically appropriate funds to finance construction activities before the Corps could begin work. This is not estimated to occur until the late 1980's or early 1990's.

8. The Adapative Method provides for a more complete assessment of oil spills, ice breaking, etc. than any other method previously used. Please review the description of this process in detail. The Adaptive Method would come into play at all times in the evaluation process of Congress, providing information on the environment which the Fish and Wildlife Service and the Environmental Protection Agency and other agencies have gathered. It would provide the necessary information and assessments of environmental impacts required for deciding whether or not the Corps would go from planning and design studies to actual construction. Before construction and operation could proceed, Congress would have to decide whether or not to appropriate funds for the construction and operation. As construction activities continue, and then as the extended navigation season is fully implemented, procedures contained in the Adaptive Method insure that the environment is protected. The environmental health of the Great Lakes and St. Lawrence River would be monitored to provide an early warning if any of the impact predictions were in error or incomplete. A final validation report will be submitted to provide final environmental evaluations of the extended season program.

Oil Spill Impacts

We consider increased incidence of oil spills during difficult cold weather operations to be a very probable recurring type of adverse environmental impact. The seriousness of this impact and increased expense and difficulty in clean-up operations should be thoroughly assessed and considered in decisions on extension of the winter navigation season. Furthermore, while the winter navigation project as proposed recognizes the severity of winter spills, it does not include adequate remedial measures to reduce environmental harm.

EPA agrees with the assessment of the environmental impacts of oil spills during winter navigation operations as described in the EIS. We wish to expand this assessment from our own experience on the Great Lakes and point out the severity of this type of environmental impact. Oil spills during winter navigation operations are at least as likely and perhaps more likely than in the regular shipping season. Also, the cleanup procedures and response time would be more complex and less effective during severe cold weather operations. In addition to the increased difficulty in equipment operations during cold weather, the low temperatures, ice and general water conditions, cause some physical and chemical changes which can generate long range adverse environmental impacts and will increase the persistence of spilled pollutants. These factors are temperature dependent. In the Saint Mary's River for example, a spill of Molten #6 fuel oil, being less dense than water, will float until it cools. At 0°C, after collecting solids and silt, its density will increase and it will likely sink to the river bottom where it will remain until the spring warm-up. At that time, it will rise again necessitating a lengthy cleanup and/or subsurface recovery operation. 13

Wetlands

We recommend that the major wetlands to be affected by the extension of the winter navigation season, currently only superficially identified, be as fully identified and classified as possible to permit environmental assessment in accordance with Executive Order 11990. The value of the affected wetlands for water quality, flood control, wildlife habitat, hunting, trapping, sport and commercial fishing should be quantified as much as possible as indices of benefits or disbenefits of the proposed project. 14

Economic Justification

We believe that the benefit/cost ratios derived in the Draft EIS as a basis for the selected year - round navigation season alternative should include costs associated with direct and indirect adverse environmental impacts and associated remedial measures (e.g. cost of confined or upland disposal of polluted dredged material, if any; costs due to adverse water 15

C-11-8-10

9. Specific information requested has been incorporated into the document at a level of detail appropriate to the planning stage. All details regarding ice breaking are under the authority of the U.S. Coast Guard (it must be noted that there is no law which presently prohibits sailing in winter). The types, sizes and movement of commercial vessels are basic to economic feasibility, operational planning and general facilitating measures (See Appendix J, Economics).

10. These details are premature. Detailed planning for environmental studies could not proceed until after authorization by Congress. Implementation would follow an orderly revision of the EPOA in coordination with advance planning and design, using the Adpative Assessment Method. Responsibility for carrying out investigation associated with the program has been assigned to the Corps. Past practices have been to identify specific investigations with specific agencies having management interests in the resource, or to contract competitively. Studies coming out of the EPOA would be coordinated with U.S. Fish and Wildlife, the EPA, and all other interested parties.

11. Compliance with Sec. 404(r) would be achieved in Advanced Engineering and Design, Phase I, and associated EIS's prior to any dredging.

12. No dredging in the St. Lawrence River is included in the Selected Plan.

13. The discussion on oil spills, Section V of the EIS, has been updated to provide the response to your concerns. Thank you for the additional information on oil spills. We are aware of some studies done by EPA on this subject and welcome coordinating agency - investigations further. Please note a current study on oil spills contingency planning on the Great Lakes-St. Lawrence Seaway being conducted for the Corps by the St. Lawrence-Eastern Ontario Commission.

14. The study of wetlands has already been initiated through funding provided the National Wetlands Inventory Study, U.S. Fish and Wildlife Service (Appendix B). The EPOA also references the need for these studies. Continued efforts would be made to identify and assess impacts.

15. Costs have been included in the benefit/cost ratios for environmental impacts where quantifiable, environmental analysis (EPOA, EIS) and for mitigating measures such as shore and shore structure measures, ice booms, ferry transportation and environmental studies (Appendix J). As new costs are identified, the B/C ratio would be adjusted accordingly.

quality impacts and associated effects on recreational activities etc.). This issue of who pays the costs, including costs of environmental efforts and who derives the benefits should be addressed also. Socio-economic impacts, such as losses or gains of business in other transportation means in specific Great Lakes areas should be clearly delineated for a complete analysis of alternatives. All direct costs for mitigative measures for environmental impacts, such as shore-line structures damage, etc., should be included in the cost/benefit ratio assessment. 15

We have classified our comments on the Draft EIS as Category ER-2. This means that we have *serious environmental reservations* regarding the impacts of the Great Lakes Winter Navigation Season Extension project and that we suggest that considerable additional information should be provided in the Final EIS to permit a full assessment of the net environmental impacts of the project and the required mitigating measures. In particular, we are concerned with the extent of baseline information needed for environmental decision on the project, which has yet to be develo ed. This classification and the date of our comments will appear in the Federal Register in accordance with our responsibility to inform the public of our views on major Federal actions. 16

Specific comments on our major concerns are provided above to assist you in preparing a revised Draft EIS. If you have any questions regarding our comments, please contact Mr. Max Manok, 312-353-2307.

Sincerely yours,

John McGuire
Regional Administrator

C-11-4-11

16. We have noted the Category ER-2. We have incorporated additional information in the FEIS as requested and to the best of our ability, in keeping with the stage of the developmental project and programmatic EIS. Much of the information indicated as needed can only be obtained through the EPOA. Since the EPOA is estimated to cost $126 million, the Congress should review such a proposal prior to a commitment to such an expenditure. Also, information should be presented to the Congress concerning the expectation of a net national benefit so that a fully informed decision can be made. That is the reason for submitting the report and EIS, at their current level of detail, to the Congress for consideration of authorization.

Dafter Township

Dafter, Michigan 49724

[illegible]
[illegible]
[illegible]

• CLAYTON WILSON
Trustee
• ROBB ARMSTRONG
Trustee

June 1, 1979

Dear President Carter,

Year around navigation on the St. Mary's River System and the Great Lakes is of great concern to the area people, thus our Township Board adopted the enclosed resolution.

We ask your consideration on the subject and would appreciate your support.

Sincerely,
Ellen Sutton
Ellen Sutton, Clerk

Dafter Township
Chippewa County
Dafter, Mi. 49724

C-11-8-32

SA

077 67

DAEN-CWP-C

29 JUN 1979

Ms. Ellen Sutton
Clerk, Dafter Township
Chippewa County
Dafter, Michigan 49724

Dear Ms. Sutton:

On behalf of President Carter, I am replying further to your letter of 1 June 1979 forwarding a township resolution concerning winter navigation studies on the St. Marys River and Great Lakes.

The township's position will be provided to our Detroit District Engineer by information copy of this reply. The U. S. Army Corps of Engineers has been charged by the Congress to report on the feasibility of federal assistance to winter navigation. The report, when completed, will undergo Washington level review before being transmitted to the Congress for its decision.

Further environmental studies across the system are intended to be a part of the report's recommendations as we consider the cost of these environmental studies well beyond the scope of the current investigation.

Thank you for providing the township's views.

Sincerely,

[redacted]

CHARLES I. McGINNIS
Major General, USA
Director of Civil Works

CF:
HQ
Detroit Dist.

Dafter Township

Dafter, Michigan 49724

• CLAYTON WILSON
Trustee
• ROSS ARMSTRONG
Trustee

RESOLUTION CONCERNING YEAR-AROUND NAVIGATION AND SHIPPING IN THE SAINT MARY'S RIVER SYSTEM

WHEREAS, the Department of Army, Corps of Engineers have conducted extensive tests of winter navigation in the St. Mary's River and the Great Lakes in conjunction with users of the waterway system; and

WHEREAS, the operation of the Saint Mary's Falls Canal Locks and River along the fifteen miles of Sault Ste. Marie waterfront during the winter season is known to cause extensive damage to private and public property, disrupts normal transport to the adjoining islands, contributes to the potentially dangerous movement of ice which is hazardous to winter sports, fisheries and other activities; and [1] [2] [3]

WHEREAS, the River and Harbor Act of 1970, as amended by the Water Resources Development Act of 1976, states that investigation of measures necessary to ameliorate any adverse impact upon local communities and shall be included on the program; and

WHEREAS, it is believed that insufficient and incomplete environmental impact studies have been made concerning the effects of winter operation of the waterway system on the contiguous lands, facili[illegible] and other public and private use of the area in wintertime. [4]

NOW BE IT RESOLVED, that the Dafter Township Board of Dafter, Mi. hereby requests that the Navigation Season Extension Program be specifically required to complete its environmental impact study to determine the full detrimental effects to all waterfront property and the methods of ameliorating such effects through prevention, compensation or correction; and

BE IT FURTHER RESOLVED, that the Congress of the United States be formally requested to assure that intent of the River and Harbor Act to protect the welfare and property of public and private owners be completely implemented; and

BE IT ALSO RESOLVED, that the Navigation Season Extension Program be held in a state of moratorium until complete environmental impact study and analysis is completed and approved after full public hearing and disclosure, and further that the Environmental and Public Works Committee, chaired by Senator Jennings Randolph, U.S. Senator from West Virginia, Democrat, be respectfully requested to conduct at least one public hearing in Sault Ste. Marie, Michigan.

BE IT FINALLY RESOLVED, that copies of this resolution be furnished to the President of the United States, Speaker of the United States House of Representatives, the Michigan Congressional Delegation and the Governor to the State of Michigan.

I certify this a true copy as adopted May 8, 1979.

Ellen Sutton

Ellen Sutton, Clerk
Dafter Township

1. These concerns are addressed in the Environment Statement Section IV and in the Summary.

2. Mitigative measures to provide island transportation during winter navigation are proposed in the Main Report and Appendix A. These measures could prove to be more dependable than normal island transportation which would be subject to weather and ice conditions.

3. Areas immediately adjacent to the open navigational channel may be made unsafe for on-ice recreational activities. However, overall ice movement in the system during the extended season may in fact be more predictable, more completely reported and better controlled.

4. Social effects considered are identified in Appendix E and in the Main Report. These represent all concerns expressed to date. Investigations have been conducted on some of these; others are recommended for post-authorization studies.

STATE OF MICHIGAN
OFFICE OF THE GOVERNOR
LANSING

WILLIAM G. MILLIKEN
GOVERNOR

June 15, 1979

Colonel Melvyn D. Remus
District Engineer
Corps of Engineers
Department of the Army
Detroit District
Box 1027
Detroit, Michigan 48231

C-11-B-36

Dear Colonel Remus:

I have recently come to a decision regarding the policy of my administration over the question of navigation season extension of the Upper Great Lakes.

I have enclosed a copy of my policy statement for your information.

I would like to thank you and the members of your staff for your assistance over the past several months in providing information concerning this decision. If you have any questions regarding my decision in this matter, please feel free to contact me.

Warm personal regards.

Sincerely,

William G. Milliken

Governor

June 14, 1979

MILLIKEN ADMINISTRATION

POLICY CONCERNING

NAVIGATION SEASON EXTENSION ON THE GREAT LAKES

There should be no year-round extension of the Great Lakes navigation season at this time. Season extension is one means to increase the capacity of the Great Lakes navigation system, and it must be considered in the context of alternatives which would result in the same increase in system capacity. No such alternatives study has been done, and a comparison of economic cost/benefits or environmental impacts of possible alternatives is clearly lacking. Further, consideration of a year-round season on the Upper Great Lakes should not proceed until it is clear that benefits accruing from the year-round operation of the Saint Lawrence Seaway would be available. 1

The U.S. Army Corps of Engineers has suggested the use of an "Adaptive Method" in the evaluation of environmental impacts resulting from a phased implementation of season extension. The "Adaptive Method" consists of environmental and economic studies conducted concurrently with the project development. Michigan does not support this approach. It does not provide for assessment and selection of alternatives to increase capacity in the navigation system. Instead, Michigan recommends that any measures to increase the navigation system capacity of the Upper Lakes result from a two-phased Congressional authorization. The first phase should provide for full economic and environmental studies, statement of alternatives and a recommendation to the Congress for funding the selected alternative. The second phase would authorize implementation of the selected alternative. 2 3

C-11-5-55

1. Other means of increasing the system capacity are now under study in the Connecting Channels and Harbors Study being done by the Detroit District. This study is in a preliminary stage and results will not be available for several years. Navigation Season Extension does more than increase capacity by providing for increased benefit from existing facilities and vessels. These benefits would be foregone if system capacity was the only consideration, and alternatives which would only provide increased capacity cannot be equated from an economic viewpoint. The benefits would be largely additive, rather than mutually exclusive. Therefore, they are not true alternatives, and each should stand on its own merits or be terminated.

2. As described in the above response, the season extension program and other means to improve system capacity do not appear to be comparable. The Adaptive Method, which is proposed for season extension, would provide for monitoring during operation. Please see the discussion on the Afaptive Method in the FEIS. These discussions have been modified to emphasize this procedure and correct misunderstandings which have arisen.

3. Two-phased authorization is a Congressional prerogative and and could result in two year or longer gaps in the planning of the project, including environmental data collection.

As a related issue, the Carter Administration has proposed that the states share the cost of navigation projects. While Michigan supports the concept of cost sharing, no mechanism has been developed to apportion state costs, according to benefits received, of system capacity expansion among the affected states. This issue should be resolved before any further action is taken to expand the capacity of the Great Lakes navigation system. 4

Michigan will support a modest, yet flexible, extension in navigation season on the Upper Great Lakes provided the following conditions are met:

1. Any extension of the season from the traditional mid-December closing be limited to a closing at the end of January, plus or minus two weeks depending upon conditions. 5
2. That environmental and economic studies be undertaken to establish, on a permanent basis, a means for determining the environmental conditions which would require the closing of the navigation season. Included in these studies should be efforts to ascertain whether winter navigation has a negative impact on the Great Lakes fishery and waterfowl wintering, whether ice cover concentrates prop wash from ships, thus creating scour and sedimentation, and whether operations during ice conditions contributes to increased turbidity. 6
3. Much concern has been expressed with regard to oil spills during ice cover conditions. Our investigations to this point indicate that there is no supporting evidence that the risk of oil spills is increased during winter navigation. The presence of ice in an oil spill recovery situation may have both advantages and disadvantages. It is apparent, however, that ice conditions may create the 7

C-11-8-36

4. Various methods of cost sharing among the states have been investigated.(Appendix D). Any plan that is developed must conform to the President's Water Resources Policy. More detailed and specific cost sharing plans would be developed during post authorization studies.

5. This plan was proposed by the Corps in the Interim I Feasibility Study, finalized in March 1976 and sent to the Congress for information.

6. The EPOA and the Adaptive Method would provide this capability (Sections III and V of the FEIS). With further refinement of the EPOA, environmental costs would be adjusted and included in the economic analysis. Please refer to Appendix D which describes the economic updating process.

7. Concur. Currently, a study has been completed analyzing various oil contingency plans. A summary of this study has been incorporated in the Environmental Statement. The EPOA provides the opportunity to improve technology, equipment, and contingency plans to better protect the Great Lakes, both winter and summer.

necessity for development and testing of new recovery techniques and research in this area should be authorized. The state must be assured that any spill will be handled in an expeditious manner. 7 (cont.)

4. The season closing decision should be in the hands of an interagency board consisting of the Corps of Engineers, the Coast Guard, the State of Michigan and the Great Lakes Commission. To assure thorough study, an independent agency such as the Great Lakes Basin Commission must be delegated the responsibility to oversee the environmental and economic studies. 8

5. Any extension of the navigation season must include continuation and improvement of all mitigation measures developed in the course of the Demonstration Program. In addition to the one time mitigation of shoreline damage proposed by the Corps of Engineers, there must be a procedure established to provide for the timely resolution of future damage claims in an equitable manner. 9

In the long term, navigation on the Great Lakes will be affected by a number of factors and decisions. Lock and channel capacity, vessel size and length, energy availability and environmental impacts must be evaluated concurrently so that most sound decisions can be made. An approach which disregards these interrelated elements should be avoided.

C-11-8-37

8. Thank you for the comment. Other management structure alternative plans are described in the Main Report of this survey study. Specific responsibilities for such things as season closure would be identified and assigned during the post authorization stage of the project.

9. All appropriate mitigative measures developed in the Demonstration Program would be implemented or required during the extension of the navigation season.

STATE OF ILLINOIS
EXECUTIVE OFFICE OF THE GOVERNOR
BUREAU OF THE BUDGET
SPRINGFIELD 62706

June 5, 1979

Colonel Melvyn D. Remus
District Engineer
Detroit District Corps of Engineers
Post Office Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

RE: DEIS: Great Lakes/St. Lawrence Seaway Extension Survey Study
SAI #79 03 26 61

C-11-2-38

The Illinois State Clearinghouse has reviewed the referenced subject pursuant to the National Environmental Policy Act of 1969, OMB Circular A-95, Revised and the administrative policy of the State. State agencies which are authorized to develop and enforce environmental standards have been given the opportunity to comment on this subject. No comments have been received on the referenced subject.

Thank you for your assistance.

Respectfully yours,

T. E. Hornbacker, Director
Illinois State Clearinghouse

TEH/ll

Illinois Department of Transportation
Division of Water Resources
300 North State Street Room 1010
Chicago Illinois 60610
Telephone 312 793-3126

May 11, 1979

Colonel Melvyn D. Remus
District Engineer
U.S. Army Corps of Engineers
Detroit District
P. O. Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

This is in response to your letter of March 23, 1979 requesting our comments on the March 1979 Draft Survey Study for Great Lakes and St. Lawrence Seaway Navigation Season Extension.

The State of Illinois supports the Corps of Engineers continuing to develop, study and refine relevant economic, environmental and social data and analyses for the proposed extension of the navigation season on the Great Lakes and the St. Lawrence Seaway. Based upon data presented in the report, it appears that an extension of the navigation season is economically justifiable if no major adverse environmental impacts will occur.

Following is a list of comments on the Draft Survey Study.

1. Benefits and costs are based on a fifty-year project life, from 1990 to 2040. During such an extended period, structural changes occur in the economy which make the validity of current economic impact multipliers, as used in the report, questionable.] 1

2. The benefit/cost ratio will change if an interest rate other than 6 7/8 percent is used. It would be useful to provide benefits and costs using alternative interest rates.] 2

3. The B/C ratio will change if the benefits are phased in over several years, instead of assuming that they will occur instaneously with project completion. No allowance has been made for imperfect information and response inertia by prospective users of the systems.] 3

4. The use of railroad rates to calculate national benefits is misleading. Railroad rates are usually greater than the] 4

C-II-a-39

1. The regional multipliers used to determine the economic impact of season extension are those provided by the Bureau of Economic Analysis, United States Department of Commerce. It must be noted that the regional benefits derived by using these multipliers are not a part of the B/C ratio. Rather, they are used to determine impacts within the affected regions.

2. The prevailing interest rate of 7-1/8 percent is mandated by law. In order for the B/C ratio to reach unity, the interest would have to be in excess of 40%.

3. The B/C ratio is based on annual average costs and annual average benefits. The payback period (the number of years it takes annual returns to equal total investment costs) is less than 8 years for winter navigation. The breakeven year (the year in which the annual average benefit exceeds the annual average charges) occurs in the base year of the project, 1990.

4. The Corps is required by law to use prevailing rates. Analyses of intermodal impacts are included in Appendix D.

out-of-pocket costs of providing the service, and may be greater than the fully allocated costs. 4

5. A major portion of the benefits is due to winter navigation relieving projected capacity congestion at the Soo Locks. If this projected conjestion could be relieved by the construction of a new large lock, at a lower cost than winter navigation, then the full amount of congestion relief benefits should not be included in the determination of total benefits of season extension. 5

6. What would be the effect upon the project's benefits and costs if provisions were made for user fee recovery of public costs? 6

7. The report does not provide sufficiently detailed information at the State level. What will be the benefits to Illinois and who will be the recepient? What state, local and private expenditures will be necessary, and on what basis will that local share determination be made? 7

8. The survey report provides a programmatic Environmental Impact Statement. It addresses impacts on a regional scale and proposes an Environmental Plan of Action. Any environmental impacts which appear are to be mitigated at an appropriate time in the project. The use of a procedure such as the Adaptive Method requires a decision to proceed with winter navigation, and related expenditure of funds, before the true cost of the project is known. The benefit/cost ratio could change significantly, making the project B/C ratio lower than presented in the draft report. No federal, state or local costs are included in the project costs for mitigation for possible adverse impacts such as power generation loss, shoreline erosion and structure damage. Inclusion of these probable costs will decrease the B/C ratio. 8

Thank you for the opportunity to provide comments on the March 1979 Draft Survey Study for Great Lakes and St. Lawrence Seaway Navigation Season Extension. We hope that these comments will be helpful in your revision of the draft report.

The extension of the navigation season on the Great Lakes-St. Lawrence

C-11-8-10

5. The objective is to make more efficient use of existing facilities. Please see response #1 to the Milliken Administration.

6. Refer to response # 3 to the Keweenaw County Board of Commissioners. It is also unlikely that, if user fees were introduced, it would have any significant impact on the B/C ratio.

7. Anticipated benefits to Illinois are shown in Appendix D, Tables 24 and 34, of the report. Generally, the major recipients would be the ports and surrounding area. However, it is impossible to state individual recipients. Local share determination is a state decision. Details of the State cost-sharing are yet to be determined, pending clarification of the President's Water Resources Policy.

8. Costs of mitigation for any quantifiable environmental damages are included and cost of the EPOA studies are included. The cost of any known unmitigative environmental damage, if quantifiable, is included. Should any other damages be identified that cost would also be included into the B/C ratio. Because of the sizeable benefits associated with this program, such costs should cause only minor alterations to the B/C ratio. Costs for shoreline erosion and structure damage are included, and costs and benefits to power production have been considered.

Seaway System will have demonstrated benefits for the State of Illinois. Based upon the data presented in the Draft Survey Study, we will continue to support studies of the economic, environmental and social impacts of navigation season extension.

C-11-2-1

Sincerely,

Frank Kuferna
Director

FK:JWiaf

DEPARTMENT OF THE ARMY
ST PAUL DISTRICT, CORPS OF ENGINEERS
1135 U S POST OFFICE & CUSTOM HOUSE
ST PAUL, MINNESOTA 55101

REPLY TO
ATTENTION OF:

NCSED-PB

25 April 1979

SUBJECT: Referral of Resolution from Keweenaw County Board of Commissioners

District Engineer, Detroit
ATTN: NCEED-PB

Subject resolution is incloaed for your consideration. Ms. Echel Ketola, Keweenaw County Clerk, has been advised of this referral.

FOR THE DISTRICT ENGINEER:

1 Incl
as

J. R. CALTON
Chief, Planning Branch
Engineering Division

C-II-B-42

C-II-B-43

RESOLUTION

RE: EXTENSION OF THE WINTER NAVIGATION SEASON ON THE GREAT LAKES.

WE, THE MEMBERS OF THE KEWEENAW COUNTY BOARD OF COMMISSIONERS, do hereby object to the re-authorization of extending the winter navigation season on the Great Lakes; and

WHEREAS, we have concluded the disadvantages far outweigh: the advantages; and

WHEREAS, by extending the winter navigation season, our federal government is subsidizing big business (such as steel companies) to the detriment of the tax payers; and [1]

WHEREAS, the cost and maintenance of navigation aids, (such as ice-breakers, bubblers and the Sault Locks) is exorbitantly high; and [2]

WHEREAS, the carriers pay no toll or fee for the use of the Sault Locks; and [3]

WHEREAS, the high water demanded by the freighters causes soil erosion; and [4]

WHEREAS, Keweenaw County is completely surrounded by waters of Lake Superior, thus being most vulnerable to soil erosion and pollution of its shoreland; and [5]

WHEREAS, extending the season of fierce storms and frigid weather is harmful tc the health and welfare of the men who work on the carriers; and [6]

WHEREAS, taxes in Michigan are high enough without the cost of expansion of the Sault Locks, (as has been proposed); [7]

1. Companies in the Great Lakes region that realize savings from the lower transportation costs associated with winter navigation may either pass these savings on to consumers of the product in the form of lower prices, or reinvest these savings in the company, resulting in increased production, income and employment in the region. Corporate profits in excess of $50,000 which are not passed on or reinvested would be taxed at a rate of 48%. The B/C ratio for the proposed plans has been calculated as 4.0 which would mean that the public would not get a $2.30 return for $4.00 spent, but rather would approximate $16.00 in return.

2. The costs for these navigation aids, improvements, and services are included in the B/C ratio and are considered justified as long as the B/C ratio is greater than 1.0. Costs as estimated are conservative (on the high side).

3. The issue of user fees is beyond scope of this project. User fees would require an act of Congress for implementation and is already being considered at the Congressional level. Currently, Federal policy states that the Great Lakes Waterway will be free to all, both commercial and private use.

4. This concern is addressed in F-II, Appendix F of the Survey Study.

5. Through the EPOA, shoreline studies would be carried out on a regional and site specific basis. Naturally distressed areas within the range of ship passage effects, would benefit from improvements developed to protect these shore areas. Refer to updated information on the EPOA in Appendix E.

6. November is the expected season of fierce storms. Many claim that extended navigation is in fact less hazardous than sailing during November and April in the "normal season." Safety measures and equipment would continue to be developed as a part of this program to protect health and welfare of the crews on carriers. There is a risk to sailing at any time.

7. Expansion of the Sault Locks has not been proposed in connection with winter navigation season extension.

THEREFORE, WE RESOLVE, on this day, April 10, 1979, to object to the extension of the winter navigation season on the Great Lakes;

WE FURTHER RESOLVE that copies of this resolution be sent to Governor Milliken, U. S. Army Corps of Engineers, Great Lakes Basin Commission, Congressman Bob Davis, Senator Mack, Representatives Hellman and Jacobetti and the Counties of Houghton, Baraga and Ontonagon.

KEWEENAW COUNTY BOARD OF COMMISSIONERS

STATE OF MICHIGAN }
COUNTY OF KEWEENAW }

I, Ethel Ketola, Clerk of the County of Keweenaw and having a seal, do hereby certify that I have compared the annexed copy of "Resolution-pertaining to Extension of Winter Navigation Season on the Great Lakes" adopted by the Keweenaw County Board of Commissioners at their meeting held on April 10, 1979 with the original record thereof now remaining in my office, and that it is a true and correct transcript therefrom. and of the whole thereof.

In Testimony Whereof, I have hereunto set my hand and affixed the seal of said County at Eagle River, Michigan this 10th day of April, 1979.

Ethel Ketola Ethel Ketola Clerk

C-II-B-44

STATE OF MICHIGAN

NATURAL RESOURCES COMMISSION
CARL T. JOHNSON
T. M. LAITALA
DEAN PROCTOR
HENRY P. SMELT
MARY I. PRATELEY
JOHN L. WAUPE
CHARLES G. YOUNGLOVE

WILLIAM G. MILLIKEN, Governor

DEPARTMENT OF NATURAL RESOURCES

STEVENS T. MASON BUILDING, BOX 30028, LANSING MICHIGAN 48909
HOWARD A. TANNER, Director

May 17, 1979

U. S. Army Corps of Engineers
Detroit District
P. O. Box 1027
Detroit, Michigan 48231

Attention: Chief, Environmental Resources Branch

Dear Sir:

C-11-8-45

The Michigan Department of Natural Resources has reviewed the survey study for the Great Lakes and St. Lawrence Seaway Navigation Season Extension Demonstration Program. We continue to find that considerations of environmental impact in the manner described and required in the National Environmental Policy Act of 1969, as amended, have been inadequate. Under the terms of this Act, Federal agencies shall include in every recommendation or report on proposals for legislation on a project of this scope a detailed statement on environmental impact, adverse environmental effects, alternatives to the proposed action and irreversable and irretrievable commitments of resources should such a project be implemented. The proposed employment of the so-called "adaptive method" involving the collection of data and assessment of impact ex post facto to project authorization and implementation clearly violates the intent of this Act. 1

We remain concerned that the potential for major adverse environmental impact has, to the present time, received insufficient weight in the course of evaluation of this program. There is not yet adequate information for either this Department or the Congress to properly assess the effects of this program on fisheries, wildlife, shoreline residents, or coastal wetlands. Inauguration of this project on such limited baseline data as exists will, in effect, allow for environmental damage as a continuing practice. The proposed practice of monitoring impacts based on data being affected by these same impacts will in our judgment result in mitigative measures being too little, too late, very expensive and often ineffective. Many impacts discovered after-the-fact will be, for all practical purposes, irreversable and irretrievable. It is for these reasons that Congress passed the National Environmental Policy Act, and it is for these reasons that we believe the intent of this Act should be rigorously pursued. 2

Furthermore, given the existing lack of specific environmental data and consequent inability to make prior assessment of environmental impact, the statement (page 87) that the proposed plan for navigation season 3

MICHIGAN DNR
#1026 10/78

1. This EIS is as detailed as possible considering the current state-of-the-art and existing data. It would appear appropriate to present the Congress with this information to permit a discussion on whether or not the project, including $126 million in environmental studies, should proceed. Recent guidelines from the Council on Environmental Quality refer to the recommended procedure as "tiering" and allow for its use in cases such as this. Since the Adaptive Method is not limited to "ex post facto" data collection and assessment, it does not violate NEPA. In fact, it goes well beyond the type of environmental efforts considered adequate in the recent past. Also, please see respone #16 to USEPA.

2. This comment may reflect a misunderstanding of the EPOA and Adaptive Method. Obtaining all necessary data, assessing impacts, and preparing EIS's before construction or operation is part and parent of the recommended procedure. The practice of monitoring, as recommended, is an added measure not normally required in previous practice. Therefore, the intent of NEPA is being rigorously pursued, even to the point of exceeding historically mandated requirements.

3. The referanced statement concerning Michigan Coastal Management Programs has been changed to indicate the early planning stage assessment. Please see Section V and Main Report.

extension is consistant with the approved Michigan Coastal Management Program is premature and in this sense at least, inaccurate. Until a reasonable assessment of impact is possible, no determination can be made with regard to consistancy. The Michigan Coastal Management Program document and final Environmental Impact Statement do contain a range of enforceable environmental policies which will be used to determine consistancy of winter navigation when sufficient information becomes available.] 3

We do no object to the principle of year-round navigation on the Great Lakes. We do object to a recommendation of authorization of an extended season prior to a reasonably complete assessment of the costs to be borne by this State and society at large. We appreciate the efforts that the Corps of Engineers has made to examine the costs and benefits of this project. However, we do feel that whatever economic costs might result from delay of authorization of this project may well be outweighed by the potential costs of inadequate environmental assessment. It might even be that the overall societal costs of this project may be judged by those responsible to exceed the economic benefits. It is better to provide the full weight of the evidence to those charged prior to the final decision. Thus, we recommend that the studies be completed prior to authorization.] 4

Thank you for the opportunity to review and comment upon this survey.

Sincerely,

Howard A. Tanner

Howard A. Tanner
Director

C-II-2-46

4. Congressional authorization to proceed to Phase I would be contingent on sufficient technical, economic and environmental information being presented to assure that early stage planning was capable of developing in a sound and orderly direction. The EPOA and Adpative Assessment Methodology would provide decision-makers with a response capability, so that they could deal with anticipated and unanticipated events and consequences which occur within a dynamic system influenced by a developing project. The strategy addresses the problem of changing conditions, de-emphasizing dependency on pre-construction impact predictions. Instead, increased emphasis is placed on responding effectively to unforeseen impacts, as they occur in all phases of the program. The technique would identify management actions available and provide criteria for modifying them. We believe environmental impacts can be dealt with much more effectively with this method rather than by the historical pre-construction assessment methods which are rarely modified after initiation of the development.

Monroe County Planning Department and Commission

1410 EAST FIRST STREET • MONROE, MICHIGAN 48161
Telephone: (313) 243-6900 Ext. 277

ROYCE R. MANIKO,
Planning Director

BERNARD J. FELDER,
Commission Chairman

June 20, 1979

Mr. P. McCallister
Chief, Engineering Division
Department of the Army
Detroit District
Corps of Engineers
Box 1027
Detroit, Michigan 48231

C-11-8-47

Dear Mr. McCallister:

At the regular June 13, 1979 meeting of the Monroe County Planning Commission the following motion was made and approved:

> "That, in recognition that a TRUE understanding of the potential adverse environmental impacts and positive social and economic benefits is not available, the Monroe County Planning Commission recommend against implementation of an extended navigation season on The Great Lakes/St. Lawrence system."

In support of that motion a staff analysis report on the Extended Navigation Season Draft EIS and Survey Report is enclosed. Please include this report in the Pertinent Correspondence Appendix of the final Survey Report.

If you have any questions, or need further information, please feel free to contact this office.

Sincerely,

Tom A. Freemen/kt

Tom A. Freemen
Senior Planner

Enclosure:
TAF:kt

ATTACHMENT G

OMB: A-95 REVIEW Monroe County, Michigan

1979

DATE: May 9, 1979

SUBJECT: Case No. 200.2-4-79-41
Winter Navigation Draft EIS

Memorandum

TO: Monroe County Planning Commission

FROM: Staff

Project Description

This is a Draft Environmental Impact Statement and Survey Report prepared by the U.S. Army Corps of Engineers concerning winter navigation on the Great Lakes. The scope of the program includes investigating the feasibility of various means of extending the navigation season on the System (Great Lakes/St. Lawrence Seaway and connecting rivers and channels) into the winter months, beyond the usual eight and one-half month season, to as much as year-round, and to determine the desirability and extent of Federal participation.

C-11-8-79

The purposes of this report are as follows:

1. To present plans that have been developed for extending the navigation season.

2. To summarize the problems and needs and alternative solutions associated with navigation season extension.

3. To present information and conclusions that lead to a recommendation as to the feasibility of a Federally supported navigation season extension program.

The information and conclusions presented in the report are the result of an eight-year Federally supported Demonstration Program. During the years 1971-1979 winter navigation on the upper four Great Lakes and their connecting channels was conducted. From this ongoing program such information as cost effectiveness data, engineering practicability, and environmental and social impacts of an extended navigation season was collected.

The potential adverse environmental impacts identified were broken down into three major categories: impacts on the physical environment, impacts on the biological environment, and impacts on the social environment. These impacts, by category, are as follows:

1. Potential impacts on the physical environment: shore erosion and shore structure damage; resuspension and redistribution of bottom sediments; decreased water quality; alteration of existing water levels, flows, and current patterns. [1, 2-3, 4]

1. For a discussion of impacts, see Sec. 5, FEIS.

2. This is discussed in Appendix I, Water Levels and Flows.

3. Please refer to Appendix I, Water Levels and Flows, and F., Environmental.

4. All of these concerns are addressed in the Environmental Statement and Appendix F. The EPOA provides for further, more detailed study.

2. Potential impacts on the biological environment: disruption of fish and wildlife behavior patterns (e.g. fish spawning, fish/wildlife migrations); alteration of fish and wildlife population densities; disruption, alteration or destruction of benthic (lake bottom) communities. 5, 6

3. Potential impacts on the social environment: changes in existing and future recreational potential; changes in recreation use patterns; effects on occupational groups, such as individual safety and comfort, and "psycho-social" effects of an extended season; and disruption of cross channel transportation. 7-8, 9-10

In contrast to the potential adverse impacts the positive social and economic benefits which would result from implementation of an extended navigation season. These are of particular interest to coastal communities located on the upper four Great Lakes, especially those with port facilities, as they would be the primary recipient of the benefits. The positive social and economic impacts of an extended navigation season include:

1. More efficient use of existing Great Lake transportation facilities through implementation of a year-round navigation season.

2. Additional development and increased activity of commercial and industrial enterprises related to Great Lakes transportation.

3. Additional employment in the commercial and industrial enterprises related to Great Lakes transportation due to the increased man-hours generated by a year-round navigation season.

C-11-8-49

As a result of the information accumulated during the Demonstration Program the U.S. Army Corps of Engineers has recommended that the commercial navigation season be extended to year-round on the upper four Great Lakes and their connecting channels, and to eleven months on the Welland Canal-Lake Ontario-St. Lawrence River.

Comments and Analysis

Staff has identified one particular area of concern which is focused on the manner in which particular adverse environmental impacts are to be mitigated. In preparation of the EIS, the Corps of Engineers recognized that all potential impacts of an extended navigation season could not be identified due to the unique nature of the program. To cope with this problem, a plan, Environmental Plan of Action (EPOA), is to be established which would monitor the program during operation. Impacts would be identified as they occurred and allow for modifications to the program which would either eliminate the identified impact or provide appropriate mitigation.

Staff feels that while the EPOA will provide knowledge of adverse impacts of the program, it will only provide this knowledge after occurrence of the impact. If the impact is minor or easily corrected, then the plan will have succeeded. If the impact is irreversible or perhaps of extensive or even catastrophic proportion (i.e. major oil spill under surface ice which cannot be contained), then knowledge after occurrence will serve little purpose. It would seem that incorporation of the EPOA into the extended navigation season plan provides little assurance that the physical, biological and social environments of the Great Lakes will be adequately protected against large scale adverse impacts. Recognizing the importance of Lake Erie to Monroe County, especially in light of the recreation potential which recent improvements in water quality provide, any potential major adverse impacts which might result from an extended navigation season must be of major concern. 11

5. This concern is addressed in the Main Report and Appendix I.

6. Please refer to Appendix F and the Environmental Statement, Section 5, for a discussion of these concerns. Further details would be developed under the EPOA prior to any operation or construction.

7. Social impacts are discussed in Appendix F and H, and in the Environmental Statement.

8. Recreation studies already carried out are referenced in Appendix H. Further studies in specific areas are recommended in the EPOA. Additional information would be obtained prior to construction and during operations.

9. Please refer to updated information in Appendix H, Social.

10. Please refer to updated information in Appendix F and H.

11. No better plan is available within the current state-of-the-art in environmental assessment techniques. The discussions of the Adaptive Method have been revised in an attempt to clarify this. Please also see Response #4 to Eastern Michigan Environmental Action Council.

Recommendation

That, in recognition that a true understanding of the extent of the potential adverse environmental impacts and positive social and economic benefits is not available, the Monroe County Planning Commission recommend against implementation of an extended navigation season on the Great Lakes/St. Lawrence Seaway system.

C-11-A-05

New York State Department of Environmental Conservation
Office of Environmental Analysis
50 Wolf Road, Albany, New York 12233

Robert F. Flacke,
Commissioner

May 16, 1979

Dear Colonel Remus:

This is in connection with the Draft Environmental Impact Statement (DEIS) on the Corps of Engineers Navigation Season Extension Draft Survey Report dated March 1979. This statement does not adequately cover the environmental assessment completed by New York in June of 1978 which concluded that there are predictable impacts of serious environmental consequences. 1

Also, there is a serious lack of environmental baseline information on the natural resources of the Great Lakes and the St. Lawrence River, and environmental studies are needed before consideration can be given to any winter navigation program. Additionally, the U.S. Fish and Wildlife Service in the Survey Report: Appendix I has recommended that the present plan for winter navigation should not be authorized on the St. Lawrence River due to significant adverse environmental consequences. 2

This Department is of the opinion that based on the above identified deficiencies and the adoptive approach of the environmental plan of action as outlined, is not a process that will lead to an adequate environmental feasibility determination for the project.

Sincerely,

Eldred Rich
Assistant Commissioner,
Environmental Quality

Colonel Melvyn D. Remus
District Engineer, Detroit District
Corps of Engineers
Box 1027
Detroit, Michigan 48231

cc: Colonel Ludwig

C-17-5-51

1. Since more funds and time have been recommended in the EPOA for studies of the St. Lawrence River than what has been described as necessary by the N.Y.D.E.C., it would seem that the needed data and comprehensive assessments could be obtained. Although the studies named by NYDEC as necessary are not cited by name in the EPOA because of the method selected for presentation, nothing in this report on the EPOA prevents the necessary studies from being done. The necessary time and funds are allowed under the Adaptive Method approach. It is believed that the New York needs can be integrated into the EPOA studies by a team of FWS, New York and Corps personnel.

2. During the inventory (or base condition) new data as well as historical data would be acquired. This, with its appraisal and updating, constitutes the "without-the-project" phase while the monitoring and evaluation is the "with-the-project"phase of the project investigation. In the appraisal phase, quantitative determinations from the data could be made. Predictions of impacts would be made based on project knowledge at the time, using acquired data. Since there would be no construction or operation at that time, there could be no quantitative determination of impacts, only predictions. During this appraisal phase, determinations would be made of parameters which should be monitored later. If a certain parameter or resource would be unaffected, there would be less reason to monitor it.

New York State Department of Environmental Conservation
50 Wolf Road, Albany, New York 12233

Commissioner

May 18, 1979

Colonel Melvyn D. Remus
District Engineer
Detroit District
Corp of Engineers
Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

The information provided below supplements the comments made by Governor Carey in his statement on the Navigation Season Extension Draft Survey Report at public meetings in Massena and Watertown on May 9 and 10, 1979. Also, this letter supplements the May 16, 1979 letter from this Department's Assistant Commissioner Eldred Rich, relative to our opposition to the Corp of Engineers' Environmental Impact Statement, which, in our opinion, does not meet the requirements of the Natural Environmental Policy Act (NEPA) of 1969.

It is our understanding that this letter and the foregoing references will all be included in their entirety as part of the Survey Report.

The following comments address technical questions and support New York State's concerns with the Environmental Plan of Action (EPOA) for the proposed Winter Navigation Program.

1. The EPOA designs and recommends specific studies for each of the operational measures that represent a component of the long-term Winter Navigation project. Each Environmental Study has an inventory, an appraisal, a base condition updating, a monitoring and a validation phase associated with it. Time and money allocations associated with the inventory or baseline data collection phase of each of the proposed Environmental Studies define a collection of survey level actions of long duration, with none of these studies presented in a manner to permit new data acquisition in a comprehensive and competent way. With minor exceptions, each of the cost estimates for the inventory phase is based on a figure of $47,600 for one year of activity. This figure is applied irrespective of the kind of data to be collected. The creative activity involved in cost estimation appears to have centered on the definition of the number of years of study and the number of study sites involved in the project, not the character of data needs or the probable cost of such activities. A series of examples are listed below.

C-11-8-52

1. The NYDEC's assumption that the time and money allocations define a collection of survey level actions of long duration which do not permit new data acquisition is a misconception. The intent was to indicate the level of effort in man-years ("man" was left off the term). The duration of inventory is 3 winter seasons either 4 or 6 months long with 8 man-years of effort expended during the total of those time intervals. This would allow several scientists, both biological and physical, to work on a study during that time. There would be a total of 96 man-months of effort to be expended during the 12- or 18-month inventory (or baseline data collection) period. This explanation applies to all of the numbers appearing in the columns labeled Level of Effort. This also explains why $47,600 was used as a cost figure for the estimates. Cost figures are estimates since field personnel would cost less while the scientists and engineers would cost more. As stated in the EPOA text, these are estimates; and, since the document is dynamic, they are subject to refinement.

With regard to "creative activity" involved in the cost estimations, most of the procedures to accumulate data for the study are standardized; and, therefore, the costs are standardized as well.

New data, as well as historical data, would be acquired. The "inventory" (or base condition) and its appraisal and updating constitutes the "without-the-project" phase. The "with-the-project" impacts would be assessed and environmental statements issued as required before construction or operation begin. Monitoring and validation would occur during construction and operation of the program to provide a check on impact predictions and allow for further project changes, if necessary.

Operational Measure #1 - Ice Breaking Requirements. Potential adverse impacts are identified, and a series of base condition study needs are listed as components of the eight-year inventory phase. Physical features include water quality (turbidity, heavy metals, PCB's and other toxicants), sediment transport, water current patterns and velocities, fish use of navigation channel, fish population dynamics, fish migration and spawning patterns, benthic population dynamics, terrestrial animal use of the waterway and aquatic vegetation studies. The cost of the inventory phase is $47,600 x 8 years or $380,800. The total cost of each study, including the above figure for the inventory phase, is $1,095,800 and ten study sites including three in the St. Lawrence River are identified. 2

Operational Measure #2 - Ice Breaker Mooring Facilities. Environmental studies associated with site modifications to permit the development of mooring facilities are identified. These conditions include water quality (turbidity, heavy metals, sedimentation), sediment quality, sediment transport, water current patterns and velocities, land use at facility site, waterfowl usage, fish usage (population dynamics and migration and spawning), vegetation study (aquatic and terrestrial), benthic study and wildlife population dynamics where applicable. These items are to be inventoried during a four-year inventory effort at a cost of $47,600 per year, or a total cost of the inventory phase of $190,400. The total cost of each project is $864,400 and 16 study sites are identified.

Operational Measure #7 - Ice Control Structures. Environmental studies needed in association with the plan to install new ice control structures include water levels and flows (monitored at a greater level than now exists), current pettern changes, water quality (turbidity, in connection with current patterns and outfall relocation), sediment and bottom types, shoreline definition, benthic studies, wetland inventory, fish population dynamics, winter water fluctuations, fishing use inventory, waterfowl and mammal and furbearer use of the area. The inventory phase required to complete these activities is four years at a cost of $47,600 per year or a total cost of $190,400. Five study areas are identified and the total cost of each study is $904,400.

Operational Measure #11 - Dredging. Again, a series of resource inventory studies are identified, this time for an eight-year inventory period. Studies include water quality, sediment quality (bottom type, particle size, pollution types and concentration), sediment transport, disposal sites, hydrology, fish population dynamics, benthos population dynamics, disposal site, fish and wildlife use and value, and aquatic vegetation. The $47,600 figure is again applied over each year of the eight-year inventory period for a total of $308,800. The total cost of each project (one on the St. Mary's River and one on the St. Lawrence River) is about $1,094,800.

C-11-E-53

2. These are summaries of information presented in the EPOA and do not call for a response.

Operational Measure #13 - Shoreline and Shore Protection. A ten-year inventory phase is identified as required for this study effort. Again, the cost multiplier is $47,600 per year for a total cost of the project of $476,000. The environmental features requiring study for this measure are bottom features (soil and sediment types), sediment transport, water current patterns, erosion rates, causative factors (vessel movements, bottom scourings, storms, waves, seiches, etc.), benthos population dynamics, fish population dynamics including use and value of the littoral zone, waterfowl and mammal use of littoral and near-shore areas, wetland surveys, terrestrial habitat values and annual loss rates. Eight study sites are identified and the cost of conducting the overall project at each site is $1,428,000.

Operational Measure #17 - Vessel Operation. A ten-year inventory phase at an annual cost of $47,600 is again identified for a total cost of $476,000 for each project. Fifteen study sites are identified, each at a cost of $1,477,700. The list of environmental studies needed for this operational measure include sediment and soil composition, sediment transport and turbidity, hydrology, shore erosion, shore structure damage, water quality, fish population dynamics, wildlife population dynamics, benthos population dynamics, aquatic vegetation, commercial and recreational fishing.

Operational Measure #24 - Pilot Access. A four-year inventory phase is identified at an annual cost of $47,600 or a total inventory phase cost of $190,400. The total cost of each project including the appraisal, base condition updating, monitoring and evaluation phases is $809,200. Only one study site in the St. Lawrence River is identified. The list of physical and biological features requiring study include water quality (turbidity, heavy metals and PCB's), bottom quality, sediment transport, water current patterns and velocities, fish population dynamics and use within the navigation channel and between harbor and pick-up point, benthos (population dynamics, both within the navigation channel and between harbor and pick-up point), aquatic vegetation.

Similar comments could be appropriate for each of the harbor studies. Irrespective of the nature of environmental studies proposed, the cost multiplier for one year of environmental work is $47,600. The list of items requiring attention is somewhat similar between projects, although the nature of project activity and the number of required study sites differs substantially. It appears that the $47,600 multiplier would be adequate to support the activities of one professional (fish and wildlife biologist with expenses) summarizing existing information. The amount of new data that could be collected for that price is extremely limited and the substantial data needs identified for each operational measure must be met with existing information. 3

C-11-35

3. Response #1 above also applies to this comment.

2. An appraisal phase of one year duration is programmed for each environmental studies project, with about $47,600 scheduled to support that activity. This level of funding precludes the development of quantitative determinations of impact of proposed project activities, even if adequate baseline data were available. In fact, the intent of these activities does not appear to relate to impact assessments per se. For example:

Operational Measure #1 - Ice Breaking Requirements. The appraisal phase will result in base conditions evaluated in relation to expressed concerns to determine the biological, chemical and/or physical indicators which would be monitored. Information from this "appraisal" would also be used by the Corp of Engineers during their Environmental Assessment and EIS preparation.

Operational Measure #2 - Ice Breaker Mooring Facilities. The appraisal phase for this project would result in base conditions being evaluated to form the basis for the assessment of site alternatives and the selection of the best alternative.

Operational Measure #7 - Ice Control Structures. The appraisal phase in this action would transmit information collected during the inventory phase to an unidentified process, forming the basis for the assessment.

Operational Measure #11 - Dredging. The appraisal phase for this project would result in information gathered on base conditions being evaluated in relation to expressed concerns to determine the biological, chemical and/or physical indicators to be monitored. The information from this appraisal would be used by the Corps of Engineers during Environmental Assessment and EIS preparation.

Operational Measure #13 - Shoreline and Shore Structure Protection. Again the appraisal phase of this project has as its purpose to provide information on base conditions which would be evaluated to determine the biological, chemical and/or physical indicators that would be monitored. And, again, the information from the appraisal is to be transmitted to the Corps for its Environmental Assessment and EIS preparation.

Similar statements are made for Operational Measure #17 - Vessel Operation, Operational Measure #24 - Pilot Access, and the various harbor studies. The appraisal phase has as its purpose to gather information which would permit the identification of indicators to be monitored during the monitoring phase of the project. No assessment of project activities by the Fish and Wildlife Service is suggested in the narrative associated with each appraisal phase. On the contrary, the statement in each case indicates that the information would be transmitted to the Corps of Engineers for its Environmental Assessment and EIS preparation activities. Interestingly, there is no statement in the EPOA as to how the Corps of Engineers will complete these appraisal actions.

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4. The appraisal phase of 1 year, again, is a misconception as in Item 1 above. This is 1 man-year of effort to be expended on the evaluation--it could be 2 men expending 6-months each, 4 men expending 3-months each, etc. With this level of effort, quantitative determinations from the data can be made. Predictions of impacts would be made, based on project knowledge at that time, using acquired data. Since there would be no construction or operation at that time, as explained in the Survey Report, there could be no quantitative determinations of impacts, only predictions. During this appraisal phase, determinations would be made of parameters which should be monitored later. If a certain parameter or resource would be unaffected, there would be no reason to monitor it. All environmental reports would be reviewed by the Service before being submitted to the Corps for their use.

5. As you know, current laws and regulations require that formal assessments and Environmental Impact Statements be prepared by the Federal agency proposing an action. Methods for completing appraisal actions--the preparation of assessments and impact statements--are prescribed by law and regulations and include full public and agency coordination.

The procedure outlined in this comment is correct, is required by law and regulations, and would be done in the appraisal assessment and EIS phases of the project prior to operation. The Adaptive Method goes beyond these requirements to offer a check on the predictions during operation and an opportunity to correct the situation should unexpected adverse impacts arise.

Impact Assessment as usually understood, which includes:

a. the determination of pre-project condition
b. the identification of project actions which would modify that data base
c. projection of actions against the data base to predict the quantitative nature of impacts, and
d. evaluation of alternative proposals (including the no-action alternative) on the basis of impact projection.

This procedure does not appear to apply to the appraisal phase of the Environmental Plan of Action. Such determinations are implied as part of the rhetoric which accompanies the validation or evaluation report preparation phase of the EPOA process, although this relationship is not completely clear since the evaluation report prepration phase for each project is scheduled after the completion of construction and a period of operation.

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3. As pointed out above, the wide variety of base condition data required for each of the project actions cannot be collected with the funds and time frames programmed. What then, is the intention of the inventory phase of the EPOA? It appears that the $47.60G per year cost figure is designed to employ a Fish and Wildlife Biologist with expenses to analyze existing data utilizing the workshop or experimental laboratory approach outlined in the introductory narrative to the EPOA. Since the data base for the St. Lawrence River and Lake Ontario portion of the Great Lakes system is inadequate to support impact assessments, these analyses will yield redigestions of an existing data base which is too limited to permit quantitative judgments. No process, including adaptive environmental assessments as described in the book by Hollings and his associates[1] can compensate for these inadequacies.

6

4. Systemwide ecological studies are references in the EPOA to identify functional relationship between processes and components of the various subsystems of the Great Lakes-St. Lawrence River system. However, they do not include data collection but are described as a series of redigestions and modeling efforts involving existing information. Nowhere in the package of systemwide study proposals is the need identified for careful integrative sampling of baseline field conditions with a systems prospective, with modeling and analysis of the system following sampling and with the assessment of perturbations to that system as a result of navigation season extension proposals. This criticism is applied equally to Section C1 (Ecosystem Analysis), which is a conceptual modeling exercise, as well as the various generic studies identified in the subsequent sections of the systemwide portion of the EPOA (wetlands survey, fish spawning and nursery ground atlas, migratory birds, commercial fishing areas and ports, sport fishing, water quality, fish habitat, mammals and furbearers, threatened and endangered species). In each instance collection and synthesis of existing data or the acquisition of survey level information is identified. In each case, the costs and time frames preclude the collection of quantitative and comprehensive system data, with the assessment of possible impacts on a comprehensive, ecosystem-wide basis.

7

[1] C.S. Holling. Editor, 1978. Adaptive Environmental Assessment and Management. Wiley Interscience, New York. 377 pp.

C-11-B-56

6. Concerning cost estimates, please refer to response #1 above. It should also be noted that the costs estimated in the EPOA for evaluating impacts on the Lake Ontario-St. Lawrence River substantially exceed 1979 estimates provided by the New York Department of Environmental Conservation to accomplish this same objective. The primary difference between what has been requested by NYDEC and what would be provided by the EPOA is that monitoring and validation costs have been added.

7. This comment is based on the misconception discussed in response #1 above.

An alternative environmental assessment approach has been identified repeatedly for the Lake Ontario-St. Lawrence River subbasin. The most recent and up-to-date statement of this alternative is included in the document "Environmental Data Gathering and Impact Assessment Studies to Precede Winter Navigation Demonstration on the St. Lawrence River, Opinion of the State of New York". December 15, 1978. This alternative involves the conduct of a comprehensive, integrated package of environmental baseline data gathering and environmental assessment studies. It was first conceived as part of the recommended Environmental Plan of Study for the Lake Ontario-St. Lawrence River subbasin.

The approach includes studies in five categories, each of which is essential for the satisfaction of the overall study objective. Baseline data gathering in a comprehensive ecosystem-wide manner is suggested at four or five validation sites located within the St. Lawrence River and Lake Ontario. These validation sites include wide-corridor transects, which span the full spectrum of aquatic and terrestrial riverine habitats. Data would be collected on each of the major ecosystem components within these corridors over a three-year period. A second category of studies involves the development of habitat maps to cover the entire subbasin. The mapping units utilized in the habitat mapping system would be keyed to the ecosystem components studied in the previous category. A third category involves the collection of site-specific data at major points of probable impact, especially construction and operational areas. A fourth category represents a mixture of studies designed to assess the physical and biological consequences of project activity, and the fifth category involves modeling, data summarization and analysis necessary to determine impacts on a quantitative and ecosystem-wide basis.

C-11-b-57

The study package would span a five-year period and cost an estimated $16.9 million. It would produce a data base of current and comprehensive character, a determination of potential impact of the various proposed construction and operational measures, and a modeling and impact assessment strategy which would suggest the way in which both system components and the overall aquatic-riverine system of the subbasin would respond to the project activity. Such a proposal is in keeping with the determination of environmental feasibility in advance of construction and operational activity.

The studies outlined in the Environmental Plan of Action do not qualify in this regard. Decision-makers faced with the products of the EPOA will have inadequate information upon which to base their judgments, irrespective of whether those decisions are required as part of an Environmental Impact Statement process or at the point in time when validation reports are prepared. The high costs and long time frames associated with the EPOA suggest a comprehensive and careful environmental studies approach. This analysis rejects that suggestion.

Sincerely,

Herbert E. Doig
Assistant Commissioner for Natural Resources

cc: Colonel Ludwig

8. The "alternative environmental assessment approach" identified by NYDEC for the Lake Ontario-St. Lawrence River subbasin was used extensively in preparation of the EPOA. Representatives of the NYDEC were deeply involved in input to the EPOA planning process, but the EPOA does not present the level of detail required to identify the specific study titles presented by NYDEC. The EPOA does not exclude the conducting of studies identified as necessary by NYDEC, but presents the general plan for the entire system, adding requirements for monitoring and validation. It is believed that differences in detail, should they arise, could be resolved during preconstruction planning. The EPOA and Adaptive Method do present a comprehensive and careful environmental studies approach. The analysis presented in these comments is based on a misconception which, hopefully, has been clarified.

ODNR
Ohio Department of Natural Resources
Fountain Square • Columbus, Ohio 43224 • (614) 466-3770

June 11, 1979

Colonel Helvyn D. Remus, District Engineer
Department of the Army
Detroit District, Corps of Engineers
Box 1027
Detroit, Michigan 48231

RE: Survey Study for Great Lakes and St. Lawrence Seaway Navigation Season Extension Draft Main Report and Environmental Statement

Dear Colonel Remus:

The above cited study has been reviewed within the Department. The attached comments were generated from an interdisciplinary review process conducted by the Office of Outdoor Recreation Services. I hope that these comments will be of value in the analysis of potential impacts on the physical and biological environment in localized areas and on recreational activity areas.

We appreciate the opportunity to provide these comments and look forward to continued coordination as the study progresses.

Sincerely,

Robert W. Teater

ROBERT W. TEATER
Director

RWT/dlw

Attachment

C-11-8-58

ODNR
Ohio Department of Natural Resources
OFFICE OF OUTDOOR RECREATION SERVICES
Fountain Square • Columbus, Ohio 43224 • (614) 466 4974

June 11, 1979

COMMENTS ON SURVEY STUDY FOR GREAT LAKES AND
ST. LAWRENCE SEAWAY NAVIGATION SEASON EXTENSION
DRAFT MAIN REPORT AND ENVIRONMENTAL STATEMENT
(U.S. Army Engineer District, Detroit Corps of Engineers, March, 1979)

In considering the proposed program's potential effects on natural resources, the Draft Survey Report has generally fulfilled its purposes - to summarize problems, needs, and alternative solutions, and to present information and conclusions relative to the feasibility of a federally supported navigation season extension program. The environmental plan of action (EPOA) provides that if unacceptable environmental impacts are identified during any of the post authorization phases, that the program would be modified or if necessary a moratorium would be put in effect.

It is felt that finalization of the Survey Report should include, perhaps within the context of the revised draft environmental statement, an update of the coastal states' activities in the areas of waterways and harbors which may modify the potential for environmental impacts. Even since preparation of the interim report, March, 1976, significant developments have occurred in the Ohio coastal area which should be reflected in the environmental plan of action. At this time the Department foresees the potential for localized adverse environmental impacts depending on proposed structural measures and activities to be implemented in connection with an extended navigation season. 1

The recreational component of the Environmental Plan of Action has to date concentrated on the Sandusky Bay area in Ohio. While Sandusky Bay is and will be an important recreation area, attention must also be focused on other important year round outdoor recreation areas. The Ohio Department of Natural Resources is committed to the development and administration of park lands and outdoor recreation facilities at two major areas which should receive additional consideration in the Survey Study. The first area, Maumee Bay State Park, is located adjacent to Cedar Point National Wildlife Refuge in the vicinity of Toledo Harbor at the western end of Lake Erie. Recreational development at this park may be affected by an extended navigation season. Development along the shoreline will include an extensive beach area with shore protection structures to minimize erosion. Future studies will determine what offshore and shoreline structures may be needed. It is not known what 2

C-II-b-59

JAMES A. RHODES, Governor • ROBERT W. TEATER, Director • DONALD G. OLSON, Chief

1. Your comment has been noted and an update of coastal states' activities related to the Coastal Zone Management Program has been incorporated into Section IV of the Environmental Statement (Main Report). Any changes in the potential for impacts would be evaluated under the Adaptive Method.

2. A Bureau of Outdoor Recreation (now Heritage Conservation and Recreation Service) report for the Corps identified eight harbors in Ohio for study of potential effects: Ashtabula, Cleveland, Conneaut, Fairport, Huron, Lorain, Sandusky and Toledo. All but Sandusky were rated as "Study Sites with Insignificant Recreation Impacts," primarily due to poor ice coverage and, therefore, insignificant or non-existent ice recreation. However, the Phase I follow on recreational study will be scoped to include a consideration of points mentioned.

damaging effects of ice flows or pressure surges could occur at this recreation area. Also, ongoing winter activities such as skating, fishing, and ice sailing may be adversely affected. Another major recreational facility, Cleveland Lakefront State Park, is located both west and east of Cleveland Harbor at the mouth of the Cuyahoga River. This area receives extensive recreational utilization and many of same effects would occur here as in the Maumee Bay vicinity. Although these are the two major recreational areas specifically noted in this review, the Department notes that there are still other critical recreational lands located along the southern shoreline of Lake Erie and all should be considered when impacts are assessed. It is important that recent significant changes in existing and future recreation potential and changes in recreation use patterns be reflected in the Adaptive Method Plan of the proposed environmental program.

Regarding the general effects of shore erosion: The continuous opening of shipping lanes will undoubtedly lead to greater ice movement, faster ice breakup and more rapid melting. A primary concern is that greater movement may have a linear cause and effect relationship with increased shoreline and structural damage through collision. Of secondary importance, if more rapid breakup and decay of ice takes place, the shore may be more vulnerable to Spring storms and thus enhanced erosion. 3

Regarding potential impacts to fish and wildlife resources: The EPOA should assign high priority to site specific and systemwide studies which have implications for the Western Lake Erie region. The Western Basin, Maumee Bay, and Sandusky Bay are noted by a prolificacy of fish and waterfowl. Both commercial and sport fishing are extensive. 4

Regarding potential impacts of hazardous spills: Because of unique geological, physical and biological characteristics of specific Lake Erie areas, oil and hazardous chemical spills could be extremely damaging to the natural environment. The Survey Study should have attempted to identify any "critical hazard areas" where such spills could occur. 5

Regarding the assessment of socio-economic impacts: The 1970 socio-economic data (pg. 28, Main Report) are far out of date and should be supplemented with updated information. The occupational structure in the region has changed dramatically since the data were collected. The report, Stimulating the Economy of the Great Lakes States, by the Academy for Contemporary Problems, could supply valuable information and insight on the changing occupational structure. 6

An economic projection of Great Lakes cargo tonnages through a fifty year period in the Survey Study involves a multiplicity of variables which cannot really be evaluated effectively as presented in the Draft Main Report. Changing technology and competitive markets alone can dramatically alter cargo shipments. Assumptions must be carefully scrutinized in an economic model of this magnitude. 7

C-11-8-60

3. Greater ice movement, etc., was true only where a stable ice cover was not formed previous to or during maintenance of the navigation channel. A stable ice cover results in less movement, and slower ice breakup and melting.

4. The EPOA includes a comprehensive coverage of potential impacts. Priorities would be arrived at through the Adaptive Method and an integrated network tied in with the projected operations schedule of project activities.

5. Such sensitive areas would be identified under the EPOA studies. Further, the EPOA provides an opportunity to develop additional plans for protecting such areas.

6. The data used are the most current available. New data have been incorporated into Appendix H and D, the Social and Economic Appendixes, respectively. The study refereaced was considered regional in nature, working from a different set of baseline conditions not applicable to the system as a whole, and was, therefore, not used.

7. These projections of Great Lakes cargo tonnages are based on historical tonnage movements listed in the Waterborne Commerce of the U.S. publications from the past ten years. 1972 is addressed as the "typical tonnage movement year." We agree that there are a "multiplicity of variables" at this early planning stage of the project. However, the variables selected are considered sufficiently diagnostic to provide an estimate that is accurate within acceptable limits.

Specific Comments on Technical Appendices

1. Page C-I-60: It is not clear what criteria was used to determine predominant ice-related recreation. Cleveland Lakefront and Maumee Bay State Parks would definitely be important recreational lands.

2. Page C-II-20,21: Summary paragraph in the section has a portion missing.

3. Page C-II-39: This section should include a discussion of rare and endangered species which may be in the area. Emergent wetlands may be addressed here.

4. Page C-II-49: A more recent publication is now available than the one cited in the text from the Department entitled, "Ohio's Endangered Wild Animals," Publication 316 (R-1078).

5. Page C-IV-2: It should be noted that spawning areas will vary in location and change in time.

6. Page C-IV-53: The EPOA recommendations should be referenced in the section, Oil Spill Response Mechanism in the Great Lakes.

Commonwealth of Pennsylvania
GOVERNOR'S OFFICE
OFFICE OF THE BUDGET

Pennsylvania State Clearinghouse

P.O. BOX 1323 – HARRISBURG, PA. 17120 – (717) 787-8048
783-3133

May 11, 1979

Colonel Melvyn D. Remus
District Engineer
U.S. Army Engineer District, Detroit
P.O. Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

C-II-8-82

The Pennsylvania State Clearinghouse has received from your Office a copy of the Draft Survey Report, Draft Environmental Impact Statement and Appendices on the Great Lakes and St. Lawrence Seaway Navigation Season Extension Survey Study. This material has been transmitted to the Pennsylvania Department of Environmental Resources for their review.

Attached to this letter please find the comments of the Department. Please consider these the comments of the Commonwealth on this Report.

Sincerely,

Richard A. Heiss, Supervisor
Pennsylvania State Clearinghouse

RAH:ar

cc: File (2)

Attachment

COMMONWEALTH OF PENNSYLVANIA

RECEIVED
OFFICE OF
BUDGET
MAY 9 11 40 AM '79

DEPARTMENT OF ENVIRONMENTAL RESOURCES
POST OFFICE BOX 1467
HARRISBURG, PENNSYLVANIA 17120

The Secretary

April 30, 1979

SUBJECT: Review and Evaluation of PSCH No.: 5-79-03-005
Survey Study for Great Lakes
and St. Lawrence Seaway
Navigation Season Extension
Nationwide

TO: Richard Heiss, Supervisor
Pennsylvania State Clearinghouse

FROM: CLIFFORD L. JONES
Secretary of Environmental Resources

C-11-8-03

The Pennsylvania Department of Environmental Resources has reviewed the above mentioned draft environmental impact statement. The Department wishes to offer the following comments on this report.

In comparing the working draft of December 1978 with the most recent draft of March 1979, the Department notes several changes have been made. The most significant change was in the economic assessment of the project. The benefit-cost ratio has been significantly lowered from 4.05 to 3.32. On the benefits side, the long-range transportation rate savings have been slightly decreased, while on the costs side, additional St. Lawrence River dredging costs have been added and the Environmental Plan of Action (EPOA) costs have been increased substantially from $50,385,000 to $126,532,000. The U.S. Fish and Wildlife Service is to administer the EPOA. It is apparent that the U.S. Fish and Wildlife Service could not poesibly attempt a study of this size in-house. The Department's main concern is that the reputable environmental consultants in the Great Lakes States will be spread too thin to carry out the study. Perhaps the total cost of the EPOA can be adjusted somewhat to provide for a realistic gradual staffing period. 1 2

The Department is satisfied with the Survey Study in its present form. The Survey Study should be completed as expeditiously as possible.

1. The B/C ratio represents current calculations of costs and benefits. This ratio would continue to be refined as quantifiable costs change.

2. This is an estimated cost defining a level of effort to accomplish studies identified. As is described in the EPOA, the actual work would be accomplished by a combination of in-house effort, affected states, colleges and universities, and other contractors as required.

ST. LAWRENCE COUNTY ENVIRONMENTAL MANAGEMENT COUNCIL
Courthouse Canton, New York 13617
Telephone (315) 379-2281

May 18, 1979

Colonel Melvyn D. Remus
District Engineer
U.S. Army Engineer District
Box 1027
Detroit, Michigan 48231

Attn: NCEED-PB

Dear Colonel Remus:

Enclosed for your consideration are the St. Lawrence County Environmental Management Council's comments on the Draft "Survey Study for Great Lakes and St. Lawrence Seaway Navigation Season Extension."

Sincerely,

Anne W. Forsyth

Anne W. Forsyth
Executive Secretary

cc: Colonel Daniel Ludwig

C-11-8-74

Comments on the Draft
"Survey Study for Great Lakes and
St. Lawrence Navigation Season Extension"

by the

St. Lawrence County
Environmental Management Council
Courthouse
Canton, New York 13617

I. Summary

The report should recommend two-phase not full or single-phase authorization of season extension. Collection of baseline data, as proposed by the State of New York, and preparation and consideration of environmental assessments and thorough environmental impact statements should precede authorization of ice boom modifications and vessel transits on the St. Lawrence River as part of either a test (demonstration program) or season extension. The Adaptive Method and Environmental Plan of Action are inadequate. The Adaptive Method fails to "focus on the actual issues ripe for decision" at this stage of "environmental review." The Adaptive Method and Environmental Plan of Action do not address the environmental feasibility of winter navigation, which has never been shown, nor do they establish criteria for determining acceptability or unacceptability of environmental impacts. They do not provide for collection of baseline data against which to predict or measure system-wide impacts nor do they provide guarantees that the program will be halted if unacceptable impacts occur. The report should accurately reflect the lack of Canadian participation in season extension activities to date and the assessment that season extension to 9½ or 11 months will have costs far in excess of their benefits to Canada. Further planning should only be undertaken with the active participation of Canada. The cost/benefit ratio should reflect all costs. Federal funds should not be spent on uneconomic harbors. The proposed one-time compensation to property owners for shoreline erosion and property damage will not adequately compensate landowners. The report should accurately reflect the public opposition in New York to winter navigation.

The Feasibility Study should more thoroughly address alternatives to season extension and the real costs and benefits to the nation of extending the shipping season. The region benefitting from winter navigation should be more accurately defined. Lake Ontario and the St. Lawrence River are included in the area which will benefit from winter navigation, however, they will receive few benefits and will suffer high costs environmentally and economically. Opening the St. Lawrence River to winter navigation will change the port of delivery of international goods from eastern seaboard and gulf ports to mid-western ports. We question whether it is in the national interest to economically harm these ports and the railroad and trucking industries for the benefit of Great Lakes ports. The long range implications to the rail corridors in light of the future energy situation and the need for these corridors to be maintained are significant. The St. Lawrence River is a valuable natural asset, which supports a large tourist and recreation industry and production of hydroelectric power. A recommendation to alter the system should be made based only on a thorough presentation of the baseline conditions and impacts. This information does not now exist. The recommendation to extend the season should be deleted.

C-II-B-55

1. Requiring two-phase authorization is a Congressional prerogative. Such an authorization could result in two year gaps between authorization and appropriate environmental data collection and other efforts recommended.

2. See response #2 to NYSDEC.

3. See response #16 to USEPA.

4. The Adaptive Method and EPOA provide a logical means of determining environmental feasibility prior to construction and operation and include the additional measure of monitoring as a safeguard. Environmental feasibility cannot be shown until an authorization is provided which includes the necessary environmental studies. Currently, nothing has been found that would indicate a high probability that the project is environmentally infeasible. Mechanisms already exist within agencies for determining what is unacceptable.

5. The Adaptive Method and EPOA do provide for collection of baseline data against which to measure or predict system-wide impacts. The guarantees of halting the program if unacceptable impacts are predicted or occur is contained in the description of the Adaptive Method.

6. Canadian vessels have actively participated in the program, and a Canadian observer has sat with the Winter Navigation Board. Canada has taken no formal position on the program, and its active participation would be requested should the project be authorized. It should be noted, that gradual extension beyond the traditional closing dates has occurred on the Welland Canal and Lake Ontario-St. Lawrence River Section of the System. A study prepared by the St. Lawrence Seaway Authority of Canada (Navigation Season Extension Studies - Record of Conditions, St. Lawrence River and Great Lakes - Winter 1978-79) provides data on actual closing dates. This data indicate that actual closing dates on the Montreal-Lake Ontario section extended beyond December 15 in 10 of the last 13 years (1965-1978). From 1960-1978, the Welland Canal remained opened beyond the traditional closing date in 17 out of 18 years. Also, please refer to Section C-II-D for a discussion of the L.E.A. study by the President of the St. Lawrence Seaway Authority.

7. The B/C ratio does reflect all known and quantifiable costs. These costs are continually refined when new information is obtained.

8. Only those 24 harbors which have a positive B/C ratio are considered feasible for season extension. Six other harbors were included in the overall B/C analysis but are not considered economically justifiable at this time.

9. See response #2 to R. Elwood Veitch.

10. All letters of opposition have been included in Appendix C. Also, please see the Digest of Public Meetings, Appendix C.

II. Congressional Authorization

A. Single-Phase Authorization

We recommend against single-phase authorization of winter navigation which would include environmental studies, construction and implementation of navigation season extension and accomplishment of demonstration program activities on the St. Lawrence River.

B. Two-Phase Authorization

We urge that the Corps recommend two-phase authorization. If Congress wants to proceed with the concept of winter navigation after reviewing the Final Survey Study, the Great Lakes Basin Commission's economic study, the State of New York's study on impacts of winter navigation and the International Joint Commission's study on the effects of winter navigation on water quality, we recommend that Congress authorize only studies as the first phase. The purpose of the studies would be to determine the economic, environmental and social feasibility of winter navigation and to resolve many unanswered questions. After detailed studies are complete, authorization could be sought for the second phase, which would include all construction and implementation activities for season extension.

The following problems indicate why construction and implementation should not be authorized now and substantiate the need for two-phase authorization:

1. the failure of the Corps to show the environmental/economic feasibility of winter navigation
2. questions about significant environmental impacts of the proposed actions have been raised but not answered
3. the Fish and Wildlife Service's conclusion that winter navigation on the St. Lawrence River is environmentally unacceptable
4. the lack of an adequate oil spill contingency plan
5. the unresolved dispute between the New York State Power Authority and the St. Lawrence Seaway Development Corporation over levels and flows
6. the lack of Canadian participation
7. opposition of the State of New York, and
8. the absence of a mechanism for compensation for shoreline property damage.

C. Independent Environmental Studies

The environmental studies should be undertaken under the services of an independent agency.

C-11-96

11. The Feasibility Study does thoroughly address the alternatives. The B/C ratios are also discussed in the Main Report of the Survey Study and Appendix D. Intermodal impacts are addressed in Appendix D.

12. The region that benefits is the Great Lakes area and its 19 state hinterland. The specific regional economic impacts are given in Appendix D.

13. Studies on alternate modes of transportation are incorporated in Appendix D.

14. This is the reason why the EPOA and Adaptive Method are recommended.

15. The Environmental Plan of Action (EPOA) and Adaptive Method will insure that the program will not continue if there are unacceptable adverse impacts as a result of the program. The economic feasibility B/C ratio is calculated as prescribed by law. The environmental costs calculated in determining feasibility are based on the "worst possible conditions anticipated" and thus, are on the high side. See Appendix F. Congressional review is required annually for appropriations, thereby providing for "go" "no-go" congressional decisions. It would appear that there are adequate safeguards in the annual budgetary process.

16. The questions cannot be answered quantitatively without the recommended studies in the EPOA.

17. Deletion of the dredging on the St. Lawrence should eliminate some of the concerns which led to that determination.

18. A study entitled "Review and Evaluation of Existing Contingency Plans and Response Capabilities of Oil and Hazardous Substance Spills in the Great Lakes", Dan Falk, July 15, 1979, has been made. Results of this study have been incorporated into the document. The EPOA provides for continued improvement of spill response capability and reduction of risk.

19. The report "Winter Navigation Demonstration Program, Impacts on Levels and Flows of Lake Ontario and the St. Lawrence River", summarized in Appendix I, should clarify the status of this dispute. No final resolution is possible until vessel transit tests are conducted to compare the "real world" with results of modeling.

20. Formal participation would be requested if the project is authorized.

21. Because of the existence of annual Congressional review through the appropriation process, New York would have the opportunity to voice its concerns to Congress prior to "go" "no-go" decisions being made. This procedure, which is required under single phase authorization, and provides for annual Congressional reviews and decisions could well be considered adequate. However, a legislative Phase I is a Congressional prerogative.

D. Demonstration Program Activities.

Modification of ice booms and vessel transits should only by authorized after further study because accomplishment of a Demonstration Program will require resolution of many of the problems identified above. We only support consideration of Demonstration Program activities after completion of baseline studies, as recommended by New York State, adequate environmental assessments and a complete environmental impact statement. 24 25

III. Legal and Jurisdictional Issues Requiring Clarification

A. Liability for damage to shoreline structures and shoreline erosion.

The COE recommends one-time compensation to shoreline property owners. "Under this course of action, the Government could compensate riparian owners for damage suffered or soil lost on a one-time basis following a designated Extended Winter Navigation Season. Subsequently, both present owners and future buyers would be put on notice that expense of repair for further structure damage or erosion would be borne by the individual without government assistance." p. B-83

Inasmuch as there is no way to know how much shoreline damage may occur during the next 50 years of the program to any given piece of shoreline, this plan will be most unfair to many citizens who own riparian property. This plan will cover only one year's damage, leaving all the other years from now until 2040 without a compensation mechanism. 26

B. Conflicting claims of winter navigation and hydroelectric power production.

The winter navigation interests claim that legally navigation interests take precedence over power production. PASNY (Power Authority of the State of New York) claims alteration of the current ice boom system would alter river and lake levels and flows and thus reduce output of electricity. These issues must be settled before a commitment to winter navigation is made by Congress: 27 28

1. Determine the probable water level and flow situation under winter navigation. 29
2. Settle the legal precedence dispute. 30
3. If electrical output is likely to be reduced under winter navigation, we should decide whether energy supply is more or less important than winter use of the river for transportation. 31

C-II-B-67

22. See response #2 to R. Elwood Veitch. Also, refer to the legal Appendix - J. None of the eight above cited reasons is seen as being significantly aided by a two-phase authorization requirement. Mechanisms to resolve these issues prior to any permanent construction or operation have been built or described in the recommended plan.

23. The U.S. Fish and Wildlife Service is an independent agency and has undertaken the preliminary ecosystem studies approved by the Winter Navigation Board.

24. Modification of booms and vessel transit tests would only be undertaken after the necessary baseline data had been obtained and environmental impacts determined. The issue of levels and flows can only be resolved by the findings of such a test.

25. This is what is recommended under the EPOA and Adaptive Method.

26. See response #2 to R. Elwood Veitch.

27. Please review Appendix J for discussion of legal and liability aspects.

28. Effective ice control could increase potential electricity output. Please see Appendix I for discussion of potential benefits and losses to power interests.

29. The range of expected impacts are discussed in Appendix I.

30. This dispute may require resolution by legislation or judicial process.

31. Electrical output is not likely to be significantly reduced. Please review the information in Appendix I for potential benefits and losses to power.

C. The Canadian role in winter navigation

It is agreed that Canadian participation is necessary for extended navigation on the St. Lawrence Seaway and that to date Canada has observed winter navigation activities without any formal commitment to them. (17-18, 166). The Canadians should participate equally in developing plans. Formal agreement should occur now; otherwise we should assume Canada is not interested in pursuing the subject at present.

What is the view of the Canadian government about implementing season extension? The LBA study for the SLSA concludes winter navigation will not benefit Canada. The SLSA engineer at Sault Ste. Marie questions the technical feasibility as well as the wisdom of navigation in winter (H-78). P. Normandeau, President of SLSA, in contrast, indicates his support of at least a 9½ month season. To what extent do these people reflect government attitudes?]32

The Survey Study should more honestly and completely describe the Canadian role to date.]33

32. No official statement has been issued by the Canadian Government concerning winter navigation. Actual closing date information on the Welland Canal and Lake Ontario-St. Lawrence Section of the System demonstrates that gradual extension beyond the traditional season has occurred, indicating Canadian interest in pursuing an extended navigation season. (Navigation Season Extension Studies - Record of Conditions - St. Lawrence River and Great Lakes, Winter 1978-79, by the St. Lawrence Seaway Authority of Canada, 1979). Also, please refer to Section C-II-D for a discussion of the L.B.A. study by the President of the St. Lawrence Seaway Authority.

33. Canadian involvement to date has been described in a number of places in the report. Obviously, navigation through the St. Lawrence without Canadian participation is impossible.

D. The role of the International Joint Commission (IJC)

In the words of the feasibility study:

"The Treaty of 1909 between Canada and the United States created the International Joint Commission with jurisdiction over all matters related to the use or obstruction or diversion of waters of the Great Lakes which affect the use of these boundary waters by the other nation. This extended navigation season survey study has identified some impacts. Thus, it appears it would be necessary to obtain IJC approval to fully implement an extended navigation program or, alternatively, to obtain a separate agreement between the two countries." A-125.

When will IJC approval be sought?]34

34. This action will be decided by the Government of the United States, likely through the Department of State, when it feels it is propitious to do so.

C-II-B-68

IV. Institutional Framework

A. Joint Board (options 1,2,3)

The Corps proposes a Joint Board to plan, coordinate and accomplish season extension following authorization. All three options have biased membership on the voting board just like the Winter Navigation Board. None of the options includes New York as a voting member.

B. Recommendation

Any planning and negotiations involving Lake Ontario and the St. Lawrence River should have as voting members representatives of New York State and the Province of Ontario.]35

35. The proposed structure of a joint board which would oversee project development is described in the Main Report.

V. Environment

A. Water Resources Council Principles and Standards

Under the Water Resources Council Principles and Standards of 1973 and 1978, the Corps is required to include in their planning process several alternatives, a "no action" plan, a National Economic Development Plan (NED) and an Environmental Quality Plan (EQ).

At present, the Extended Navigation Season Plan is the NED Plan and the Fixed Navigation Season Plan is the EQ Plan. However, through the Adaptive Method and Environmental Plan of Action, the Corps would like to claim that the Extended Navigation Season could be the EQ Plan. This suggests that winter navigation would contribute to the "preservation, maintenance restoration, or enhancement of the environmental quality of the Great Lakes-St. Lawrence Seaway System " (p. 56), or that winter navigation, as the EQ plan, would at least contribute to the status quo of the environmental quality of the Great Lakes-St. Lawrence Seaway, if not actually enhance it. 36

The environmental impacts which would be associated with physical modification for winter navigation and with vessel passages in ice and oil spills preclude the extended season alternative from ever being acceptable as the EQ Plan.

36. Those impacts, noted as possible, may or may not occur. The opportunity exists in the EPOA to improve oil spill cleanup technology, contingency plans, and equipment. Other opportunities for environmental enhancement may be identified under the EPOA and Adaptive Method. The intent is to develop an EQ plan in this manner.

B. Environmental Acceptability

The Survey Study concludes that "Evidence, to date, indicates that season extension can be accomplished in an environmentally acceptable manner." More accurate conclusions are the following:

1. The environmental feasibility of winter navigation has never been shown.

2. The New York State Assessment raises questions about the enviro mental feasibility of winter navigation.

3. The Environmental Plan of Action (EPOA) fails to address the system-wide environmental feasibility of winter navigation.

C-II-5-69

C Fish and Wildlife Service Report

The Survey Study Main Report fails to adequately represent the conclusions of the Fish and Wildlife Service Coordination Act Report. "There is a concern with maintaining the St. Lawrence River as a high-quality ecosystem under Extended Season Program." (Main Report, 69).

The Coordination Act Report in fact states: "We recommend that the Winter Navigation Season Extension Project for the St. Lawrence River, as currently proposed, not be authorized for construction and operation." (Coordination Act Report Recommendation, cited in the Environmental Statement IX-73). 37

37. Discussion on the recommendations in the F&WS Coordination Act Report have been rewritten. Please also see the detailed discussion in Appendix C, Section II-C.

We recommend that the Main Report be rewritten to accurately reflect the recommendation in the Coordination Act Report. 37

D. The Adaptive Method

The Corps justifies the adaptive method as being consistent with tiering as prescribed by NEPA regulations.

The CEQ regulations state: "Agencies are encouraged to tier their environmental impact statements to eliminate repetitive discussion of the same issues and to focus on the actual issues ripe for decision at each level of environmental review." (Section 1502.20)

We object to the adaptive method because it does not address the large issue, the overall feasibility of winter navigation, which is the issue ripe for decision prior to authorization.

The Corps concludes that "for the level of detail available for this Survey Study, the Programmatic EIS is considered by the COE as an adequate procedure." (Appendix D, p. 19). 38

We disagree. The Corps is recommending that Congress authorize navigation season extension to 12 months on the upper Great Lakes and 11 months on the St. Lawrence River. We find the Programmatic EIS totally inadequate. The EIS inadequately deals with the impacts which would result from the operational measures necessary to achieve 11 month navigation season. It also fails to adequately summarize the findings of the New York State DEC Assessment and to clearly acknowledge that the environmental feasibility of winter navigation has not been shown and that the evidence from the Demonstration Program applies only to the Upper Lakes.

We recommend that the EIS be rewritten to acknowledge the above and that the Survey Study be rewritten to state that the "COE concludes that the level of detail available for this Survey Study is considered an inadequate basis for the Corps to recommend authorization of navigation season extension."

The Adaptive Method assumes that mechanisms are available to reverse environmental effects. "Should it become necessary during the monitoring and evaluation period, mechanisms are available under which post authorization changes could be initiated to either mitigate or ameliorate adverse project effects, or return the area to 'without project' status, if required." (Main Report, p. 67).

We do not believe that it is politically realistic that a project is likely to be halted after large expenditures have been made on the project. Also not all system modifications once installed could be modified (i.e. dredging).

E. EPOA

The EPOA fails to establish criteria for determining acceptability/unacceptability and desirability/undesirability of adverse environmental impacts. 39

38. The level of detail available for this Survey Study is considered adequate to allow the Congress to decide if the recommended studies should be undertaken. Additional studies and reaffirmation of plans is required in post authorization studies for all Corps projects.

39. The mechanism is described in the EPOA.

C-11-8-70

The Corps has consistently stated that adequate baseline data does not exist and yet the proposals for system-wide studies are primarily for collecting already existing data.

The EPOA fails to establish a mechanism for assessing system-wide impacts.

The EPOA mentions studies which are in progress. Summaries of all these studies including the time period of data collection and study conclusions and recommendations should be included in the EPOA. 39

F. Oil Spills

Need we fear an oil or hazardous substance spill? Are contingency plans adequate? "The U.S. Coast Guard has repeatedly stated that it considers adequate mechanisms are already in existence to handle oil spills and hazardous substance spills in the Great Lakes, winter or summer." p. 97

The Fish and Wildlife report does not agree that the present plan is adequate. It suggests oil should not be shipped in winter until an adequate plan is developed which "should include the strategic storage of effective containment and cleanup materials, shorter response times for the National and Regional Response Teams, and the training of local personnel in containment techniques." pp. IX 8-9

Evidence of the inadequacy of response to a spill comes from Appendix C in the scenario of a 10,000 gallon spill on the St. Mary's River in February.

i) Land-based recovery of oil is not possible, they say

ii) In order to recover most of the oil, it would be necessary to use a special vessel which does not exist.

iii) The scenario assumes the oil is contained by the ice. If a spill occurred in a season of non-fast ice, oil would travel farther in the river and thus be harder to recover and also presumably do more damage to the environment.

iv) In the scenario, oil recovery equipment under icebreaker escort requires 5-7 days travel time from Chicago to the St. Mary's River. Since the oil could cover a tremendous area and do enormous harm in that time, such a slow response is unacceptable.

v) A recent survey shows that much development of cold regions oil response capability is needed. p. C-IV-10

The Coast Guard recorded 12,655 pollution incidents in 1976 in or around U.S. waters, of which 973 occurred on the Great Lakes and accounted for 25.9% (33,851,830 gallons) of the total volume of oil and hazardous materials spilt. (p. C-IV-6). Thus there is ample reason to be concerned about the risk of harm to the environment and to demand the best possible contingency plans. 40

40. Oil or hazardous substance spills are a potential threat. Discussion of the adequacy of the contingency plans is found in Appendix F. The EPOA and subsequent action provide an opportunity to improve the total response capability.

C-11-8-71

VI. Economics

A. Cost/Benefit Ratio

No special funding is allowed for Coast Guard costs incurred by winter-time vessel speed control and enforcement, implementation of special safety and survival requirements, establishing vessel operating and design criteria, search and rescue, overseeing the oil and hazardous substance contingency plan, or enforcing vessel waste discharge requirements.

Nothing is allowed for the costs of environmental damages, since it is said a dollar value cannot be placed on environmental factors. Nonetheless it is safe to assume costs will occur in this area over the years.

If a method of compensating riparian property owners is put into effect, this will increase the cost of winter navigation substantially.

The cost/benefit ratio should be revised to include these costs. 41

B. Uneconomic harbors

Table 5, p. 136 shows the harbors with a benefit-cost ratio of less than 1.0 are Ashland, Wisconsin (.60), Ludington, Michigan (.02), Saginaw, Michigan (.02), Alpena, Michigan (.18), Calcite, Michigan (.13), and Muskegon, Michigan (.21). These harbors fail to meet the Corps' own economic criterion that "each separable unit of improvement should provide dollar benefits at least equal to its cost." (Main Report, p. 42)

The plan should recommend that Federal funds not be spent on ice booms for these "economically unjustified" harbors. 42

C-II-B-72

VII. Public Opinion

A. The Role of Public Opinion

The Corps stresses the significance of public involvement in the planning process. "Public involvement is key to the development of acceptable and implementable plans." (Appendix G p. 1)

B. The Corps' Assessment of Public Opinion

The Corps claims that because of the potential economic benefits of winter navigation, "the majority of Federal and non-Federal interests support efforts to extend the navigation season to provide for year-round shipping. However, most would support the program only as long as citizens, environment, and shores are protected." (Main Report p. 13)

The report states "The main opposition is expressed by individuals and organizations who feel only large companies will reap the benefits, while the individual taxpayer will be paying for the navigation season extension, not only in monetary values but in depletion of natural resources, shore damages, and environmental impacts." (Main Report p. 13)

41. The B/C ratio accurately reflects the current quantifiable costs and benefits. However, there is continual refinement of the B/C ratio as new information is obtained.

42. Harbors which do not have a positive B/C ratio have been left in the study to illustrate what has been considered.
Please refer to Appendix D for a discussion of economically unjustified harbors from a Federal investment viewpoint.

C. Was Public Opinion Accurately Assessed?

The report fails to summarize the current opinions of Federal and non-Federal interests and of individuals. Most of the opinions presented in Appendix A (A-125 - A-148) are copied from the 1976 Interim Feasibility Study. This section should be revised to include summaries of all current views received to date. These views should be added to Appendix G where they more appropriately belong. Public input is not part of the "Problem Identification." Appendix G should be retitled "Public Input, Involvement and Coordination." 43

The Corps does not identify who encompasses the "majority of Federal and non-Federal interests." 44

The Corps does not identify how this "majority's" view was assessed.

The Corps does not tell the reader how the various viewpoints of the public are weighted against each other. 45

1. How is the viewpoint of a group such as Save the River Committee used in comparison to that of a large corporation such as U.S. Steel? 46

2. How are the opinions of individuals used in comparison to those of the Federal and non-Federal interests? 47

D. Public Opinion in New York

Public opinion of New York residents does not appear to have been considered in development of the plan. It is unclear what group of people along the St. Lawrence River favors winter navigation other than employees of the St. Lawrence Seaway Development Corporation, U.S. Department of Transportation. 48

The following individuals and groups have expressed their opposition to extended navigation as proposed on the St. Lawrence River:

1. Govanor Carey
2. New York State Department of Environmental Conservation
3. New York State Power Authority
4. St. Lawrence County Board of Legislators
5. St. Lawrence County Environmental Management Council
6. Save the River Committee and its numerous members

E. Pertinent Correspondence

Appendix G includes "copies of letters and statements received since July 1978, pertaining to the survey and demonstration portions of the navigation season extension program ... Review comments on the July 1978 Preliminary Draft Survey Study Report and Environmental Statement are also contained herein."

C-11-8-77

43. The recommended changes have been made.

44. This statement has been clarified.

45. The varied viewpoints are presented in this reports. Each is given the weight it is felt due. We recommend what we believe to be in the best national interest after considering all views received.

46. Each is given the weight it is due. Each opinion is also presented in the report.

47. All are considered.

48. The public and official opinions have been considered and are discussed in the report. The recommendations in this report are based on the total national interest. It is up to the Congress to decide if the benefits to the nation, particularly in the remaining Great Lakes Basin States, outweigh objections and possible losses to New York.

There are serious omissions in this section. We request that you include the following:

1. resolution adopted by the St. Lawrence County Board of Legislators, September 11, 1978

2. letter from the St. Lawrence County Environmental Management Council on the "Final Environmental Statement: FY 79 Navigation Season Extension Demonstration Program."

49

F. Final Demonstration Program Report

We recommend that the Corps add public opinion as a topic under Obstacles (Appendix K, Preliminary Draft Outline - III Obstacles)

50

51

We recommend that the Final Report include pertinent correspondence and statements from the file for permit application 78-872-16, the Seaway Development Corporation's application for a permit to install additional ice booms and ice stabilization structures in the St. Lawrence River for the Demonstration Program.

52

VIII. Prior and On-going Studies and Reports

This section (Appendix A, pp. 149-158) has not been up-dated since July 1978. Two significant volumes have been published since July 1978. They are Environmental Assessment: FY 1979 Winter Navigation Demonstration on the St. Lawrence River and The Seaway in Winter: A Benefit-Cost Study. We request that summaries of these two volumes be included in Appendix A. For your assistance we are providing summaries.

53

C-II-8-14

30. Environmental Assessment: FY 79 Winter Navigation Demonstration on the St. Lawrence River. The Assessment was prepared by the New York State Department of Environmental Conservation in conjunction with the State University of New York, College of Environmental Science and Forestry and was funded by the Winter Navigation Demonstration Program. The study was based on 15 technical studies of the biological, cultural and physical characteristics of the river. Sampling was taken in the proposed Demonstration Corridor and two baseline sites upstream and downstream in the river. The study concluded that boom modification and ship passage schedule of any kind would result in disruption of significant habitat, increased likelihood of damaging effects due to ship-generated wave action, and disturbance of bottom sediments associated with the placement of new boom anchors. Assessment of the significance of the losses would require ecosystem-wide baseline data.

31. The Seaway in Winter: A Benefit-Cost Study, October 1978. This study, prepared by U.B.A. Consulting Partners Limited for the St. Lawrence Seaway Authority, Canada, analyzes the costs and benefits to Canada of firming up the current 8½ month season to allow 24-hour-a-day navigation, extending the season to 9½ months, and extending the season to 11 months. The study analyzed traffic forecasts from the present to the year 2010 and considered benefits and costs from a nation-wide perspective. It concludes that season extension to 9½ or 11 months will have costs far in excess of their benefits. To determine if firming up the 8½ month season is economically feasible will require analysis of additional costs not considered in this study.

54

49. This has been included in Appendix C.

50. This has been included in Appendix C.

51. The section on obstacles was intended to discuss physical and legal problems. Public Opinion is presented in the section on Unresolved Issues and Public Involvement.

52. In an effort to present the public concerns on the recommended St. Lawrence River demonstrated Program for the winter of 1978-79, of which this permit application was a part, comments received on the Environmental Impact Statement for that Demonstration Project have been included in Appendix C, Section II-F, of this report.

53. The Environmental Assessment: FY 1979 Winter Navigation Demonstration on the St. Lawrence River has been circulated separately to all known interested parties, was circulated with the Environmental Impact Statement for the FY 1979 Demonstration Program, and is mentioned in this report in a reference list, along with other outside studies, in Appendix L.

54. Please refer to Section C-II-D for a discussion by the President of the St. Lawrence Seaway Authority indicating that the Authority could not fully accept the conclusions of the U.B.A. study, based upon questions as to true costs and benefits.

ST. LAWRENCE-EASTERN ONTARIO COMMISSION
317 WASHINGTON ST., WATERTOWN, N. Y. 13601
PHONE (315) 782-3100
EXTENSION 263-4

ERNEST J. LA BAFF, Chairman WILLIAM E. TYSON, Executive Director

May 18, 1979

Col. Melvin Remus
U.S. Army Corps of Engineers
P. O. Box 1027
Detroit, Mich. 48231

Dear Col. Remus:

Attached is a copy of a statement setting forth the Commission's position regarding the Great Lakes and St. Lawrence Seaway Navigation Season Extension. Please incorporate it in the record for that project.

Thank you for forwarding the Survey Report for our review.

Sincerely,

Ernest J. LaBaff

Ernest J. LaBaff
Chairman

es

cc Col. Ludwig, Buffalo

Attachment

C-II-B-75

ST. LAWRENCE-EASTERN ONTARIO COMMISSION
317 WASHINGTON ST., WATERTOWN, N. Y. 13601
PHONE (315) 782-0100
EXTENSION 263-4

ERNEST J. LABAFF, Chairman WILLIAM E. TYSON, Executive Director

Statement Regarding Great Lakes and
St. Lawrence Seaway Navigation Season Extension

May 14, 1979

Efforts to determine the feasibility of season extension have formally been underway for about eight years. These efforts are summarized in a Survey Report (draft) dated March 1979 prepared by the U.S. Army Corps of Engineers, Detroit District. Based upon the information in this Survey Report, active participation in the development of an environmental plan of action, preparation of a regional coastal resources program, findings reported by other agencies and extensive efforts by Commission staff to review and assess all pertinent information, it is evident that questions, serious enough in nature, exist that the Commission cannot support the season extension program as formulated.

Four major areas of concern prevail that prohibit active support of the program. They are summarized below.

1) Adaptive Method Approach - This method, although innovative, does not allow a determination of environmental feasibility prior to project authorization. With this type of approach, we are concerned that after a project is initiated it would be difficult if not impossible to impartially assess the severity of impacts. If hundreds of millions of dollars had already been expended, it would be most difficult to terminate the project if an impact occurred that could not be satisfactorily mitigated through project modification.

C-11-5-76

1. Noted project authorization would provide for the Adaptive Method to predict environmental feasibility prior to project construction or operation, when environmentally acceptable design/mitigative-measures are used. See Appendix F for further explanation of this method.

2) Economic Impact - The benefit-cost ratio for the project is estimated to be 3.32. From a national perspective this is a feasible project. However, from a more regional perspective little, if any, economic benefit is to be experienced in northern New York State. Neither the port of Oswego nor Ogdensburg is to be operated for commercial traffic during an extended season. Thus, with no economic benefit and concern for negative impacts on the environment and power production, there is reason for concern from a regional perspective. 2

This concern stems from the fact that the economy of the area depends upon both the continued productivity of the natural resource base which supports the tourism/recreation sector of the economy and the relatively inexpensive hydro power produced at the Moses-Saunders Power Dam which supports the major industrial complex in the Massena area.

C-11-8-17

3) Impact on Levels and Flows - Through extensive modeling efforts the impacts of an extended navigation season have been identified. On the St. Lawrence River the impacts would be reflected in terms of maintaining low water datum (to ensure adequate draft for vessels) and changes in ice roughness and thickness. To mitigate these impacts would require St. Lawrence River dredging, improved ice control in the River or a change in the regulation plan for Lake Ontario. 3

The Winter Navigation Board in Jan. 1979 identified the question of impacts on levels and flows in the St. Lawrence River as a major concern to be addressed with the objective of resolving existing disagreements in the expected impacts. At present, to the best of our knowledge this issue has not been resolved.

2. The State of New York may in fact receive regional disbenefits. However, the Corps must make its recommendations based on the National interest. New York's objections are noted in this report.

3. At this time, no change in the Lake Ontario regulation plan is expected. Dredging on a limited basis could be required by an 11-month season, but is not proposed for the 10-month season recommended for the St. Lawrence.

The reason for concern here relates to the negative impact that any changes in levels and flows would have on power production and the environmental resources along the St. Lawrence River.

4) Environmental Impact - The Winter Navigation Board identified questions regarding the environmental impacts of the demonstration program as being serious enough to merit concern. These same questions apply to the entire season extension program. However, the tone and philosophy of the Survey Report appears to be that there are no significant negative impacts that have been identified or are expected that can not be mitigated. In light of questions regarding the impacts on levels and flows and their subsequent environmental impacts, the tone and philosophy of the Survey Report is reason for major concern.

From a New York State perspective the definition of significant may be and most likely is different than that of the Corps of Engineers. For example the dredging of 10 miles of the St. Lawrence River may not be significant in the context of the entire Great Lakes - St. Lawrence system. However, in the context of the New York State portion of the St. Lawrence River, it is a significant action.

Due to these concerns, the Commission:

1) is opposed to the recommendations set forth in the Survey Report regarding the St. Lawrence River - Lake Ontario portion of the system.

2) believes environmental feasibility must be determined prior to project authorization. The adaptive method does not require this and thus appears to be contrary to the intent of the National Environmental Policy Act.

3) supports an international effort to acquire the data necessary to determine the environmental feasibility of the project as well as other projects that may be proposed for the St. Lawrence River - Lake Ontario portion of the system.

Thus in summary, in light of the above listed concerns, the lack of positive economic impacts, and the potential for both negative economic and environmental impacts, the Commission strongly recommends that the program for the St. Lawrence River - Lake Ontario portion as recommended by the Detroit District of the U.S. Army Corps of Engineers in the Survey Report (draft) should not be approved by Congress unless or until the identified concerns are resolved in a manner acceptable to national, state and local interests.

STATE CLEARINGHOUSE
30 EAST BROAD STREET • 39TH FLOOR • COLUMBUS, OHIO 43215 • 614 / 466-7461

June 4, 1979

Mr. Phil Archearof
U.S. Army Corps of Engineers
Detroit District Office
Detroit, Michigan

RE: Review of Environmental Impact Statement/Assessment
Title: Survey Study for Great Lakes and St. Lawrence Seaway Navigation Season Extension. Environmental Statement, Surrounding Counties of Lake Erie
SAI Number: 35-422-0021

Dear Mr. Archearof:

The State Clearinghouse coordinated the review of the above referenced environmental impact statement/assessment.

This environmental report was reviewed by all interested State agencies. After completion of this review, these State agencies have determined that no adverse environmental effect will occur from the proposed activity. However, comments from the Ohio Department of Natural Resources have been sent directly to the Corps of Engineers, and should also be taken into consideration.

Thank you for the opportunity to review this statement/assessment.

Sincerely,

Judith Y. Brachman
Judith Y. Brachman
Administering Officer

JYB:fm

cc: DNR, Mike Colvin
EPA, Gene Wright

C-1-5-80

TOWN of WADDINGTON
WADDINGTON, N.Y. 13694
Telephone 388 5629

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TOWN ATTORNEY
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DEVELOPMENT ADMINISTRATOR
JAMES CONDLIN

SECRETARY & BOOKKEEPER
SANDRA R WRIGHT

May 16, 1979

Colonel Melvyn D. Zemus
U.S. Army Engineer District, Detroit
ATTN: NCE-PB
Box 1027
Detroit, Michigan 48231

Dear Sir:

Members of the Town of Waddington Planning Board/Conservation Advisory Council were unable to attend the public meeting regarding The Great Lakes and St. Lawrence Seaway Navigation Season Extension Program Draft Survey Study, held May 9th in Massena, N.Y. as it was a regularly scheduled meeting night.

The Board is extremely worried about the offects of winter navigation on Waddington. According to studies, dredging would take place in the Iroquois-Ogden Island section of the St. Lawrence River, 34.5 million cubic yards of spoils would be deposited on the island, fisheries would be destroyed, water quality lowered, and the beauty of the island marred. It is felt that this area should not be sacrificed in order that shipping companies could profit.

Winter navigation for the St. Lawrence River should not be authorized for construction and operation.

Yours truly,

Winifred Veitch

Winifred Veitch, Chairperson
Town of Waddington Planning Bd/CAC

C-11-8-81

1. See response #3 to R. Elwood Veitch. Dredging is not considered necessary for the 10-month season recommended in this report, but could be necessary for an 11-month season, should that ever be authorized.

STATE OF WISCONSIN
OFFICE OF THE GOVERNOR
STATE CAPITOL
MADISON, 53702

LEE SHERMAN DREYFUS

Telephone Number
(608) 266-1212

July 26, 1979

Colonel Melvyn E. Remus
District Engineer, Detroit District
U.S. Army Corps of Engineers
Box 1027
Detroit, MI 48231

Dear Colonel Remus:

Thank you for the opportunity for the State of Wisconsin to review and comment on the Draft Survey Report for the Great Lakes and St. Lawrence Seaway Year-Round Navigation Season. This letter represents the staff input of several state agencies. However, individual agencies may wish to expand upon or clarify their viewpoints at some time in the future.

It should be emphasized that this position and the staff report relate to the Survey Report recommendation of a year-round navigation season. It does not put forth a position on a four to six-week season to January 31. This subject appears to warrant some consideration. Thus, it will be covered in another letter to be prepared shortly. 1

The State of Wisconsin supports the concept of efficient utilization of Great Lakes shipping opportunities and the resulting local economic benefits and energy savings. Although we support the concept, I am unable to endorse authorization for the Corps to proceed at this time because of an abundance of questions that remain unanswered about the impact of the project on Wisconsin. Please see the enclosed state agency staff report regarding the material you had sent to us. 2

It is recognized that considerable time and effort have been spent in developing the Environmental Plan of Action, the survey report and the demonstration program. The rush to gain Congressional authorization for year-round navigation is being done without taking a complete look at the environmental, economic and transportation aspects of winter navigation. These factors lead us to ask the question why is this being done so rapidly?

A start should be made toward developing environmental studies, particularly in the area of water quality, which are not well-defined in the Environmental Plan of Action. Winter navigation could then be considered in the development of the National Transportation Policy as well as a National Water Resources 3

C-11-82

1. This is noted.

2. This report represents the culmination of nine years of study by many different states and agencies. The cost, $126 million, needed to complete the necessary environmental studies should be reviewed by Congress prior to undertaking such a commitment. Also, information should be presented to the Congress which indicates a reasonable expectation of a net National benefit if the program is authorized. This report is being forwarded at this time to provide the Congress the information necessary to make an informed decision on whether or not to proceed with a major commitment.

3. Whenever Season Extension is considered, it is felt it will become part of the ever evolving National Transportation Policy and National Water Resources Policy. While some environmental studies have been started, the majority should await Congressional approval for the reasons stated in the preceeding response.

Policy. Public review could insure that the economic advantages and disadvantages of winter navigation be carefully considered. If winter navigation were handled in a 2-phase operation, the first being further detailed feasibility investigations and the second action programs, we feel we will be headed on a more reasonable course.

In summary, despite the voluminous documents which were provided, the information contained therein is sketchy and incomplete. This letter highlights the major problem areas. It would be premature for me as Governor of Wisconsin to approve this project and its subsequent Congressional authorization at this time. However, we share the same objectives. I would be happy to make the appropriate staff available to you in order to assess this project further.

Sincerely,

Lee Sherman Dreyfus
GOVERNOR

ljh

Enclosure

cc: Kurt Bauer - Southeast Wisconsin Regional Planning Commission
Ralph Bergman - Bay Lakes Regional Planning Commission
Robert Brunner - Department of Business Development
Anthony S. Earl - Department of Natural Resources
Mike Early - Division of Emergency Government
Richard Erney - State Historical Society
Roy F. Hoffman - Milwaukee Harbor Commission
Lowell Jackson - Department of Transportation
Kenneth Lindner - Department of Administration
James McCarville - Superior Harbor Commission
Lewis Mittness - Public Service Commission
Mark Mueller - Northwest Wisconsin Regional Planning Commission
John Powers - Metropolitan Interstate Committee
Gary Rhode - Department of Agriculture
Robert Rogatzke - Sea Grant Program, U.W.
John Seefeldt - Green Bay Harbor Commission
Congressional Delegation

C-11-83

4. Public review is part of the proposal, as required by NEPA and Corps regulations. A two-phase operation (not to be confused with two phase authorization) is proposed in the Adaptive Method (and is required by Corps regulations). The difference between two-phase operation and two phase authorization is the level of Congressional review required before actual construction or authorization can begin. Two phase authorization has the added disadvantage of providing a two-year or longer gap in the study process, including environmental studies, which would result in increased cost as the study must go back to Congress for both authorization and appropriation (with its normal two year gap). One-phase authorization has its annual budget procedure as a safeguard. In any case, two-phase authorization is a Congressional prerogative.

Department of Business Development
Department of Natural Resources
Division of Emergency Government
State Historical Society
Department of Transportation
Department of Administration
Department of Agriculture
UW-Madison, Sea Grant Program

Staff Report on

The Survey Study for Great Lakes and
St. Lawrence Seaway Navigation Season Extension

ECONOMIC

The Great Lakes Basin Commission at the request of the State of Michigan has analyzed the question of the economics of winter navigation. Their report questions the Corps of Engineers' methodology and results for estimating the costs and benefits of winter navigation. We agree with these concerns and feel they should be examined and satisfactorily answered in order to resolve the important question of whether winter navigation is economically justifiable. If these questions are not answered, criticisms from both the public and private sectors will continue to be levelled at the Corps of Engineers' rationale for supporting the project. 5

The Survey Report has been prepared without fully acknowledging the President's proposed water resource policy where states will be required to pay a share of the projects benefitting them. The present figure being discussed is 5 to 10 percent of the cost of the project. If the State of Wisconsin would support the winter navigation program, it must be prepared to pay its share of the project. How will this share be determined, and what items actually constitute the project cost (i.e., the construction phases which will not be done in Wisconsin waters, the environmental studies, ice breaking and other measures necessary to provide for winter navigation)? This policy issue must be clarified so the states will be aware of their financial responsibilities under the program. This will be an important factor leading to a decision to support or oppose the winter navigation effort. Wisconsin does not have any state port development programs for which this share could be generated. Furthermore, most port communities have not budgeted or expended dollars on commercial water transportation projects. Yet, according to the proposed plan, these financial contributions would be required. Depending on how funds are raised and spent outside of harbor areas, there could be constitutional questions because of the state's ban on internal works of improvement (Article 8, Section 10, Wisconsin Constitution). 6

On page 8-173 of Volume I of the Technical Appendix, it is stated "It is assumed that Canada would pay 50 percent of the International Section of the St. Lawrence River and 100 percent within its own territorial

C-11-8-84

5. The economic report of the Great Lakes Basin Commission has been reviewed. Questions and concerns raised by the report are addressed in Appendix D and adjustments made where appropriate. For example, based on the information provided by this report, some stockpiling benefits were adjusted.

6. The President's proposed water resource policy is before Congress at this time and has not been enacted into law. Therefore, questions raised regarding cost-sharing by states, means of apportionment and specific items cannot be addressed at this time. Other questions raised, regarding state ports, financial problems and the ban on internal works of improvement can only be answered by the State. These problems would be addressed at a later time as they impinge on site specific requirements as specific proposals are detailed.

boundaries." The utility of an extended season is predicated on a partnership of the federal interest with non-federal interests and the Canadians. At this time, no commitment has been made by either the non-federal interest or the Canadians to actually support this effort. Tax dollars should not be devoted to a long-term obligation without first knowing the extent of the commitment, the amount of benefit to the state and the impact of the resultant action upon the state. The term non-federal interest needs to be defined and agreements negotiated before Congress commits to the project and the one billion dollar appropriation. 7

A fine reading of the Survey Report shows economic inconsistencies. As an example, on page 134 of the Main Report and Table 12 of Appendix E (page E-56), reference is made to a benefit/cost ratio of 1.18 at Green Bay. The only benefit appears to be a reduction of stockpiling in the harbor (Table 10 on page E-51). However, the July 21, 1978 Preliminary Draft Main Report shows a benefit/cost ratio of only 0.08 (page 117, Table 5). A detailed explanation and justification should be provided on why the benefits raised so high in less than one year's time. The same question is true of Port Washington. In July 1973, it had a benefit/cost ratio of 0.67. By March 1979, the benefit/cost ratio had leaped to 3.46. There is some question whether any benefits should be claimed for winter navigation at Port Washington at all since it is naturally open in the winter. 8

We doubt if winter navigation would cause a reduction of stockpiling at Green Bay as implied in paragraph 3.10 of the Environmental Impact Statement. A power company, a paper mill and a coal dealer presently maintain stockpiles of coal. We believe these companies would continue to maintain stockpiles as hedges against strikes, interruptions of delivery and inflation because of their dependency on coal. In addition, we question the implication that shipping western coal to Green Bay via Superior is cheaper than direct unit trains to Green Bay. Green Bay Harbor authorities are discussing the possibility of developing blending-transshipment facilities using western coal shipped in by rail. 9

C-11-B-85

TRANSPORTATION

It appears a strong relationship exists between winter navigation and the Harbor Deepening and Channel Straightening Project. However, no mention is made of this relationship in the Survey Report, and no analysis of their respective environmental effects is included in the Environmental Impact Statement. The cumulative environmental effects of these activities would be addressed in an adequate Environmental Impact Statement. This is not the case. 10

While navigation in the winter months provides benefits for some ports, it is equally or more important for many of our smaller harbors to retain their current capabilities for commercial navigation. Corps' policy, however, clearly places dredging priorities only on larger

7. The non-Federal interest question will be defined and resolved before commitments to construction are made by Congress. This is mandated through the annual budgetary process.

In principle, the Government of Canada is interested in the proposed navigation extension program to the extent that program activities: (1) are in accord with Canadian interest, and (2) may affect water levels and flows in boundary waters, or water quality. The Canadians would be willing to discuss their views on the program if the United States submits a specific proposal arising from the Survey Study Report. The details of Canadian participation would be a matter of negotiation with the U.S. State Department and the Canadian Government.

Actual closing dates on the Welland Canal and on Lake Ontario-St. Lawrence River Section of the System indicate a gradual extension of the season beyond the traditional closing date. Extension beyond December 15 has occurred in 17 of the last 18 years on the Welland Canal (Navigation Season Extension Studies - Record of Conditions - St. Lawrence River and Great Lakes, Winter 1978-79).

8. Economic inconsistencies noted between the Survey Report and the 1978 Preliminary Draft Main Report reflect refinements made to the traffic model as new information is received from specific areas. Please refer to Appendix D for harbor selection criteria used.

9. The economic analysis projects savings to Green Bay from stockpiling up to the year 2040 (Appendix J), with little change in present patterns occurring before the year 2000. These projections are subject to revision if site-specific conflicting information is identified. The information presented would be further investigated during Phase I and, if potential savings were not compatible with conditions at Green Bay, the harbors would be removed from the Program.

10. Neither of these projects are dependent upon the other for justification. Each must "stand on its own" or they will not be undertaken. Cumulative effects cannot be predicted at this time for several reasons, including the lack of baseline data for either project and the lack of any definitive plans for the Connecting Channels Study. Further, it seems inappropriate to try to predict the cumulative impacts of two or more projects when those projects have not been authorized. After authorization of a plan for development, an assumption can reasonably be made about what might eventually be constructed, and cumulative impacts can be logically assessed. One cannot reasonably make environmental predictions of cumulative impacts which would occur ten or more years in the future when no specified plan exists for a future project and it is questionable that such plans would be developed. Too much pure speculation is involved.

ports. The Corps in the past has felt that prioritization of harbor dredging is necessary due to insufficient funds to maintain existing navigation channels. The survey study recommendation, however, proposes extended navigation for very few ports at a total annual cost of $101 million. National policies on maintenance of existing commercial navigation routes must be reevaluated and clarified prior to any Congressional action since winter navigation will tend to concentrate economic activity in certain selected ports which will be enhanced for the purposes of channel maintenance. Other smaller ports not suited for winter navigation will tend to be neglected. Thus, the overall result will be to strengthen and reinforce a regional port concept which will tend to diminish economic activity at smaller ports. In our opinion, the first priority should be to maintain existing navigation channels. We would hope that all ports would be maintained even though they may not be scheduled for winter navigation.

No attempt was made to independently assess the need for winter navigation at the Wisconsin harbors mentioned in the report. However, it is questionable whether there would be a demand for coal movement on a year-round basis (i.e., would coal stockpiling practices change). Several of Wisconsin's ports slated for year-round navigation under the proposed plan have inbound coal as the primary commodity movement. Yet stockpiling savings are cited throughout the report as an important economic benefit.

An assessment has not been made on the impact of extended winter navigation and more use of water transportation on other modes of transportation. Would rail, for example, carry more or less traffic? Can rail carry more, especially in the winter? What would be the economic impact on rail companies? Supplement B to Appendix E discusses the total impact question as a study element still underway. Wisconsin should be given an opportunity to review this study because of the potential impacts on transportation modes in which we have ongoing programs. On a regional basis, consideration should be given to whether the winter navigation project would increase or decrease the movement of water borne commerce and justification of water resource development projects such as a second lock at Locks and Dam 26.

Winter navigation will tend to increase the disparity between shipping companies because not all companies will be able to finance the cost of ice strengthening their fleets. The overall result will be to cause less competition between the shipping companies which may result in increased costs to the shipper in the future. The winter navigation program appears to work to the advantage of ship owners with newer vessels designed for ice operations and against owners of old ships or ships which are not designed for ice operation. Would more icebreaker assistance be required since owners of existing and future vessels participating in winter navigation need not meet American Bureau of Ships (A.B.S.) classifications for operating in ice? Would this result

C-12-8-86

11. The $101 million is the estimated average annual costs of the total project as stated in the March 1979 Draft Survey Report. Annual harbor cost as stated in that report was $9.2 million. Certain small ports are not conductive for winter navigation, based on the type of tonnages that are shipped and received (See Appendix D for harbor criteria).

It is not expected that extended season navigation would negatively impact smaller harbors around the Great Lakes. The types of commodities with which the smaller harbors deal are such that extended season traffic would not divert what these harbors receive during the regular navigation season. The receipt and shipment of pulp and paper products out of Kewaunee Harbor, Wisconsin, for instance, or the receipt of building cement in Manitowoc Harbor, Wisconsin, should continue at similar levels, all other things being equal, regardless of the introduction of a permanent season extension program. Extended season benefits are to be derived almost entirely from shipments of iron ore, coal, grain, and general cargo.

Based on the economic analysis and the aid of the Economic Traffic Model, the Wisconsin harbors mentioned in the report do receive stockpiling benefits. Throughout the continued analysis and planning process, for this report, if any harbor is found not to benefit, it will be so addressed.

The Intermodel impact study is complete and is incorporated in Appendix D. Winter navigation will increase the movement of waterborne commerce in the Great Lakes Region especially iron ore, coal, grain and general cargo; however, it is not determined whether this will impact on building new locks at Locks and Dam 26.

The winter navigation program is for any shipping company that wishes to take advantage of it. Our economic analysis does not consider the financial capabilities of individual shipping companies; it does consider their expressed need and willingness to undertake extended season operations as a group. The Coast Guard offers icebreaking assistance when and where needed. Ice damages to icebreakers are included in system operating costs as a portion of annual operation and maintenance cost for icebreaking. Insurance costs are cost to fleet operators, which would logically be built into the winter rate structure and thus be taken into account in the private sector analysis of benefits and costs for extended season operations. In the same manner, ice damages to vessels would also be taken into account. Concerning a fear of reduced competition, enough companies participated in winter shipping during the years of the Demonstration Program so that a narrowing of competitive forces would not be expected. It should also be noted that a number of vessels engaged in winter shipping are integrated operations within larger industrial concerns. This means that cost-cutting within the context of an individual company's operation is the objective, regardless of the competitive situation among independent shipping firms.

The Wisconsin Harbors considered in this study are 21 feet in depth or more.

Intra-Lake traffic is not considered extended season traffic. This type of movement has been in existence for years, and to claim this traffic as a benefit would not be justified. This study has no authority to assess the problem of continuing ferry service.

in a shift of costs from the private to the public sector? Are ice damage costs to icebreakers and vessels included in system operating costs? Do operating costs of the winter navigation program include the increased insurance costs for the Great Lakes fleet?

On page 30 of the Main Report, the paragraph following "harbors" implies that most harbors are at a water depth of 27 feet. This is not true for most Wisconsin ports.

The text on pages 81-83 of the Main Report dealing with proposed options for organization of the Winter Navigation Board do not include adequate state representation. States have increasing concern and authority in matters relating to water transportation (for example dredging, water quality, etc.). Therefore, it is necessary to have broader state representation on the Winter Navigation Board. 11

On pages 109-110, Kewaunee and Manitowoc Harbors in Wisconsin receive no mention in the Main Report. They do have year-round car ferry traffic across Lake Michigan. This is recognized in an appendix; however, no assessment is made of the problems of continuing ferry service or suggested actions.

C-11-R-87

ENVIRONMENT

Strong concerns have been registered about the environmental aspects of the project, but yet, we find that the Corps is willing to build now and wait to see what happens. The "adaptive environmental assessment methodology" is an unacceptable substitute for assessing potential environmental damages before they happen. Little is known about the Great Lakes ecosystem under winter conditions. The Survey Report and Environmental Impact Statement do not include this information. Thus, predictions cannot be provided on future conditions resulting from an extended season. 12

The harbors located in Lakes Michigan and Superior in Wisconsin are not described in any concise manner nor are the environmental resources associated with these harbors depicted. As such, no meaningful analysis of environmental impacts can be made. Specifically, the Environmental Impact Statement does not adequately treat Wisconsin's unique fisheries in Duluth-Superior Harbor or the immensely valuable and productive resources of Green Bay. 13

The National Environmental Policy Act requires an assessment of impacts before proceeding with the proposed activity. The Corps' view appear to be that an extended navigation season is technically feasible and should proceed. It has promised to "stop" and to provide protection against permanent damage when an impact is noticed. This promise is based on the faulty assumption that the impact would be detectable, reversible and not already permanent. As a State with a long history of concern for its natural, social and economic environment, we cannot support such a approach. 14

12. This comment reflects misunderstanding of the Adaptive Method. Potential damages would be assessed before they happen. It is not a "build not and see what happens" method as has been published by project opponents. The Adaptive Method provides for all the normal assessment procedures before operation and goes beyond the normal to provide monitoring and validation.

13. These would be treated adequately in subsequent EIS's after needed studies are accomplished under the EPOA. This would be done before construction or operation as described in the Adaptive Method definition.

14. The Corps' view has been misinterpreted. The Adaptive Method requires assessment before proceeding with a proposed activity which could affect the environment.

C-11-8-88

The tone of the Survey Report presupposes the fact that Winter Navigation will occur. As such, all that needs to happen is to have Congress authorize this activity. It is therefore disturbing to have such little attention being paid to the environmental aspects of winter navigation. As mentioned, the adaptive approach described in the report indicates that work or shipping will be stopped if environmental damages occur. We do not believe this will happen once a substantial amount of money is invested in the project and as use patterns develop. It is common knowledge that environmental damages do not happen radically. They are usually a combination of a number of small events which ultimately result in an environmental loss. For example, millions of acres of wetlands have been destroyed by draining or filling a few acres at a time. We cannot foresee winter navigation being halted because of the apparent effect of one or two minor events which in the long-term could contribute to significant environmental degradation of the system. We would, therefore, submit that the adaptive concept is nothing more than a means of getting around the environmentalists and a way of avoiding full implementation of the required environmental studies. A further comment relating to the adaptive approach is that the environmental plan of action contains no apparent decision points and does not discuss who makes the decisions. The lack of such points indicates that winter navigation is a foregone conclusion. In various places, the Survey Report fails to clearly indicate the line of responsibility for making system modifications based on environmental impact information. 15

The absence of Canadian participation in the development of the Environmental Plan of Action and the survey study except for "informal arrangements and discussions" ignores the impact that U. S. activities will have on Canadian shores and the fact that NEPA is international in scope. Conversely, it does not include the effect of the Canadian position on U. S. activities. It would seem unreasonable to assume that the winter navigation program would go on without Canadian support. 16

On page ix of the Draft EIS, there is a discussion on compliance with the Section 404(b)(1) guidelines and Section 404(r) (PL 92-500 as amended). It is stated that the 404(b) guidelines have not been considered, and therefore, the Environmental Impact Statement on the extended navigation season does not include the information required by Section 404(r). Additional clarification should be provided on what activities would be included (i.e., would it only cover the winter navigation project dredging, dredging which would result from normal operation and maintenance activities, dredging for the harbor deepening and channel straightening project, or all of these activities). 17

The Draft Environmental Impact Statement fails to mention adverse environmental effects on aquatic organisms including uptake of heavy metals (page IV-17, paragraph 4.052) and toxic organic compounds (page IV-17 to IV-19, paragraph 4.051 and 4.060). These processes account for significant contamination of the state's sport and commercial fishery in the Great Lakes. 18

15. Again, this comment appears to be based on misinterpretation of the Adaptive Method. Typical assessment methods do not always provide for reasonable prediction or evaluation of long-term cumulative impacts, while the Adaptive Method does. The Adaptive Method does not avoid full implementation of the required environmental studies, but requires all of those plus monitoring and validation to verify predictions and find any errors. Decision points for the EPOA are shown on Figure IV-1 in Section 5 of the EIS, and "who makes decisions" is already defined in Corps' regulations, public laws, and CEQ procedures under NEPA. This is all subject to public review through the EIS and public meeting processes required.

16. Winter Navigation through the St. Lawrence Seaway is obviously impossible without Canadian participation. Winter Navigation through some areas of the Great Lakes must also have Canadian support. However, it would not be appropriate to request formal participation from Canada until the United States, through Congressional approval, has taken a formal position on the matter.

17. Full compliance must be reached before proposed construction activities could occur. Section 404 applies to the placement or discharge of any fill or dredged materials in the waters of the United States, including wetlands. Examples of activities subject to 404 compliance include placement of riprap, disposal of dredged material, construction of breakwaters, placement of some types of anchors for ice booms, construction of docks with internal fill, and construction of compensating works.

18. Existing policy, regulations, and guidelines prohibit the discharge of materials to the water which could result in such significant impacts. Therefore, no such discharges will be permitted - an example of how the Adaptive Method would work. Only clean fill material could be used, and no contaminated dredged materials would be discharged to the waters.

On page IX-15 of the Draft Environmental Impact Statement, mention is made of environmental activities and studies required at Sturgeon Bay, Wisconsin. No other mention is made of Sturgeon Bay in the Survey Report. It appears logical to assume that the ship repair and construction facilities at Sturgeon Bay would continue to be used in the winter, but it is not clear whether any consideration has been given to winter navigation needs. 19

Paragraph 3.15 of the Draft Environmental Impact Statement should be corrected to show that Wisconsin has implemented a coastal management plan. 20

At paragraph 5.18 of the Draft EIS, it is stated that "The probabilities of a disaster are well within the bounds of reasonable risk" according to the Coast Guard. The question is: what bounds, whose risks and to whom does this action appear reasonable? It is begging the question to state that navigation in ice could decrease the potential for an oil spill. In fact, the opposite is true. 21

On page 52 (Figure 2) of the Main Report, the two-year periods scheduled for collecting environmental data are inadequate and do not even cover the life cycle of fish species nor the periods of natural changes and variations in aquatic communities. A time frame of five to ten years would be more appropriate. 22

On page 87 of the Main Report, it is stated that the proposed plan for navigation season extension is consistent with the approved Wisconsin Coastal Zone Management Program. There is no evidence provided to document consistency. One proof of consistency is that the Corps must have a state permit in hand if a permit is required. This has not happened yet. If the statement is going to be made that the program is consistent, additional documentation, such as preparation of an adequate EIS, will be required since this is an unfounded and unsubstantiated claim. 23

Contrary to the statement on page 97 of the Main Report, available statistics from the U. S. Coast Guard for Great Lakes waters (1973-1977) indicate that most oil spills are not related to weather damage, either as an immediate or contributory cause. Most spills are due to personnel error and equipment failure. A separate set of statistics for U. S. tanker casualties on the Great Lakes indicates that the three major causes of casualties are personnel error (45 percent), equipment failure (12 percent) and ice damage (14 percent). 24

Also, there have been significant oil spills from winter navigation in the Great Lakes in recent years despite the statement on page 97. On December 23, 1976, the Canadian tanker IMPERIAL ST. CLAIR grounded and spilled an estimated 50,000 gallons of fuel oil while moving through ice 25

C-11-8-69

19. No considerations are being made for season extension in Sturgeon Bay. The mention made of environmental studies is contained in recommendations of the Fish and Wildlife Coordination Report, which covers all harbors identified on maps included in Appendix A.

20. This is now included in Section 5 of the EIS and in the Main Report.

21. No information has been received that would provide reason to believe that the potential for oil spills is increased in winter. Substantial information to the contrary is available. A final decision of what is a "reasonable risk" is left to the Congress. The EPOA provides an opportunity to both reduce risk and improve cleanup ability, both winter and summer.

22. Concur that two years would be inadequate to characterize life cycles of fish species, periods of natural change, etc. without applicable data already available. Certain studies with fewer independent variables could be accomplished within two years. Studies requiring a longer time would be given the necessary time, as the projected schedules can be varied.

23. Noted. Revisions made. Please see the revised discussion in Section V of the EIS.

24. The statement from the Main Report refers to the direct relationship which exists between vessel casualties and extreme weather conditions in open water. As stated, in winter, ice cover significantly reduces wave action. Accidents would still result, as stated in this comment. It should be pointed out that, with the winter navigation project, communication and navigation aids are recommended which could improve existing conditions and reduce the risk of "human error."

25. The reference to "significance" is made in terms of vessel capacity. Approximately 80 percent of the Great Lakes fleet are ore and grain carriers (carrying 40,000 to 100,000 gallons of fuel) and could create a hazard should an accident occur. By contrast, the tankers and fuel barges have a capacity ranging from about one million to four million gallons of fuel oil for the large tankers. Mishaps resulting in spills would be major and these are the ones referred to as "significant." All oil spills are of concern, as stated throughout the document, with actions recommended to improve the situation. Ultimate decisions rest with the U.S. Coast Guard for implementing contingency plans and with the Congress if more restrictive vessel movements are required to meet acceptable risk levels. Contingency plans also currently exist for the St. Marys River. The Captain of the Port (U.S. Coast Guard) has primary responsibility. Description of how the contingency plans work is contained in Appendix F, in the scenario for the St. Clair River. In addition, the Corps is updating operating plans for this area to improve oil spill contingency plans. The EPOA references the problem throughout the system and contains recommendations for improvements which would be implemented in Phase I upon project authorization. A summary of an investigation of existing contingency plans [illegible]ted in August 1979, with recommendations is included in Appendix F.

in Parry Sound of Georgian Bay, Lake Huron. On February 24, 1975, a Hannah Company tug lost its barge tow in rough seas off Milwaukee. The subsequent grounding of the barge on the harbor breakwater resulted in the loss of 73,000 gallons of fuel oil. What "adequate mechanisms are already in existence to handle oil spills ...in the Great Lakes, winter or summer" (page 97)? Contingency spill plans exist for the St. Lawrence, St. Clair and Detroit Rivers, but they are not available for the St. Mary's River. Equipment is not presently on hand, nor available, for effective oil recovery and containment in either rough open water or in winter ice conditions. 25

We have reservations with the proposal on page 101, paragraph 1 of the Main Report. First, to date, no method of shoreline/bluff erosion prevention on Lake Michigan has proven effective without continued maintenance. Thus, a one-time payment would not adequately cover all construction and maintenance costs for the length of the project. Secondly, state statutory requirements would be cumbersome for both the DNR and riparian owners. Finally, whatever type of shore protection was used would likely be aesthetically detrimental to the shoreline. For these reasons, this method of providing shoreline protection does not seem feasible. 26

C-II-8-90

CULTURAL RESOURCES

We support the recommendations in Section C-III (Appendix, Volume 1) that additional archaeological and historical inventory work is necessary to determine the nature and extent of potential impacts on cultural resources. It should be emphasized that potential effects on underwater as well as terrestrial historical and archaeological sites must be addressed. 27

These recommendations must be integrated into the various operational measures and other portions of the proposed plan that may affect cultural resources. Explicit consideration of these resources early in the planning stages of the various measures is required by Section 106 of the National Historic Preservation Act of 1966, and associated regulations (36 CFR 800).

EMPLOYMENT AND RECREATION

Since the major cargo handling systems are very highly automated, extending navigation into the winter months provides for only limited increased employment. Conversely, ice damage to the shoreline may have significantly greater impacts on property owners and the recreational industry. Recreation is a major industry in the Upper Lake region and a high employer of local residents. 28

26. Season extension related erosion normally occurs in areas very near navigation channels, probably within 1/2 mile. Therefore, the potential for such damage exists only at a few locations along the Wisconsin shoreline. Detailed studies would be completed prior to operation, except where operation through the winter has historically occurred. It is also likely that existing breakwaters will help to prevent such damages at harbor entrances. The information and potential remedies in the report are to provide Congress information in the event it desires to enact legislation covering this subject.

27. Concur - this is required by regulation and is discussed in Section III of Appendix F.

28. Appendix H contains information on anticipated employment and dollar benefits. Only two harbors (Duluth-Superior and Green Bay) in Wisconsin have been identified as having a potential for conflict with recreation. Further studies proposed in the EPOA can provide the bottom-line on such costs and benefits.

The value of recreational activities should be compared to the costs associated with damage to the sustaining resource such as productive fish spawning and nursery areas. The potential damage from winter navigation on marinas, landings and recreational fishing piers should also be considered in assessing the costs of winter navigation. 29

29. Concur - this would be done under the EPOA and Adaptive Method. Should costs exceed benefits, nothing would be proposed for construction or operation.

C-11-8-91

CITIZENS FOR CLEAN LAND, AIR & WATER (CLAW)
WASHINGTON, N. Y. 13684

May 22, 1979

Colonel Melvyn D. Zorus
U.S. Army Engineer District, Detroit
ATTN: NCEED-TD
Box 1027
Detroit, Michigen 48231

Dear Sir:

On May 15, 1979, a letter was sent to your office stating that members of CLAW would take a position on winter navigation at their regularly scheduled meeting on May 21, 1979 and mail this position to you on May 22, 1979.

After careful consideration, the following conclusions were drawn at the May 21st meeting:

1. Winter navigation would cause erosion and damage to shoreline facilities. 1
2. The one time lump sum damage payment proposal is completely unacceptable. 2
3. Complete baseline data should be gathered before any consideration be given to extending the navigation season. 3
4. Winter navigation would pose a serious threat to other modes of transportation. 4
5. Winter navigation would harm the fisheries and affect the local tourist industry. 5
6. Extensive dredging in the Iroquois-Ogden Island area with spoils deposited on Ogden Island would destroy the beauty of the island, harm the fisheries and lower water quality. 6
7. Winter navigation would be of no financial benefit to citizens of the area. 7
8. Winter navigation would endanger power generation. 8

Therefore, the members of CLAW are totally opposed to winter navigation and recommend it not be authorized. It is also recommended that the Army Corps of Engineers admit publicly, the true extent of citizen opposition to winter navigation.

Yours truly,

Clarence McDougall
Acting Secretary

C-1-8-92

1. See response #49 to East Michigan Environmental Action Council.

2. See response #2 to R. Elwood Veitch.

3. See response #2 to NYSDEC

4. See response #33 to East Michigan Environmental Action Council.

5. Project effects on the fisheries are addressed in the EIS Section V and in Appendix F. Impacts on the tourist industry are discussed in Appendix H. The EPOA (Appendix E) provides recommendations for studies to predict the impact on fish.

6. See response #3 to R. Elwood Veitch.

7. See response #7 to Joseph Vitek.

8. See response #31 to the St. Lawrence County Environmental Management Council.

East Michigan Environmental Action Council

One Northfield Plaza
Troy, Michigan 48098

May 1, 1979

Mr. Melvin D. Remus
Colonel U.S. Army Engineer District
Box 1027
Detroit, Michigan 48231

Dear Col. Remus:

The East Michigan Environmental Action Council (EMEAC) perceives that little has changed in the March 1979 Survey Study for Great Lakes and St. Lawrence Seaway Navigation Season Extension Draft Main Report and Environmental Statement. Our views have been expressed at length in testimony before the Michigan Department of Transportation in March, 1979. Therefore, we no. briefly recapitulate the main points in our objections to the study.

C-11-93

I. Assumed extension to January 31 closing date.

Since the Corps of Engineers assumes that lake shipping will continue until January 31 (plus or minus two weeks) and this has not been approved, it cannot lead to great accuracy in the study. EMEAC objects strongly to this extension in the absence of predictive studies since it will mean ice breaking in the most vulnerable areas, the shallow bays and connecting channels. The present December 15 closing date was chosen because it is the time when shipping becomes difficult and, even without formal extension, shipping continues in areas free of ice.

1. Prediction studies are proposed through the Adaptive Method of assessment (App F). These would precede any operation or constuction.

II. Economics

We must question the favorable benefit/cost ratio since few environmental and social costs have been used and no one knows how great they will be. Only ten companies took advantage of extended winter navigation and the smaller companies are less than enthusiastic because of lengthened transit times and costly repairs of ice induced damage. Figures may be manipulated to obtain any desired result, but when these factors are considered the ratio of 2.75 must be observed with great misgivings.

The estimated overall cost, under the most favorable conditions at 6 7/8% interest, for the assumed 50 years of usefulness, comes to $6,095,211,000.00 This country has

2

2. All quantifiable negative and positive impacts have been included in the calculation of the B/C ratio. This would be adjusted as new information is developed.

great needs and declining resources. How does the expenditure of 6 billion dollars for winter navigation fit into the list of national priorities for the near future? Can we afford this luxury with such things as the need for new energy sources, the toxic waste disposal problems, and all of our social needs waiting hungrily in the wings?

Finally, the government is, but should not be in the business of financing narrow segments of industry. The distribution of benefits in this instance is exceedingly narrow. Numerous past water projects have been heavily criticized because the public has borne, or been asked to bear, the cost and only a few industries benefit. Any company can reduce its costs and be successfully competitive if every taxpayer is forced to give it an annual monetary gift.

III. Environmental considerations

Under the Corps of Engineers guidelines for the study, the U.S. Fish and Wildlife Service report is necessarily limited to direct damage, but even so it is a litany of "pollution", "degradation", and "destruction". The areas which are receiving, and will receive, the most damage are also the most ecologically productive. It is not important to preserve every individual biological species, but it is most important that we preserve individual ecosystems. The narrative study method ignores indirect, long-term damage which continues unseen, therefore unchecked.

We cannot believe that the program would be discontinued, after years of work and millions of dollars are invested, due to environmental damage. We need predictive environmental studies for economic, as well as environmental reasons, before more resources are squandered on this project.

IV. The Study Process

The Corps of Engineers' statements and plans are of a very unspecific nature which makes it difficult to formulate responses. They are also couched in language which most of the public does not understand.

Early information about the project was so poorly disseminated that the public has only recently begun to understand and appreciate the magnitude of it. Public hearings are poorly publicized, therefore poorly attended. Although federal tax monies are being used, I doubt if many people outside of the Great Lakes area know anything about winter navigation.

Criticism of the project and the Corps of Engineers' methodology have received little response. Critical letters have been so condensed as to render them meaningless and some of the strongest statements have been omitted completely.

C-1-8-82

3. The cost is not $6 billion. Please review Appendix D. The Congress and the President representing the people can decide what the National priorities are.

4. Improving transportation of commodities in the Great Lakes Basin is not a luxury. It results in energy savings, contributes to reducing the rate of inflation, and improves the competitive position of the United States in World trade.

5. The descriptions of the Adaptive Method of assessment has been improved to show how it could address unforeseen effects, i.e., unpredicted effects. Please refer to Appendix F.

6. Concur in needing environmental studies. That is one of the reasons for forwarding this report to the Congress at this stage of development, containing as it does the EPOA. Sufficient information has been developed to allow the Congress to decide if a major commitment to the project should be made, including the necessary environmental studies. The $126 million in environmental studies should not be expended unless there is reason to epect a net benefit to result. That is why environmental and design studies are recommended to be conducted concurrently.

7. In large scale, complex general investigations such as this, plans are not detailed and statements may seem to be vague, in part, due to a lack of information. Should the program be authorized, future reports and EIS's would become more specific as more money is invested in the studies. However, the Congress and the President should first be allowed to decide if they wish to proceed with the study and make the necessary investment. This report provides more detail than is usually presented in a study of this type. Concerning the use of language the public does not understand, one tries to make the documents as readable as possible while conveying the precise intent of the statement.

8. Better communication has developed through greater public interest. Based on requests and responses the mailing list for this project now numbers approximately 5,000 6,000.

9. On the average hearings were not poorly attended. These meetings were announced in the Federal Register, through press releases, and through public notice to post offices, newspapers, and all known interested parties (over 8,000).

10. Publicity for this program has appeared in the Journal of Commerce (NY), N.Y. Times, Los Angeles Times, Chicago Tribune, Wall Street Journal, Time, Washington Post and on TV. Inquiries have been received from areas outside the Great Lakes.

11. All letters and comments received and responses to the Draft Report critical or not, have been incorporated, in their entirety, into Appendix C, Comments & Pertinent Correspondence.

V. Legal Status

We feel that the navigation season extension project activities are, and will be, in violation of the goals of: 12
A. the National Environmental Policy Act requiring the identification of the environmental impact of the proposed action and insuring against environmental degradation.
B. the Clean Water Act mandating improved water quality. 13
C. the Great Lakes Water Quality Agreements seeking enhancement of water quality and preservation of the aquatic ecosystem. 14
D. the Fish and Wildlife Coordination Act providing fish and wildlife conservation be given equal consideration with other project purposes. 15
E. the Michigan Constitution and the Michigan Environmental Protection Act providing for protection of air, water and other natural resources from pollution, impairment and destruction. 16
If the Corps of Engineers continues in its present course legal action for restraint would be appropriate.

VI. Summary

By virtue of investment in larger ships, a few companies are trying to force the public to subsidize the navigation season extension to make those ships economical. 17
We are told that two of the factors which could render the project impossible are lack of approval by bordering states and environmental problems. Why, then, is Congress being asked to approve funding for further steps toward year-round navigation before predictive environmental studies are completed and before the various states are committed to the plan. 18

Respectfully,

Grace C. Blain

Grace C. Blain
Member, Board of Directors

cc Michigan Congressional Delegation
Council on Environmental Quality
Great Lakes Basin Commission

C-III-3-65

12. The Adaptive Method Approach would provide for the necessary checks and balances to protect the environment. All known impacts would be predicted, mitigated, minimized or eliminated, in advance of construction and operation, as required by NEPA.

13. Sections 401(b) and 404 Compliance is scheduled for evaluation and completion in Phase II when a more detailed analysis would be made. Compliance for most projects, is accomplished by planning and design to prevent adverse effects, as is proposed for this project.

14. The program is in compliance with International Joint Commission agreements for the planning stage. Compliance will continue to be sought as later stages are reviewed.

15. The Coordination Act Report is included as Appendix G, and the Corps' responses are included in Appendix C.

16. Compliance is determined thorugh coordination with the Michigan Department of Natural Resources, the official surveillance agency for the State of Michigan. On-going review of project developments provides for corrections and additions as required.

17. See response #7 to Joseph Vitek.

18. It would not be appropriate to conduct studies of the magnitude recommended without reasonable assurance of a net National benefit. Therefore, project planning and the environmental studies are recommended to proceed together. The states should not be committed to a plan until after authorization when the planning and studies have been completed. Such commitment would be requested as Phase I studies are completed.

East Michigan Environmental Action Council

EARTH
One Northfield Plaza • Troy, MI 48098
313/879-6040

March 8, 1979

Mr. Jack E. Morgan, Manager
Public Involvement Section
Michigan Department of Transportation
P.O. Box Box 30050
Lansing, Michigan 48909

Dear Mr. Morgan:

The members of East Michigan Environmental Action Council (EMEAC) are most concerned and distressed by the prospects of irreparable environmental damage done in the Great Lakes and connecting waterways as a result of the winter navigation program. EMEAC deplores the lack of official studies to provide appropriate data for the identification of unacceptable environmental impacts on the St. Mary's River and upper Great Lakes caused by the Demonstration Program. 19

Federal and state statutes leave no question of their intent in regard to the condition of our water supplies. The National Environmental Policy Act of 1969 requires the identification of the "environmental impact of the proposed action". The Clean Water Act mandates improved water quality in our national lakes, rivers and streams. The Great Lakes Water Quality Agreements of 1972 and 1978 bind the United States and Canada to the restoration and enhancement of water quality in the entire Great Lakes system and reaffirms the intent of both countries "to prevent further pollution" and "to preserve the aquatic ecosystem". The Michigan Environmental Protection Act fleshes out the requirement of the Michigan Constitution which plainly states "The legislature shall provide for the protection of the air, water and other natural resources of the state from pollution, impairment and destruction". The Army Corps of Engineers, in charge of the winter navigation project, must show that these objectives will be met and in this they have failed. In fact, what little data that is available and what impacts that can reasonably be projected suggest that the cited statutes will all be violated. 20

EMEAC has participated in the public information workshops in the Detroit area and reviewed the FY 1979 Final Environmental Statement (FES) on the Navigation Season Extention Demonstration Program published by the Army Corps of Engineers and find the FES to be inadequate. The Army Corps of Engineers Regulations on Navigable Waters sets forth the steps required in the publication of an environmental statement; as does the Governor's Executive Order 1974-4 and the National Environmental Policy Act (NEPA). NEPA says it is the "responsibility of the Federal Government to use all practical means to insure all Americans safe, healthful, esthetically and culturally pleasant surroundings;"

19. Studies were accomplished under the Survey Study and Demonstration Program to identify & study unacceptable environmental impacts. A list of these studies is in the AFFECTED ENVIRONMENT section of the Environmental Statement. However, recommendations are included in the proposed program Adaptive Methodology for baseline studies. These studies as described in the EPOA p. E-14 would be completed prior to the operational phase of this project.

20. The Adaptive Method provides for an orderly developmental process to fully develop supportive information at appropriate stages of the planning and pre-construction process. These stages provide a comprehensive review process for identifying specific information needed and available. Cited statutes must be complied with through the Adaptive Method or no construction will occur.

to attain beneficial use of the environment without degradation, risk to health or safety or other undesirable consequences and to preserve important natural aspects. It requires that the agency proposing a project provide a detailed environmental impact statement; identify any irreversible and irretrievable commitments; study, develop and describe appropriate alternatives.

We cannot, however, find the requisite studies, documents or field analyses of environmental impacts of vessel passage on the St. Mary's River and the upper Great Lakes. Indeed, Corps of Engineers representatives and the draft environmental statement merely state that "no unacceptable impacts were observed to be caused by activities funded through the Demonstration Program." [21]

We can find no basis for their conclusion. In order to properly determine the environmental impact of an action it is absolutely necessary that baseline data be obtained. It is inherently obvious that one cannot measure the changes in the environment without knowing what the original conditions were. The Corps failed to obtain or develop any baseline data. This is a serious flaw which contaminates the entire analysis. [22]

The second step in determining environmental impacts of a demonstration project is to make detailed findings as to the change in the physical parameters. The Corps only briefly mentions this point. The only detailed studies of environmental impacts caused by winter vessel movement, those of the proposed 15 mile trial area on the St. Lawrence River, indicate serious impacts on fishery habitat, vegetation and wildlife in wetlands areas and shorelines, various chain-reaction disruptions and interference with recreational pursuits which New York State was not willing to accept. An environmental impact statement without proper documentation written by the Corps of Army Engineers carries no more weight than one written by any reasonably well informed citizen. [23] [24] [25]

Apparently the third step has not even been considered. Mere change in physical parameters does not tell us whether the impacts of an action constitute pollution, impairment or destruction; whether they are acceptable or unacceptable and so on. This requires a consensus of opinion among those affected on the ecological and social parameters which determine the dimensions of the physical parameter beyond which one ventures at his peril. There has been no attempt to develop the goals, objectives and concerns of those who use, enjoy and depend upon the Great Lakes and their tributaries. Information about the winter navigation program was so sparsely disseminated that it is only within the last year and a half that people have begun to question and to realize the enormity of the proposal. [26] [27] [28]

Despite the insufficient data and analyses that have been developed we note that observations alone were sufficient to lead Major-General Harris, commander of the North-Central Division, Corps of Army Engineers, to withhold support of the demonstration program on the St. Lawrence River. It is ironic that unofficial observations of environmental damage, caused by winter ship passage on the St. Mary's River made for the U.S. Fish and Wildlife Service, were used as part of the documentation for a paper, Some Environmental Effects of Winter Ship Passage as Related to [29]

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21. Review of Demonstration Program documents by public and private agencies, groups and individuals, over 8 years provided a basis for the quotation. However, under the Survey Study, investigations are recommended which would verify findings (EPOA), Appendix F,), or show them to be erroneous. Data do not now exist to indicate a finding of "unacceptable impact" in spite of the many studies accomplished.

22. During the inception of this study and the Demonstration Program, the environmental movement was just beginning, and a need for such baseline studies was not recognized by any agency reviewing the program documents. Hindsight, in view of the developing environmental awareness, indicated that such studies could have been at least started at that time. When the need was recognized, the studies were started. The studies, as proposed under the EPOA and Adaptive Method, would be completed prior to any construction in accordance with environmental statutes. One should also recognize the difficulty of defining "original conditions." Navigation has been going on on the Great Lakes since the early 1800's, and winter navigation has been occurring to some degree since the 1940's. Winter Navigation, to some degree, such as across Lake Michigan and through the St. Clair-Detroit River system and Lake Erie can be expected to continue in the absence of any project authorization, since there are no locks to halt such traffic. Virtually all of the measures proposed in this report are aimed at solving problems such as navigation might cause and making it easier to use the system.

23. The Demonstration Program provides findings on changes to physical parameters related to site specific measures investigated.

24. The studies done by the State of New York with funds provided by the Winter Navigation Board reached the conclusion that impacts might occur. Whether or not the impacts listed as "probable" would occur or are as significant as suggested remains undetermined. Other environmental studies conducted have been described in Section V of this EIS. These studies provide a basis for selection of studies to be done under the EPOA. Reasons for New York withholding support for the program are based on economic concerns as well as environmental impacts. Comments of other agencies on the New York assessment have been added to Section II of Appendix F.

25. Sec. 1 provides a checklist of laws indicating legal compliance. Appendix F provides information considered significant. A list of references used within the text is provided at the end of Sec. 1. Professional inputs are attested to through identification of authors of the document as qualified environmental scientists (in this case civilians). The responsible agency is the U.S. Army Corps of Engineers.

26. This document is intended to provide adequate environmental information for a decision on whether or not to proceed with further studies, both environmental and design, leading toward final decisions on construction and operation.

the St. Lawrence River, May 1976, by J. Hickey, P. Ruta, D. Ryan and R. Wright. One quote: "Although not fully assessed, limited data is available from the literature and fieldwork to document some of the physical and biological impacts of extended navigation in the St. Mary's River."

If the impacts of an extended shipping season on the St. Mary's River can be a valid indication of the impacts to be expected on the St. Lawrence River, then it is logical to assume that the reasons for withholding support for the program on the St. Lawrence River would also apply to the St. Mary's River.

29

Corps of Engineers representatives contend that the suspension of the St. Lawrence River demonstration plans is based on unproven estimates of damage. They have called upon those groups protesting against winter navigation in the absence of proper studies to provide "documentation" of adverse effects. It is the responsibility of the Corps, as the body undertaking the proposed action, to determine the damage, not the state nor environmental or other citizen groups. Our citing of steps to be taken in the formation of an impact statement shows that the Corps failed to adequately address the issue. Hence, the burden remains with them.

The Corps of Engineers' contention illustrates another serious deficiency that we find in these studies and analyses. The Corps' approach follows an outmoded methodology in which one undertakes an activity and then determines whether it is environmentally and socially harmful by studying (and we have already questioned their resolve to do this) the changes. Of course, this method assumes that all impacts will be detectable in a short time and that damage will be reversible. Please remember that it took a century for the lampreys to become a serious problem.

30

This methodology also leads one, upon finding significant problems, to attempt a technological "quick fix" or to alter the activity rather than questioning the suitability of the activity itself.

We propose an approach which has reached favor in an era of enlightened environmental concerns. It begins with obtaining detailed baseline data and an understanding of the extremely complex Great Lakes Basin ecosystem. This is necessary to avoid irreversible damage or commitment of resources. It also greatly assists one in detecting those changes that do occur. Users of the enlightened approach want to be aware of the amount and kind of damage that may occur before proceeding with a project.

This is particularly necessary when we are dealing with a system as valuable and complex as the Great Lakes. Environmental Quality, the Eigth Annual Report of the Council on Environmental Quality, Dec. 1977, states that "the Great Lakes are especially vulnerable. Once altered or contaminated they obviously will be slow to recover when recovery is even possible" (p.249.) Mr. Frank Richardson of the U.S. Fish and Wildlife Service, in a letter to

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27. Numerous public meetings and workshops have been held in order to detrmine the goals, objectives, and concerns of those who use, enjoy and depend upon the Great Lakes and their tributaries. Indirect contact through comment letters is another method used to identify these concerns.

28. We concur on the improvement in communication that has occurred. While the lag is regrettable, it is encouraging to note improvement towards comprehension of the total project. All practicable measures have been and will be taken for years to acquaint the public with the facts.

29. In order to determine the applicability of data collected on the St. Marys River to the St. Lawrence River, a study was conducted in the winter of 1978-79 by the Great Lakes Environmental Research Lab. (GLERL). The Study, entitled "Comparative Study of the St. Marys and St. Lawrence Rivers Showing Biological and Physical Similarities in the Project Areas," developed an index for determining "ecological likeness." By using this index, GLERL found only 4 potentially similar sites. Unofficial observation is valuable in that it provides general information on things that should be looked at from a professional viewpoint by study. Please refer to Section 5 for information on other studies done to evaluate what had been described through observation.

30. The statement that the Corps is following an outmoded methodology in which one undertakes an activity and then determines whether it is environmentally and socially harmful is erroneous. A review of the Adaptive Method description in the draft or final reports or EIS's will show that the proposed methodology includes the advanced, current methodology and provides for monitoring as a check on prediction -something not normally done in current methods. This is the best available method to provide environmental safeguards against such unknown factors as the lamprey. The existing practice of making predictions based only on site specific information and conducting only limited monitoring is certainly less desirable in this case.

Col. Reaus, Detroit District, Corps of Engineers, says, in part, "It is the opinion of the Fish and Wildlife Service that the connecting channels may be at, or very near, their maximum stress limits from existing vessel sizes, previous navigation projects, maintenance dredging, spoil disposal, and water regulation (St. Mary's River). In order to determine the capability of the ecosystem to withstand the stresses, the mechanism and operation of the ecosystem must be understood. This knowledge is lacking and it is the acquisition of this knowledge that is recommended by the Fish and Wildlife Service." (From Revised Plan of Study for Great Lakes Connecting Channels and Harbors Study, May 1978; appendix F, page 9.)

Articles about the Great Lakes commonly use the descriptive terms "vulnerable," "fragile," "valuable resource." The Revised Plan of Study for Great Lakes Connecting Channels and Harbors Study (p.12) says: "Prime consideration must be given to effects on the environment of any action and to restoring, preserving and improving the Upper Great Lakes system for the benefit of all users". All of this emphasized the need for study, situation models and educated prediction of likely results rather than barging ahead with action to see what the reaction will be.

In contrast, what one perceives from the Corps of Engineers' reports and public workshops is that "prime consideration" is being given to pushing forward the winter navigation program for the benefit of industry, particularly the steel industry.

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This leads to our third major concern with the project--its cost-effectiveness. Looking at the winter navigation program by itself we note these factors: it has a projected initial cost of $1,194,122,000.00 and an annual operating cost of $112,762,000.00; the benefit/cost ratio completely excluded environmental and social costs. The estimated costs have risen substantially since the figures given in 1977 and the benefit/cost ratio has fluctuated from 8:1 to 9:5 to 5.7:1 to 2.75:1. The General Accounting Office did not feel benefits would exceed costs, but upon examining the figures the second time (to quote a Corps spokesman) "they had to agree that by present methods of accounting the Corps' figures were correct". 31

Furthermore, this project amounts to a substantial public subsidy of but a few industries and only a few members of these industries. Does the public wish to subsidize winter shipping at the expense of trucking and the troubled rail system, which is itself being subsidized? If, according to a newspaper interview, U.S. Steel is the only steel company to really benefit from winter navigation, do we really want to provide tax-paid unfair competition for the others? If U.S. Steel's prediction of industry growth around the Great Lakes is correct, can we afford the increased cost of air pollution abatement mandated by the Environmental Protection Agency? 32

If, in truth, the taxpayers are to subsidize the steel and utility companies (prime benefactors of winter navigation), it would be less costly and provide greater returns to the public

31. Planning from initial to final stages is a dynamic process--as plans change on details or as environmental costs are identified, the B/C ratio will continue to change, both up and down. The present B/C ratio includes a cost of $126 million to implement the Environmental Plan of Action. Given that this is nearly 20 percent of the total initial investment cost, it is not accurate to say that environmental and social costs have been excluded.

32. See response #7 to Joseph Vitek.

to modernize the plants and install their pollution control equipment in them. After all, isn't this the final objective - to reduce the cost of the products of those companies engaged in bulk shipping on the lakes? Wouldn't it be better to solve the problem directly rather than indirectly and avoid further damage to one of our greatest economic and environmental resources, our lakes?

If a user fee reflecting the total economic and environmental costs were to be assessed to the shippers we doubt that the proponents of the project would continue to support it. User fees are becoming the norm due to the federal government's changed water policies and recognition that many water projects have been unwise "pork barrel" issues and other modes of transportation have been injured.

It is unfortunate that the U.S. Congress has placed the Corps of Engineers in a position of conflict of interest wherein they must make a recommendation on the feasibility of a tremendously interesting engineering project of which, if approved, they would be in charge. There is not enough time for other agencies to review the situation and make the studies needed before the Corps is scheduled to make the recommendation to Congress or before Michigan needs to reach a decision on the question presently before her. Therefore, EMEAC feels the only solution is to regard the Corps on Engineers recommendations as biased and allow more time for other agencies and the public to review the data and analyses which should be developed.

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These are some of the specific concerns EMEAC feels there is a need to explore further:

I. Costs

A. How accurate is the benefit/cost ratio? 33
B. What are the environmental and social costs? 34
C. Canada apparently has decided their costs would far exceed benefits and will not participate. How does this affect the plan? 35
D. How accurate are the cost estimates? Between October 1977 and July 1978 estimates of initial investments rose by $864,580,000.00 and annual costs by $78,954,000.00. 36
E. With the federal government's present policy of cost sharing in water projects, will Michigan be expected to share in the costs; if so, how much? 37
F. Are user fees to be charged; if so, what proportion of the costs? 38

II. General Practicality 39

A. 75% of today's freight is containerized and the lakes are practical only for bulk shipping.
B. Winter shipping seems to be the opening wedge for the channels and harbors project. This should be given consideration-at least an awareness of the costs and environmental problems. 40

33. The B/C ratio is as accurate as practicable in incorporating the environmental costs, mitigation costs, and environmental study costs. This ratio is under continual refinement, and new information, both benefits and costs are incorporated as they are obtained.

34. All known enviromental and social costs are displayed in Appendix D. Additional costs would be incorporated as and if identified should authorization be provided under the Recommended Plan.

35. The cost split between the U.S. and Canada for improvements which span the international boundary in the St. Lawrence River is an assumption and as stated in the report is subject to negotiation between the two countries. The validity of the assumption can only be proven by the negotiations. Whether or not Canada will participate can be established only after formal coordination has begun.

36. The cost estimates are as accurate as possible with existing information. These estimates undergo continual refinement as new information is obtained, and the price level increases.

37. Under current cost-sharing policy, all states receiving direct benefit would be expected to share in the costs. The distribution of these costs among the affected states would be the decision of the states. The actual cost to each state cannot be determined at this time, as details on costs must be further refined during Phase I studies.

38. The Federal policy states that the Great Lakes System is free to all users. Fees could only be charged if new legislation permits such charges.

39. The vast majority of today's freight is not containerized, but rather in bulk commodities. Historically, on the lakes, freight shipment has been in bulk commodities and it will probably continue to be so. General Cargo-via the Seeway can well be containerized.

40. Although the connecting channels and harbors study is separately funded and scheduled, there is a cross referencing of information where applicable. The study is not directly related to winter navigation, as one does not depend upon the other for justification. (see the Main Report under the heading, "Scope of the Study.")

C. Foreign trade in the Great Lakes fluctuates greatly according to tariffs. 41

D. Slowed transit times and ship damage make some shippers reluctant to use the Lakes in winter. 42

E. What happens if one state disapproves of the project? 43

F. Costs increase for water purification as water becomes more polluted-chemicals and viruses cannot be removed at present. 44

G. Can the area grow and still meet Air Quality standards? Many urban areas have trouble meeting them at present. 45

H. What will be the effect on other cities if ports of entry for freight are shifted? 46

I. How will this affect rail and trucking industries? 47

J. Lake pilots need better training. 48

K. How will residents of islands cut off by winter navigation solve the problem? 49

III. Environmental problems

A. State and federal laws mandate improved water quality; will winter navigation make the lakes better? 50

B. How does the public want the lakes used? Are they willing to have their recreation, livlihood, or water supplies changed? 51

C. No baseline data was obtained for studies. 52

D. Present knowledge of fresh water in general and the Great Lakes in particular is extremely limited. 53

E. The Corps of Engineers is in a position of conflict of interest in being responsible for making a recommendation on the project and for carrying out the project if approved. 54

F. The State of New York has found the St. Lawrence River demonstration program to be environmentally unacceptable. 55

G. There are conflicting reports of whether the total number of vessel passages will increase or not. 56

H. The Corps environmental study gives no data on pollution from ship sinkings or damage resulting in cargo or fuel spills, contamination from bilge washings or dumped holding tanks. 57

I. In spite of Coast Guard claims to be able to successfully clean up oil spills, past records do not make one optimistic. A certain percentage of the oil content dissolves in water and causes marine kills regardless of surface clean-up. 58

J. Chemical spills cannot be cleaned up. The Coast Guard attitude is that dilution renders most chemicals harmless, which, unfortunately, is not true. 59

K. Small water depth changes mean permanent food chain changes. 60

L. Sediment disturbance, greater with ship passage through ice and tremendous during ice breaking, is predicted to practically eliminate fish in connecting rivers due to gill clogging. It will also disrupt spawning areas. 61

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41. Fluctuation in foreign trade is believed due more to the shipping season fluctuations than to the tariffs. Winter navigation would help stabilize the Great Lakes/St. Lawrence Seaway system and increase foreign trade.

42. The winter navigation extension program is designed to improve this situation, with actions described.

43. Objections from States have been incorporated into the report and taken into consideration. However, the final decision is made by the Congress. The resolution of disagreements among States is resolved by determining the National interest and decided on by Congress and the Executive Branch.

44. Vessel waste controls come under the authority of the Coast Guard so that operational pollution should be controlled. However, accidental spills of polluting material is considered a major concern and is discussed in Sec. V, (EIS), and Appendix F.

45. EPA regulates and monitors the quality of industrial discharge, a major contributor to air pollution. The growth of an area should include prevention devices incorporated into industrial developments. Existing and future air quality laws and regulation should prevent any serious problem.

46. This is described in detail in Appendix H. In summary, some income and jobs at some existing ports would be lost, but the new ports of entry would receive the income and jobs. This is a regional transfer resulting in overall greater economic efficiency and is not included in the B/C ratio.

47. A separate study done on alternative modes of transportation (Intermodal Study) addresses this concern and is incorporated into Appendix D.

48. The qualifications of lake pilots are specified and enforced by the U.S. Coast Guard Districts Commanders and Officers in Charge, Marine Inspection in the separate ports. Training may be obtained through experience required or graduation from Great Lakes Maritime Academy.

49. The proposed actions include provisions to assure continued island transportation. Please refer to the Main Report, EIS and Appendixes B, F, H.

50. Some of the proposed measures such as bubblers, may improve water quality. On the other hand, turbidity will continue to be generated. The net effect cannot be determined at this time, but would be resolved prior to construction or operation by means of the Adaptive Method.

51. Views of the public have been obtained through the many public meetings and workshops and through comments made on documents. It is certainly human nature to object to anything which might adversely affect one's recreation, livelihood, or water supply. Such views have been presented in this document. It is the business of the

Congress and the President to review the information and make that decision they believe to be in the best interest of the Nation as a whole, considering social, environmental, economic, and energy effects.

52. Please refer to comment/response #2 and #6 above.

53. A wealth of knowledge of fresh water and the Great Lakes exists. Problems arise over assessing/predicting effects of such activities as winter navigation because of the complexity of the system, number of users, natural variability, etc.

54. All Corps' studies are conducted under rigorous laws, rules, and regulations designed to eliminate any influence of "Conflict of Interest." The recommendations made are believed to be as impartial as they can be made within the Federal system. An example of constraints used to prevent such "conflict of interest" is the practice of rotating District and Division Engineers (those officers responsible for recommendation) every two or three years to a new assignment.

55. This is noted in Sec. VI (EIS) describing public involvement. Please also see comment #3. above.

56. The appearance of conflict probably arises from the fact that the number of vessel passages would be spread over a longer time period. The basis for projecting Great Lakes/St. Lawrence Seaway traffic volume are described in Appendix D under the Economics Study Approach.

57. Data on the environmental effects of ship sinking/accidental spills which have occurred is given in Appendix F. Studies have been done on contamination from vessel wastes to address potential impacts. Two studies have been completed by the U.S. Dept. of Commerce/ Maritime Administration/Office of Commercial Development - "Disposal of Vessel Wastes: Shipboard and Shoreside Facilities, Phase One: Blackwater," and "Disposal of vessel wastes: Shipboard and Shoreside Facilities, Phase Two: Graywater (1979).

58. This subject is addressed in Appendix F (Biological Effects of Oil Pollution). Along with this are listed the variables that may affect the extent of damage.

59. We agree that many chemical spills cannot be cleaned up through contingency planning method. While dilution is certainly a factor, this would be conditional on a case-by-case basis. This is discussed in Appendix F. Improvements in vessel design, and traffic control which could be developed under the EPOA, would seem to be the best available method of spill prevention. The Coast Guard has already done much in this area.

60. Two major International Joint Commission (IJC) studies addressing water level changes and subsequent environmental impacts are presently on-going. This would be investigated as related to winter navigation (EPOA), Appendix F). Such changes can be either adverse or beneficial, depending on circumstances present at any given location. It also might be noted that the natural range of Great Lakes levels is from approximately four, to over six feet.

M. Dredging will be greatest in areas of heaviest concentrations of heavy metals and other toxins, releasing them into the water supply. 62

N. Dredge spoils will have to be deposited on land. Sites are hard to find and expensive to prepare. 63

O. Bank erosion is already a problem and ice breaking and larger ships will accelerate this. 64

P. Little attention has been given to the over-utilization of Lake St. Clair where threats of armed violence have already been made between user groups interferring with each other's activities. This lake is becoming more and more important for recreation in a heavily populated area. Larger freighters on Lake St. Clair present a safety hazard at any time of the year. 65

In conclusion, Secretary of the Interior Cecil Andrus has predicted that within five years water will be the number one problem in the world. Scientists at the Freshwater Biological Institute of the University of Minnesota say that fresh water is in a state of crisis now. For the benefit of the people in the Great Lakes area we ask your support in opposing the extended season shipping program, if not permanently, at least until unbiased environmental data has been collected.

Respectfully,

Grace C. Blain

Grace C. Blain
Member, Board of Directors.

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61. Predictions of practically eliminating fish in connecting rivers due to gill clogging have not been made by any professional biologist. The possible impact of killing some juvenile organisms by gill clogging with suspended sediment is one of the impacts least likely to be significant. In perspective, one should realize that the sediment load generated by vessel passage is less than that generated on windy days, by rainstorms and consequent runoff, and by normal spring break-up of the ice. Preliminary investigation of impacts on spawning areas in the St. Marys River has been done, and the findings are presented in Section V of the EIS.

62. This statement is not correct according to the best available information and data. Currently, significant dredging is proposed only for portions of the St. Marys River. Sampling, although limited data have shown the materials in the remaining areas to be unpolluted and acceptable for open water disposal. A large percent of the material is [illegible] spawning reefs.

63. If any of the materials to be dredged [illegible] found to be unacceptable for open water disposal, confined or other means of land disposal would have to be found. Suitable sites are difficult, but not impossible to find. In keeping with efforts to included costs for "worst case" conditions, the costs for land disposal of dredged materials have been estimated and are included in dredging costs and the B/C ratio.

64. Mitigating measures are being proposed. Riprap protection and vessel speeds control would minimize damage due to ship passage and reduce losses due to natural causes.

65. The winter navigation extension program does not propose larger vessels than those used in the normal navigation season. The recreation use of Lake St. Clair is vastly less in winter than in summer.

LAKE MICHIGAN FEDERATION

53 West Jackson Blvd. Chicago, Illinois 60604 (312)427-6121

Citizen Action to Protect a Great Lake

May 15, 1979

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Charlotte Zane

Colonel Melvyn Remus
Detroit District
U.S. Army Corps of Engineers
Box 1027
Detroit, MI 48231

Dear Colonel Remus:

This letter comments on the Winter Navigation proposal of the U.S. Army Corps of Engineers, Draft Survey Report, March 1979.

1. We concur completely with the comments of the Michigan United Conservation Clubs dated February 10, 1979 and April 26, 1979.

2. The Lake Michigan Federation has never, as you state in your Append. Volume I, March 1979, commented solely on the need for "notification of public meetings should be expanded to include additional concerned citizens and conservation groups." — 1

3. In July of 1976 we questioned the staggering expenditures for private gain, the prudence of creating a disincentive to use the ailing rail systems, the environmental and labor concerns, effects on fish, the "profound environmental considerations," damage to the shoreline, the problems that seamen have with sailing in winter. — 2

4. In February of 1977 we stated that there were limited benefits to navigation, real costs were underestimated and remedial measures were expected to be costly, islands lose effective travel to mainlands, erosion, scouring and destruction are increased, ecological effects on fish have not been studied, oil spill clean-up presents a substantial issue, water flows for hydropower will be adversely affected and benefits are received only by steel companies. — 3

5. At this point we note that our concerns are still relevant. The studies have not laid any of them to rest. The cost/benefit ratio is a fraud. The threats of oil and chemical spills are real. There is no way to clean up such spills in winter. No environmental studies have been completed. No baseline data exists since no data has already started. Severe impacts on spawning areas are possible. Ice breaking starves ducks and increases energy stresses on waterfowl. Surges under the ice devastate underwater habitat and bottom dwelling organisms. — 4

Dues and contributions are tax deductible

C-11-8-104

1. This comment has been removed.

2. The project benefit and costs are detailed in Appendix D, the impacts on rail systems are discussed in Appendix D, shoreline damage is discussed in Appendix B, environmental effects are addressed in the FEIS and Appendix F and labor and seamen problems are discussed in Appendix H.

3. All of these concerns have been addressed in the Main Report, FEIS, and in the several Appendixes. Discussion of these constitute much of the total report.

4. Virtually everything which can be done at this stage of program development has been done to address these concerns. The EPOA and Adaptive Method would provide the final answers prior to undertaking construction or operation, as is required by National Environmental Policy Act.

6. In 1977 we directed nine workshops where many citizens discussed winter navigation effects. The report shows an astounding number of impacts. They included increased potential for environmental impacts on wildlife, the food chain, sensitive species and drinking water supplies, failures in clean-up efforts and in responsibilities for clean-up, inadequate ecological data base, inadequate studies of lake currents, temperatures, evaporation, lake turnover, plant and animal populations, reproductive activity. Other impacts were serious shoreline erosion and destruction of docks and transportation linkages, adverse effects on wetlands, rivers, shoreline communities and fish population, potential thermal changes from bubblers and ice breaking which affect currents and water temperatures. Participants in the workshops were concerned with breeding grounds for fish and wildlife, wetlands, new water level issues and bottom sediment disturbance. Others were concerned with dredging, migration of fish and mammals, energy issues, air and noise pollution, vessel wastes, vessel size impacts, weather effects on cargo, changes in littoral currents, secondary impacts on coastal communities and numerous other impacts.

   In very few of these cases does the Army Corps Draft Survey Report answer any of these concerns and then, in only the most perfunctory manner. 5

7. Finally, we have long been concerned with the approach to winter navigation. You have demonstrated the system before the environmental assessment, making it virtually a fait accompli. You have dealt with the public and Congress using tactics that were unfair, sending misleading information to Congress, tacking authorizations onto unknown legislation. You have attempted to purchase the acquiescence of federal and stage agencies using grants which you controlled to "study" environmental, economic and social impacts. You have tried to buy out public interest groups in the same way. And you have misrepresented the findings of those who did complete their tasks in a responsible manner. 6 7 8

8. The record of winter navigation is dismal. The program should not be continued.

C-IT-6-105

Sincerely,

Richard L. Robbins
Executive Director

RLR:ml
Encl. MUC Testimony
(Copies of the 100 page report on the Winter Navigation Workshops held in 1977 which documented the widespread public concern are available from the Lake Michigan Federation)

cc: Wayne Schmidt
Harold T. Johnson, Chairman, U.S. House Committee on Public Works & Transportation

5. The data and information obtained in these workshops was a primary source of the information used in developing the EPOA. Without conducting these EPOA studies, these concerns cannot be answered in detailed. The input from the workshops was of great value in designing the EPOA.

6. The Demonstration Program provided a means for identification of social, economic, and environmental effects for assessment, and for identifying mitigating measures. The feasibility report which followed provides for a system-wide approach which must be considered on a far more complex scale of considerations. Please refer to a description of the total process of planning necessary before winter navigation is a "fact accompli" (Summary).

7. The statement is incorrect. A comprehensive inter-agency, inter-disciplinary process of project findings and reports normally precedes Congressional review. Information considered misleading would be specifically identified during the review service. All information furnished the Congress is a matter of public record. The Corps of Engineers does not adopt or add authorizations onto legislation.

8. The statement is incorrect.

STATEMENT OF THE MICHIGAN UNITED CONSERVATION CLUBS
"Winter Navigation on the Great Lakes and St. Lawrence River"

Public Hearing - U.S. Army Corps of Engineers
Detroit - April 26, 1979

We welcome this opportunity to once again present the position of the Michigan United Conservation Clubs to the U.S. Army Corps of Engineers. You have given us a five-inch thick document to critique on a program that will affect the economy, environment and future of the entire Great Lakes Basin. Our comments can only touch the most serious of our criticisms of winter navigation.

Our organization has been working to stop this program since 1977. Appendix A of the report summarizes the positions of various groups. To say that this summary is misleading would be too kind. It is a deliberate misrepresentation of the facts.

Since you have apparently misplaced the voluminous correspondence we have had with you since 1977, let us once again repeat the position of the 100,000 members of the Michigan United Conservation Clubs: Winter navigation is not in the best interests of the United States or the state of Michigan and should be terminated at once.

Let us repeat the statement we made to the Congress on March 22, 1979: "We don't want winter navigation. We don't want to pay for it. We don't want it tearing up our environment. We seriously question the propriety of giving the steel industry such a tremendous subsidy. We are the people in the midwest this is all supposed to benefit--the public. That public does not want winter navigation." We trust that leaves no misunderstanding.

We would not pretend to speak for other groups you mention in the Survey Study, but believe you have seriously misrepresented other positions, including the Chippewa County Board of Commissioners, the New York Department of Environmental Conservation, the U.S. Fish and Wildlife Service, private environmental groups, and the United Steel Workers of America (Local 14913) You have misrepresented others by omission, such as the Governor of New York, the lead citizen opposition group in New York--Save the River, Inc. and Congressman David E. Bonior.

You have held dozens of hearings and workshops over the years. The arguments favoring winter navigation sound weaker every year. The arguments against winter navigation may be a litter more sophisticated today, but they are essentially the same ones raised years ago.

MUCC
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C-11-B-106

1. The public involvement appendix of the Draft Report has been substantially rewritten to reflect this concern and to display the views of the public. Please refer to Appendix C - Public Reviews and Responses. All comments on virtually any aspect of the program have been added to Appendix C.

You still can't prevent and clean up oil spills under ice in rivers. You still haven't done any serious environmental studies, though we have a lot better idea of the problems you have already caused. 2 3

But the strongest argument is still economics. The public has no faith in your economics. That recognition of the national credibility of the Corps of Engineers is a damning indictment of your reputation in water project planning in the United States. 4

Even if the benefit cost ratio was accurate, even ignoring the environmental costs to the Great Lakes and the social impacts to our citizens, people still don't want winter navigation. Taxpayers don't want billions of dollars in taxes going to benefit such a narrow industrial base.

When will you acknowledge the depth of public opposition to winter navigation? Who is the Corps of Engineers representing when you pretend the public wants to buy winter navigation? 5 6

Our disillusionment with the Corps is based on hard experience. While the Corps' top officials from Detroit are telling the public that no recommendation has gone to Congress (regarding the interim extension), the generals in Washington are sitting before Congress asking for a permanent season extension. Can you blame us for asking if the Corps of Engineers is out of control? 7

In another example, General Harris testified to Congress in March. When asked about the views of people affected by winter navigation on the upper Great Lakes he replied: "Sir, on the upper Great Lakes the people, including proponents and opponents affected by winter navigation, have expressed concern. Riparian interests want to be sure any future program provides means of redress for any actual disbenefits they receive." That limited testimony is an insult to our membership and the thousands of citizens opposed to any winter navigation program on the upper lakes. It is a deliberate misrepresentation of the depth of opposition to this project. 8

Organizations from Duluth to Massena are devoting major resources to defeat this project. Several organizations have promised a court challenge if winter shipping continues next winter. The Board of Directors of HUCC has authorized us to enter into such a lawsuit if necessary; we can assure you that we will do just that. Many newspaper, including both Detroit dailies, are extremely skeptical of the project. Counties and townships oppose it. A diversity of other interests, including unions and railroads, adamantly oppose it.

C-11-8-107

2. Refer to response #3 to Joseph Vitek.

3. See response #2 NYSDEC.

4. The economic projections have been developed with the best available information and in accord with existing laws and regulations. The Corps reputation in water project planning means different things to different interests. Credibility problems may sometimes stem from the publication of erroneous information and — often well meaning, but biased -- opinions of special interest groups.

5. Refer to response #1. Please note that the Corps mission is to recommend what it believes to be in the best National interest and to present the Congress and the President with facts so that a decision can be made.

6. The Corps is an agency of the executive branch of the U.S. Government and is not a proponant of the project.

7. No formal report went to the Congress on this project until August 1979. Corps of Engineers personnel are occasionally called in by Congressional Committees in order to answer questions. The answer provided by the Corps official to HUCC was correct to the best knowledge of the respondent.

8. The Corps has not received "thousands" of objections to the program. This does not mean that there are not thousands opposed to the program, but does reflect the intensity of such objection. Do not concur that opposition is misrepresented. All opposition letters provided on the draft survey report are shown in Appendix C.

This is just the start. Conservationists in Canada are gearing up to oppose it. National press attention in the U.S. and Canada will assure greater public opposition than anything you have seen to date. And in the face of all this, General Harris says there is "concern."

Survey Study

It is argued, of course, that these hearings are important to hear citizen comments on the new report--the Survey Study. While that sounds good on paper, it breaks down in real life. The Corps of Engineers bureaucracy has produced an incomprehensible document. Even the 17-page abstract is virtually undecipherable. It is so cluttered with bureaucratese that an ordinary citizen could make little sense of it. 9

It may not be possible for the Corps to write an objective environmental impact statement on winter navigation. There is a military discipline in all federal agencies which sometimes prevents an objective review. 10

Why can't you say in plain English that there are some oil spills that could happen from winter navigation, that could destroy a fishery and an entire tourist economy of part of Michigan: It happens just like that other places in the world; it can happen here. The reason you can't say that is because the Coast Guard brass can't bear to admit a situation it can't control. 11

Why can't field biologists in the U.S. Fish and Wildlife Service say publicly what they believe--that the demonstration program may be an environmental disaster? The reason is that FWS brass can't bear to admit that they blew it years ago. They couldn't stand up to winter navigation lobby then and it is apparently too late to change now.

No one wants to rock the boat. And the discipline in the Corps is so tight that a new language--bureaucratese--is needed to try to cloud the issue.

Part of the confusion is inherent in the proposal. Winter navigation is mind boggling. But if we made the following statement today in your bureaucratese, would anyone know what we were talking about? "The Adaptive Method Approach would include additional environmental impact statements in accordance with standard Corps of Engineers and the Council on Environmental Quality's policy; accomplishment of the Environmental Plan of Action; and Adaptive Assessment Approach; and provision for engineering and operational refinement based on refined environmental information" (Abstract). Or how about this one: "A second part of the Technique is to synthesize impact information from development projects similar to those proposed for the Extended Season Program. These case studies would augment the information from the 'experimental laboratory'" (p. 62, Main Report). 12

9. Efforts were made to write the report "in plain english." This is not always possible, since the report has a specific structure and data requirement to provide for ordering technical and non-technical review.

10. The fact that an EIS does not fully endorse opinions stated by those who oppose the project does not make it non-objective. It represents the best professional judgement of those persons who authorized it (list included in EIS) and the information from other professionals who conducted studies used as input.

11. Basically, that is what was said. Since there cannot be an absolute guarantee that it could not happen, the potential for an oil spill occurring during an extended season program does exist. However, this information must be presented in a realistic context. As accurate a description as possible of the level of risk and possible consequences must be provided to decision makers so that they can decide if the level of risk is acceptable or not. That is what the EIS and discussions in the Appendix have attempted to portray. There is a risk.

12. These statements were not intended to cloud the issue. They are written commitments to do certain things which have precise definitions. These definitions are in the body and Appendixes of the report and EIS.

In spite of these problems of reading a report written in an obscure dialect, we do have a few comments on the Survey Study and Environmental Statement.

Programmatic Approach

The proposed programmatic approach is completely unacceptable to us. It is the carrot with which you have managed to lead Region 3 of the U.S. Fish and Wildlife Service (Twin Cities) around by the nose. More studies; more reviews, more public hearings and more reports are hard to argue against. Perhaps if you could only write a long enough report, the objections would disappear. We are here today to tell you that they won't disappear. 13

Region 5 of the U.S. Fish and Wildlife Service (Boston) was asked to list studies which would resolve their objections to winter navigation on the St. Lawrence River. Here is what they said: "It would be most unethical and unprofessional for us to recommend major taxpayer expenditures to study a proposal that is already, in our opinion, clearly not in the public interest with regard to fish and wildlife." 14

Region 3 of the U.S. Fish and Wildlife Service (Twin Cities) is doing exactly the opposite on the upper lakes. They went to spend $132 million--our dollars--to study this proposal. If that is not a sellout we don't know what is. You don't seem to understand--some things just can't be fixed by engineers; some things just can't be bought; some things taxpayers just don't want to pay for. 15

Environmental Impacts

We will not repeat the numerous charges we have made in the past regarding environmental impacts from the demonstration program. You have listed most of them in the report. Suffice it to say, simply listing what impacts to the environment may occur does not satisfy the National Environmental Policy Act of 1969 (NEPA). The courts have clearly stated that a programmatic approach in the absence of specific environmental studies will not satisfy NEPA on a federal project of this magnitude. 16

Much of the report is little more than idle verbiage. The objectives used to justify the project (pp. 40-44) talk about "enhancement" of the environment. Are you honestly trying to say that winter navigation will enhance ecological systems, outstanding resources, water quality, air quality and esthetic areas as the objectives announce? 17

We are particularly concerned about the glib manner in which you discuss construction of dams ("compensating works") in the St. Clair and Detroit Rivers. You admit that impacts on levels and flows will occur (p. 74). Then you tell us that "compensating works are being considered..." Are you planning on building them or aren't you? If you are, then what will be the environmental impacts of this project? Obviously you have no idea. 18

C-11-6109

13. The Adaptive Method and EPOA present the best available way of proceeding in an environmentally sound manner. They will provide a means to determine what objections and concerns are valid and will allow for decisions to be made in the light of full knowledge of consequences. We do not expect all objections to disappear.

14. Region 5 was not asked to list studies which would "solve their objections." They were asked to list studies needed to make an adequate determination of environmental acceptability. The list was provided and was used in development of the EPOA.

15. Region 3 of the U.S. Fish and Wildlife Service has not pre-decided the outcome by recommending that any action be preceded by major environmental studies designed to provide the answers on whether or not any of the recommended construction or operation should be done. The Extended Season Program, as proposed, is believed to be a real opportunity to benefit the Nation while maintaining or enhancing environmental quality. Only time and study can provide the answers.

16. Impacts have not been simply listed. Details are provided in Appendix F in accordance with the new CEQ guidelines. The guidelines also specifically address the Programmatic (tiered) approach, and that is what is proposed. This does not appear to violate NEPA.

17. Enhancement is expected to result from the proposals. Examples include use of dredged materials for marsh creation and spawning reef construction and erosion protection which would stop erosion year-round, not just in winter. Many more opportunities could be identified as details are developed after authorization. The opportunity is real.

18. Compensating works could be required to maintain the normal winter flow regime in these rivers. However, no change in flows was found during the Demonstration Program. Further study would be required before such structures would be built. As with other compensating works, which already exist in the Detroit River, the net impact may well be environmentally beneficial through the provision of additional variation in habitat in the stones used for construction.

You mention that the Peche Island shoal, site of one of the proposed dams, may be "significantly" used for lake sturgeon spawning, a fish listed by the state of Michigan as "threatened." This is just one small example of the potential for major environmental damage which approval of this Adaptive Method Approach will guarantee. This dam which you are only "considering" appears to be a critical link in the entire winter navigation program. If somewhere down the line you discover that, yes, this is a major lake sturgeon spawning site, what are you going to do? Once this program is approved by Congress, those lake sturgeon would not have a chance to survive. 19

International Joint Commission

The discussion of levels and flows points out another intentional omission in this report; that is, our treaty obligations with the Government of Canada under the 1978 Water Quality Agreement. The International Joint Commission (IJC) has specific treaty obligations to consider impacts on levels and flows and water quality. 20 This agreement specifies that an ecosystem approach shall be used in consideration of impacts on international waters. Only one short reference (p. A-125) was noted regarding the obligations of the IJC. No mention was made that the IJC has already 21 referred the matter of water quality impacts from winter navigation to its Water Quality Board. It is clear that you have no desire to involve the IJC in a consideration of winter navigation from an ecosystem approach. You have recommended circumventing the IJC through the State Department. Given the IJC's reputation for 22 thoroughness, we are not surprised. What will be surprising to us is if the IJC allows this system-wide insult to the Great Lakes to pass without comment.

The IJC and the public have fully recognized the connection between winter navigation and other proposals facing the Great Lakes. Proposals for year-around shipping; enlarging locks, shipping channels and harbors; and allowing longer and deeper draft vessels are all part of what the Detroit Free Press has termed the "re-tooling" of the Great Lakes. You can't fool people that this isn't part of something bigger planned for the lakes.

Interim Extension

There is one more assumption the report makes which must be noted (#4, p. 165). A Congressional approval of a permanent extension of the shipping season until January 31 (plus or minus two weeks depending on weather) has been assumed. We would suggest that is premature and rather arrogant. Our organization is committed to doing everything within our powers to prevent that authorization. 23

C-11-8-110

19. If the compensating works are found necessary and the EPOA studies show that the sturgeon would be unacceptably affected, then the Adaptive Method would require that the compensating works be either relocated downstream where no effect would occur or that they not be built at all. This is a common-sense approach.

20. The authority of the IJC in these matters has long been recognized, and a representative of the IJC has sat as an observer to the Winter Navigation Board for years. All reports prepared have been furnished to the IJC. No formal request for consideration of recommended changes has been made because the United States Government has taken no position on this project by authorization. You should note also that the ecosystem approach is in the EPOA.

21. The IJC has only asked its Water Quality Board to look into the matter. Its review, like all others, is welcomed.

22. Please refer to response 21 above. An ecosystem approach has been recommended (EPOA), and the IJC could certainly be involved, as appropriate, should the United States Government take a position on the proposed program by authorizing it.

23. On the other hand, to assume that the previous recommendation will not be authorized would be premature. Since an assumption had to be made to provide a basis for this report, we reaffirmed our previous recommendations by assuming authorization.

The Chief of Engineers' handling of winter navigation before the Congress has been extremely distasteful to us. Approval by the Congress of this January 31 extension would have occured in the last session of the Congress except by an accident of fate. No one in Michigan knew that action was pending. This year the Chief of Engineers tried the same tactic. We have learned by bitter experience and don't intend to let you summarize to the Congress public opinion on a water project in Michigan. You have proven that you cannot be trusted. 24

These are harsh words given reluctantly to an agency, the Detroit District, not fully deserving such stinging criticism. MUCC has respect for the professionalism of this district and for the integrity of our district engineer. But the actions of the North Central Division and the office of the Chief of Engineers speak for themselves. One effort to avoid that confrontation was ignored. A letter to Lieutenant General John Morris of January 2, 1979 asked specifically what his intentions were regarding future testimony to the Congress on the January 31 extension. 25 That letter was never answered and we learned of his office's testimony to Congress too late to make arrangements to testify in person before the same subcommittee. While we would prefer to deal constructively with the Corps in the matter of public interest, it is no wonder we find ourselves in an adversary role.

C-11-B-11

Summary

In summary, it is the position of the Michigan United Conservation Clubs that winter navigation, as proposed in the Survey Study, is not in the national interest. This "programmatic environmental statement" proposing an "adaptive method approach" is illegal. Winter navigation should be terminated based on environmental, social, and economic problems it will create.

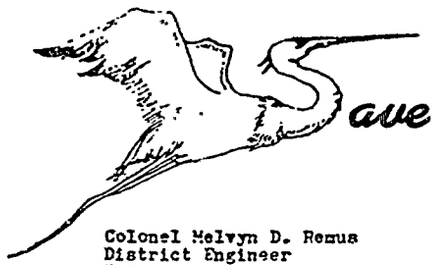
We believe winter navigation will bring severe disruptions to the lives of citizens along the connecting waters of the Great Lakes, serious damage to shorelines and private property, destruction of natural resources, impairment of our tourist economy, an unacceptable threat of oil and chemical spills under ice, impacts to our state's railroad line, and an unacceptable economic subsidy to a narrow industrial base.

(end)

Presented by: Wayne Schmidt,
MUCC Staff Ecologist

24. In addition to opposition viewpoints, many supporters [illegible] heard from, and letters can be found in Appendix C. Also, [illegible] review the digest of public hearings in Appendix C. Also, please recall that the Corps of Engineers does not adopt legislation.

25. MUCC stated its position at least two years ago as an adversary to this project, considerably prior to the testimony referred to in this comment.



Save The River!

May 16,1979

Colonel Melvyn D. Remus
District Engineer
U.S.Army, Corps of Engineers
P.O.Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

We have fully reviewed the Draft Feasibility Study for the Great Lakes-St. Lawrence Seaway System Navigation Season Extension Program. It is our opinion that this report does not satisfy objections concerning the propsed plan previously stated by the Committee. Therefore, we find the Draft Survey report to be unacceptable to Save The River,inc.

Specifically, Save The Piver objects to:

1. We object to the ommission of Correspondence sent to both Detroit and Buffalo Districts, and to North Central Division written by Save The River and the Committee's attorney Irving Like. These letters and statements to Winter Navigation Board meetings should have been included in Appendix H, which claims to be copies of letters and statements received since July concerning either the Feasibility or Demonstration portions of the program. These ommisions give a biased picture of public concern and criticism. 1

2. We object to the Draft Environmental Impact Statement as being inadequate. It does not comply with the National Environmental Policy Act(NEPA) or the guidlines of the Council on Environmental Quality because it fails to determine the environmental feasibilty and acceptability of extending the season. The legal comments sent to General Harris relating to the Final Environmental Statement for the Demonstration Program of the Great Lakes-St. Lawrence Navigation Season Extension Program, in the opinion of our Attorney Irving Like, still are applicable to this draft statement. The "adative method" does not satisfy the requirements or the intent of NEPA because of its failure to gather the necessary data to determine environmental impacts prior to authorization. 2 3

3. We object to the Environmental Plan of Action (EPOA). The EPOA is not designed to accomplish the necessary studies needed to insure the protection of the environment. Despite the enormous cost of the plan, when the individual studies are broken down they are shown to be lacking in funds for actual base line research. As with the environmental statement, the adaptive method as proposed in the EPOA is unacceptable to us. 4 5

C-11-4-112

SAVE THE RIVER COMMITTEE BOX 322, CLAYTON, NEW YORK 13624

1. Copies of these letters have been incorporated in the Response/Pertinent Correspondence Section of the document. Since they were not originally directed at the Survey Study, they were not included in the draft document.

2. The programmatic EIS complies with CEQ guidelines by identifying environmental information applicable to the level of planning as authorized. Phased implementation is essential in order to respond flexibly to the more detailed level of design reserved for future efforts in the planning process (Summary, EIS). The Adaptive Method of assessment provides mechanisms for staged environmental analysis, project review and determination of project feasibility based on environmental acceptability.

3. The Adaptive Method approach is in compliance in that it includes staged environmental impact statements in accordance with standard COE and Council of Environmental Quality's EIS policy; accomplishments of the EPOA, and provisions for engineering and operational refinement based on refined environmental information. This environmental-engineering program approach would be capable of dealing with the foreseen as well as the unforseen consequences of the proposed project activities during program implementation. The Adaptive Method approach would provide for the necessary checks and balances to assure protection of the environment. Data would be gathered and all determinable impacts would be evaluated in advance of construction and operation, as required by NEPA.

4. The EPOA lists studies required for identifying adverse effects related to the biological and physical environment. Social effects are considered separately in Appendix H. The primary purpose of the EPOA is to accomplish the necessary studies needed to insure the protection of the environment.

5. No evidence has been presented by any agency or individual which would support this contention.

Page 2: Col. Pemus

4. We object to the failure to mention the following prior and on-going studies in Appendix A. Their is no mention of the Assessment conducted by the New York State Dept. of Environmental Conservation in conjuction with the U.S. Fish and Wildlife Service which concluded that adverse impacts to the environment would occur as a result of a demonstration test on the St. Lawrence River. Their is no mention of the study Seaway-in Winter conducted by LEA Partners Consulting LTD. This study found that their would be no benefits to Canada from season extension, and extension of the Seaway would not mean proportional increase in traffic. Appendix A, also, fails to mention the on-going studies by the New York State Dept. of Transportation, and the Great Lakes Basin Commission. 6 7

5. We object to the one lump-sum compensation for shoreline property owners for damages resulting from season extension. Based on the figures on table 9 in Appendix F, this provision would only cover 5.4 miles of the St. Lawrence River. It is only for coverage for 15 years of the project and the money set aside for compensation would be inadequate to cover damages for the 50 year period of the project. 8

6. We object to the air-cushion vechicle now being proposed for an alternative method of transportation for Grindstone Island residents. The one lump payment for maintance is insufficient to keep this vechicle in operation. An air-cushioned vechicle cannot stand up to the punishment of 50 years use across an broken ice field. Eventually the Islanders would be forced to leave the Island in the winter months. 9

7. We object to the lack of knowledge and technology which exists to handle an oil or toxic spill in icy waters. The failure to have adequate capability to clean up these potential spills constitutes a negligence on the part of the federal government. 10

8. Finally, we object to the economic analysis which justifies this project. It fails to include the costs to other industries affected by winter navigation. It fails to quantify environmental costs to the ecolgy and related tourist industries along the Great Lakes and connecting rivers. And it fails to include additional costs to power interests and consumers of electricity. If all these factors were included into the cost/benefit ratio, the result would be a lower ratio than the one given. 11 12 13 14

In conclusion, Save The River finds the Draft Survey Report to be not in the best interests of the people living in the St. Lawrence River Valley, or to the American People. Based on the benefits claimed in this report, only one sector of the economy, steel interests and related maritime interests, would benefit from season extension. The reasoning that lower costs to industry will be passed on to savings for consumers has not been substantiated. The impacts to the rail and trucking industries, to the large recreational industry which exists throughout the Great Lakes- St. Lawrence region, to power generation, and to lowering of property values along the shoreline offset the benefits to one industry. Finally, the problems associated withnavigation season extension during the winter of 1979, make us skeptical of the claim that this project is technically feasible within the costs projected. 15 16 17

C-II-8-113

6. These two studies have been incorporated into the list of Prior and On-going Studies and Reports located in Appendix L. The assessment by the NYDEC was done through Demonstration Program funding and included in full as an appendix in the FEIS, August 1978. It has been circulated to all known interested parties and incorporated in this report by reference. Official Canadian coordination would be requested upon Congressional authorization.

7. These studies are discussed briefly in Appendix D and in Section V of the FEIS. No information on the findings of these studies was available for the draft report.

8. Intent of the one lump-sum compensation conclusion was not to indefinitely cover damages, but to improve structures against further damages. See response to Elwood Veitch.

9. The initial one time lump-sum payment is to be used to buy the vehicle. The funds left over would be invested in order to maintain a constant cash flow. These funds are to be used for maintenance and replacement and should be enough to cover 50 years.

10. This concern is addressed in Appendix F which includes information on oil spill contingency plans. The EPOA provides the mechanism for improving technology, contingency plans, equipment, and vessel design criteria in the future.

11. The economic analysis is a rate comparison between this and other modes of transportation, as required by law. Impacts on tourism and recreation industries are discussed in Appendix H. "Costs" to other modes, and the corresponding "benefits" to the Great Lakes Region harbors are regional transfers of income and are not included in the benefit/cost ratio, which is based on the reduced cost of transportation and stockpiling.

12. The environmental costs would be included in the costs of the mitigation as impacts are identified and acceptable solutions are developed. The costs to the tourist industry are discussed in Appendix H. All such costs would be included in the B/C ratio prior to operation or construction.

13. This concern is discussed in Appendix D. Both benefits and costs are possible, with Appendix I explaining why impacts are most likely to be minimal.

14. All identified costs reinted to these factors have been included in the B/C ratio. Should additional costs attributable to the Program be identified, the B/C ratio would change. A discussion on environmental mitigation costs/effects has been added to Section V of the EIS. Should such costs result in the B/C ratio falling below 1.0, no construction or operation would be undertaken.

Furthermore, the Fish and Wildlife Coordination Report recommends that the St. Lawrence River section of this report not be authorized, because the program as proposed would be environmentally unacceptable. We concur with that recommendation. We also recommend, that before the final report is sent to Congress, an environmental assessment be done, with in the framework of NEPA, to determine if this project be environmentally feasible. This study should be made jointly by the federal and state agencies equiped to conduct such a study. Since it is the taxpayer who must pay for season extension, his representatives in Congress should have all factors and potential impacts clearly presented. The Draft Survey Study for Great Lakes-St. Lawrence Season Extension fails to do this. 18 19

Respectfully,
Richard Spencer
Save The River,Inc.
3 Market Street
Alexandria Bay, New York
13607

C-II-B-114

15. Companies in the Great Lakes region that realize savings from the lower transportation costs associated with winter navigation may either pass these savings on to the consumers of the product in the form of lower prices, or reinvest these savings into the company, resulting in increased production, income, and employment in the region. Corporate profits in excess of $50,000 which are not passed on or reinvested would be taxed at a rate of 48%.

16. The intermodal impact study has been incorporated into Appendix D. Impacts to power generation are included in the B/C ratio and Appendix D. The property values may not necessarily be lowered due to winter navigation.

17. The "bottom line" costs were calculated for high, worst-possible conditions and therefore, are believed to be conservative.

18. The FWS Coordination Report objections include dredging on the St. Lawrence River. The alternative providing for a 10-month season on the St. Lawrence, (a 12-month season on the upper three Great Lakes and up to a 12-month season on the St. Clair River-Lake St. Clair-Detroit River System and Lake Erie....) might be found acceptable after the studies and impact assessments called for in the EPOA are complete.

19. The Environmental Impact Statement accompanying this report was developed within the framework of NEPA, has been coordinated with all interested agencies and publics, and is considered consistent with the needs for project authorization. The EPOA and Adaptive Method provide for assurance of feasibility before operation and construction or no project would be constructed.

22 Candice Court
Lancaster, New York
14086

May 7, 1979

Col. Melvyn D. Remus
Detroit District
U. S. Army Corps of Engineers
Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

For the past four to five months I have been investigating the proposed extension of the navigation season on the St. Lawrence Seaway. I have concentrated on the topic of oil spills and the clean-up thereof under winter conditions. After examining the U. S. Coast Guard's study, System for Arctic Spill Response (Final Report 1978), I have come to the conclusion that there are very few, if any, adequate mechanisms and devices in existence that can handle oil spills under winter conditions.

C-II-B-115

Out of 50 mechanical recovery devices evaluated by the Coast Guard only "four units were judged to offer promise in limited applications," (page B-26, vol.II). The tables provided (pages B-27 through B-35) list two devices as being adequate. The result of the evaluation of 22 containment booms showed that under light ice conditions 12 are "likely applicable," five of which have difficulty in low temperatures. Under moderate broken ice conditions only one is "likely applicable" in low temperatures (pages B-11 through B-24).

Non-mechanical means of recovery are discussed on pages B-36 through B-39 of the Coast Guard's study. Not one of these techniques is feasible for one reason or another.

On page 97 of the recent draft of the Survey Study for Navigation Season Extension, Main Report and Environmental Statement it is stated, "the U. S. Coast Guard does not feel that winter navigation inherently includes a higher risk of spillage." This conflicts with what is said on page ATT 1-55 of the attachment 1 to appendix B. Here the proposed extended navigation season is said to involve "increased potential for oil pollution; increased potential for vessel accidents by vessels moving in ice-covered waters." This is in reference to lakes, harbors, connecting channels (incl. Welland Canal), and the St. Lawrence River.

1. A response provided you on this point by the U.S. Coast Guard established their position that winter navigation does not increase the level of risk. The letters responding to your questions are attached for reference (C-II-B-118). Attachment to Appendix B refers to increased potential based on extending time in which accidents could occur. It is also pointed out, however, that the project would catalyze efforts for improving all elements of the problem, thereby lowering risks for existing navigation.

"The U. S. Coast Guard has repeatedly stated that it considers adequate mechanisms are already in existence to handle oil spills and hazardous substance spills in the Great Lakes, winter or summer." (page 97 of the Main Report). In the report, Systems for Arctic Spill Response (pp 302,303), the Coast Guard concludes that with present techniques the optimum oil response system under arctic conditions provides for a response level of less than 50%. At this time an 80% response level cannot be achieved since the required oil/ice recovery vessel does not exist and probably will never because it was judged to be non cost effective. 2

I feel that the issue of oil spill response under winter conditions is one of great importance and should be addressed as we consider extending the navigation season on the St. Lawrence. The St. Lawrence is a unique resource in many ways, therefore any actions to be taken that may adversely effect the area should be thoroughly studied and priority given to the protection of the region. I do not agree that a response level of less than 50% is adequate if we are to maintain the St. Lawrence region as a quality environment. Thus, I submit that until techniques are developed ensuring a higher level of recovery of spilled oil the proposed plan of an extended navigation season be delayed. 3

C-11-8-116

Sincerely,

Kristin Andres

Kristin Andres
(student at the College of
Environmental Science & Forestry
at Syracuse)

2. Two different situations are being compared, as pointed out by the Coast Guard. Arctic conditions would be more difficult than those encountered on the Great Lakes and conditions for response are less favorable.

3. Please refer to additional discussion on the subject of oil spills in Sec. 5 of this FEIS.

7 JUN 1979

NCEED-PB

SUBJECT: Oil Spill Response in Winter

Commander, U.S. Coast Guard
9th Coast Guard District
1240 East 9th St.
Cleveland, Ohio 44199

1. Inclosed is a copy of a letter we have received from Ms. Kristin Andrea questioning the Coast Guards' Study on Systems for Arctic Spill Response. Statements made in the draft Survey Study on the Great Lakes and St. Lawrence Seaway Navigation Season Extension regarding the Coast Guards' stand on oil spills in winter are also questioned.

2. Would you please provide us with a response to Ms. Andrea' concerns in order that we may address them in the Final Survey Report. Your reply is requested by 22 June 1979, to allow ample time for incorporation into the Survey Study.

C. S. THOMPSON, JR.
LTC, Corps of Engineers
Acting District Engineer

C-11-2-117

DEPARTMENT OF TRANSPORTATION
UNITED STATES COAST GUARD

Address reply to:
COMMANDER (mep)
Ninth Coast Guard District
1240 East 9th St.
Cleveland, Ohio 44199
Phone:

16450
20 June 1979

LTC C. S. Thompson
U.S. Army Corps of Engineers
Detroit District
Box 1027
Detroit, Michigan 48231

Dear Colonel Thompson:

Your letter of 7 June 1979 is not the first time we have heard of Ms. Andres. It appears that she is playing one federal agency against the other.

Enclosed is our response to her initial query concerning winter navigation on the Seaway and spill risks associated with the program.

Also enclosed is a letter Admiral Fugaro sent to Mr. G. Robert Adams of the Michigan DOT stating Coast Guard policy concerning our ability to respond to oil spills in ice.

Our policy remains unchanged from that detailed in the Draft Survey Study on the Great Lakes and St. Lawrence Seaway Navigation Extension Demonstration Program. We feel that the risks for oil spills are not necessarily higher during winter navigation. In fact they may be reduced substantially as outlined in our letter to Mr. Adams.

Regarding Ms. Andres' allegation that our policy as stated in the draft Survey Study and the Arctic Spill Response report is contradictory is not supported as the two publications are altogether different. The Arctic Response Report was contracted by the Coast Guard Research and Development Branch and the opinions expressed within it are those of the authors. They are not to be interpreted as the policy of the Ninth Coast Guard District.

The Seaway by its nature is a vulnerable area and disasters such as the NEPCO 140 spill of 1976 have brought additional public attention to the region. Obviously there will always be risks associated with vessel transits in the system during winter or any other season. The Coast Guard does not believe these risks are increased during extended winter navigation.

C-11-5-118

INCLUDED FOR REFERENCE, pg. 115

16:50
20 June 1979

Should you desire additional information please feel free to contact this office.

Sincerely,

P. F. MILLAUER
Captain, U.S. Coast Guard
Chief of Staff
Ninth Coast Guard District

Encl: (1) Letter to Kristin Andres dtd 16 May 1979
(2) Letter to G. Robert Adams dtd 9 May 1979

C-11-B-119

216-522-3919

16450
16 May 1979

Ms. Kristin Andres
Box 9
303 Stadium Place
Syracuse, New York 13210

Dear Ms. Andres:

Your letter of April 5, 1979 was referred to me by Commander, Martin as the Marine Environmental Protection Branch deals directly with many of your questions concerning oil spills.

Unfortunately the information you requested on the Seaway is not readily available. I believe you would do better to write directly to the Saint Lawrence Seaway Development Corporation at:

P.O. Box 520
Seaway Circle
Massena, NY 13662

The Seaway has brochures on their operation, its history, and I'm sure they will also have data on the vessel incidents to date.

The largest spill incident on the St. Lawrence was the NEPCO 140 barge grounding in June of 1976 resulting in a spill of 7,335 barrels of crude oil. The clean-up costs were over 8.5 million dollars.

Dr. Maurice Alexander, a professor at your college, prepared an in depth damage assessment study on the NEPCO incident. I suggest that you see him for some very good Seaway information.

The methods and devices used in clean-up operations to which you referred are varied and usually dependent upon the product spilled, the on scene weather, the current and the accessibility of equipment to the spill area.

Techniques, although somewhat standardized for open waters, are quite different for high current waters such as those in the Seaway. Since rapid current causes immediate dispersal and downstream flow of a pollutant, timely response action is required to direct the pollutant into areas of slower current where clean-up is feasible, such as natural eddies. The velocity of the current increases from the banks to the middle of the river. This condition, which can make clean-up difficult, also assists somewhat by

C-11-A-120

INCLUDED FOR REFERENCE, pg. 116

16450
16 May 1979

forcing the pollutant to run with the greatest current, thereby keeping the oil in mid-stream. The technique used during the HEPCO 140 incident which was most effective was to allow the oil to flow to areas downstream where containment booms could be deployed, first at angles from mid-stream to deflect, then surrounding edding areas to collect the oil. Once the oil is corralled it can be picked up with vacuum trucks, skimmers, sorbents, and by hand. The major concern is deflection of the oil from wildlife areas and from private property such as marinas and beaches.

One problem with spills in high current is finding booms capable of withstanding the current velocity while deflecting the oil without diving under the boom and flowing into protected areas. A great part of this problem can be solved by proper boom angle placement and in the right areas. However, due to these problems in the past, deep skirted-high current boom is now available and procurement of this type of boom for use on the Seaway is anticipated. Cost is a major consideration at approximately $20-25 a foot with several thousand feet usually required.

C-11-8-12

Nevertheless, there are adequate and efficient means presently available to handle spills in the Seaway. The Coast Guard utilizes the expertise and equipment of numerous commerical clean-up contractors in the Great Lakes who can respond in any weather conditions, along with our own men, boats and equipment.

I hope that I have answered your questions. I would recommend further investigation on the subject directed toward the SLSDC and local colleges or universities.

Thank you for your interest and concern.

Sincerely,

J. R. EDWARDS
Commander, U.S. Coast Guard
Chief, Marine Environmental
Protection Branch
By direction of the Commander,
Ninth Coast Guard District

Copy to: CCGD9 (osr)

INCLUDED FOR REFERENCE, pg.116

INCLUDED FOR REFERENCE, PS. 116

16450
MAY 1979

Mr. G. Robert Adams
Administrator, Environmental and Community Factors Division
Michigan Department of Transportation
Transportation Building
425 West Ottawa
P. O. Box 30050
Lansing, Michigan 48909

Dear Mr. Adams:

As you expressed in your letter of 19 March 1979, the Extended Winter Navigation Program is not without its risks. The issue of oil spills from vessel casualties during winter ice conditions has been and will probably continue to be an inflammatory topic from the opponents of the program. There are no simple solutions to such problems.

Since the development and implementation of the Extension Program, the Coast Guard has strived to meet the needs of both shipping and commerce interests by providing domestic icebreaker assistance as required to ensure the orderly and safe passage of vessels transiting the Great Lakes during the winter months. Experience has shown that those vessels reinforced for ice operations and with adequate horsepower to length ratios can move with some assistance throughout the season, significantly reducing the chances of a grounding or becoming beset. However, the contingency for a vessel casualty and related oil pollution has been addressed since the inception of the winter navigation program. In the past little was known about the behavior of oil in arctic-like waters and accordingly, spill response efforts were fragmented and poorly coordinated by both state and Federal agencies.

In response to the need for more information concerning oil in ice and the peculiarities associated with its clean up, the Coast Guard began research and development efforts to develop a data base from which to work. Using various models based on extensive testing of equipment, various viscosity oils, and a variety of water bodies, work was begun. The resultant product is a report published in March 1978 entitled, "Systems for Arctic Spill Response" which to the best of my knowledge is the state-of-the-art datum on oil spills in ice. It deals directly with your questions on the anticipated behavior of oil in ice,

C-11-B-122

ice cover situations, and response techniques for both men and equipment. I have enclosed a copy of the report as it best addresses these issues and it may also serve as a reference document.

Experience over the past several years indicates that winter navigation does not increase the risk of spills. Consider that there are fewer vessels in the system, traveling at reduced speeds, within established tracks, buffered by shorefast ice on each side, and oftentimes in convoys led by Coast Guard vessels. With such built in parameters winter navigation may even reduce the chances of an oil spill.

In the event there is a disaster where a large oil spill occurs, the Coast Guard is capable of responding through a system of Marine Safety Offices, providing pre-designated federal on-scene coordinators. They will oversee and procure federal, state, and commercial support to ensure containment and clean up. Realizing the inherent difficulties associated with oil spills in ice, conventional clean up techniques may not apply and delays in the staging of equipment and personnel can be expected. The viscosity of the spilled oil and the ambient water temperature will determine whether it evaporates, congeals into a gellatinous mass, or sinks to the bottom. Sinking will usually only occur in heavy Bunker C or crude oil. Therefore, spreading and further contamination beyond the spill area is unlikely for some time. This will allow the on-scene coordinator more time to prepare a response effort utilizing his local contingency plan, other Coast Guard units, and the assistance of state officials. Further, his greatest resources are the many commercial clean up contractors throughout the Great Lakes. With the use of the SKIM (Spill Cleanup Equipment Inventory System) Computer program, the on-scene coordinator can get print outs on all of the private, federal, and state contractors. A listing of such items as amount and type of containment boom, number of vacuum trucks, boats, sorbents and communications equipment is available.

In any event a major oil spill in ice would initiate a major response effort as would any large oil spill any other time of the year. The Coast Guard stands ready to respond within minutes of a disaster, deploying our men and equipment. If the need arises, our Atlantic Strike Team in Elizabeth City, North Carolina can be activated and be on the scene within hours of an incident with the most sophisticated equipment and expertise available.

I sincerely hope I have answered your questions. Should you desire further information, please feel free to contact my office.

Sincerely,

A. F. FIGARO
Rear Admiral, U. S. Coast Guard
Commander, 9th Coast Guard District

INCLUDED FOR REFERENCE, pg. 116

4444 IDS CENTER
80 SOUTH EIGHTH STREET
MINNEAPOLIS, MINNESOTA 55402

MAY 4 1979

1979 MAY 10 AM 8 41

April 30, 1979

U.S. Army, Corps of Engineers
c/o Duluth Arena, Palucci Hall
350 South Fifth Avenue West
Duluth, MN 55802

Re: Winter Navigation

Dear Sir:

I am unable to attend the public hearing in Duluth or at any other site; however, I wish to record my objection to your conclusion that a federally supported project is in the national interest.

C-11-5-124

Inflation is out of control and presents the major threat to the welfare of our country. Excessive government spending is generally recognized as a major contributing cause of this inflation. Yet in spite of this, you can recommend a project with an estimated cost of $100,000,000 annually. 1

This is irresponsible, and what is even worse is that you recognize that this expenditure is for the benefit of some steel companies. Yet you can say this is in the national interest because these steel firms will benefit.

Where is the public benefit? 2

After eight years of study, why have you not completed an environmental impact study? 3

What evidence do you have that the Canadian Government will approve winter navigation? 4

Please abandon this absurd project immediately.

Sincerely,

Bruce W. Blackburn

BWB:mw
cc: Governor Al Quie
Senator Rudy Boschwitz
Senator David Durenberger

1. Improvement in efficiency of transportation of goods and services is a contributing factor to reducing the rate of inflation. As an example, with a B/C rate of 4.0 there will theoretically be a $4.00 return on every dollar.

2. See response #7 to Joseph Veitch.

3. Many environmental impact studies have been completed for various aspects of the program. Before studies of the magnitude required by the EPOA are undertaken, the Congress should be given an opportunity to review current information and make a decision of whether or not to continue studies.

4. Cooperation between the United States and Canada has taken place throughout the life of the project. Formal co-participation between governments would be requested upon authorization of a program by Congress. Some letters are included in Appendix C from Canadian sources which express (Public Coordination) support for winter navigation.

United States Senate

6/13/79

Respectfully referred to:

C.C.E.

Please reply to:
Sen. Rudy Boschwitz
210 Brener Bldg.
419 North Robert St.
St. Paul, Mn. 55101
U.S. Senate

Because of the desire of this office to be responsive to all inquiries and communications, your consideration of the attached is requested. Your findings and views, in duplicate form, along with return of the enclosure, will be appreciated by

Rudy Boschwitz, Minn.
U.S.S.

Form #2

C-11-D-125

29 JUN 1979

DAEN-CWP-C

Honorable Rudy Boschwitz
United States Senate
Washington, D. C. 20510

Dear Senator Boschwitz:

I am replying to your letter of 13 June 1979 forwarding correspondence from Mr. Bruce H. Blackburn of Minneapolis concerning the draft feasibility report on the Great Lakes and St. Lawrence Seaway - Navigation Season Extension study.

Our Detroit District Engineer completed his draft report in March 1979 and announced a series of public meetings, including a 2 May 1979 meeting in Duluth, Minnesota, to inform the public on the study progress to date and to report on alternative solutions and tentative recommendations on winter navigation. Mr. Blackburn's letter concerns the 2 May meeting and it will be provided to the Detroit District Engineer for his information and use in finalizing his final report on the winter navigation studies.

The report, when completed about December 1979, will fully answer Mr. Blackburn's questions and then it will undergo Washington level review prior to its recommendations being considered by the President and the Congress.

I am returning Mr. Blackburn's letter as requested.

Sincerely,

1 Incl
as

R. L. JOHNS
Colonel, Corps of Engineers
Assistant Director of Civil Works,
Upper Mississippi Basin & Great Lakes

CF:
HQD
Detroit District

46 Emerson Rd.
Winchester, Mass. 01890
May 3, 1979

U. S. Army Engineer District, Detroit
Attn: NCEED-PB
Box 1027 Detroit, Michigan 48231

Dear Sirs:

As a land owner on Grindstone Island I am strongly opposed to winter navigation on the St. Lawrence River. Over the last ten years it has been shocking and appalling to see the change in the river, primarily in the overabundant plant life that is choking many of the shallow bays and in the deterioration of the quality of the water. We hope that this trend can be stopped or reversed but additional commercial use in the form of winter navigation can only serve to promote further undesirable conditions.

The St. Lawrence River is a wondrous, natural asset of this country. We implore you to plan its future so that there will be no further deterioration of its beauty.

Sincerely,

F. Sheppard Holt

C-11-5-126

1. "Further undesirable conditions" which could be caused by extending winter navigation are identified as concerns in the EPOA, Appendix E. These would be investigated methodically. The results and conclusions would be used to make corrective changes in the project design. Monitoring would be used to verify predicted effects. The ultimate decision to permit operations would depend on a succession of design stages, interagency reviews, and Congressional approval of final plans. While there are many concerns, it does not now appear that winter navigation would contribute significantly to pollution loading which increases plant growth and reduces water quality. Please review the information of vessel wastes in the Main Report and Section V of the EIS.

Superior Wisc
5-7-79

To all Concerned

Dear Sirs

I have been a Shipyard worker for many years and when they talk about this winter sailing it just don't make sense in any way.

They say they are puting more people to work it is not so. We have boats laying all over Duluth + Superior on the account of Winter sailing. They haven't been for years, they build bigger Boats and sail them with less men, also these Big Boats call for much dredging more docks and are much harder to Handle. 1 2

We have Boats right now that are laying idle. due to ice damage ~~rate~~ if they would sail from April thru November this damages would have never happened. 3

It seems that the Corp should be necessary to the Captains that have spent

1. The vessels "laid up" in Duluth Superior have been placed there for other reasons, according to the Lake Carriers Association. These vessels are not used because they are older ships which do not meet current standards for sanitation equipment, safety features, and similar requirements. They are less efficient than the newer vessels. This is not attributable to winter navigation.

2. The Winter Navigation extension is not dependent on the use of larger boats.

3. Shippers participate in winter navigation on a voluntary basis; they are not required to sail in the winter.

C-II-B-127

years I sailing, that it dose not Pay
Also due to the danger of losing a ship [4]
and All its Crew.

We as a tax payer are paying for [5]
All this nonsense, and Companys like
US Steel reap off the Harvest.

US Steel Roger Blough last winter
spent 50 days trying to make a round
trip to Iron Ridge, think of All the wasted
fuel oil, when the Engine must run
steady just to Keep from Freezing in, and
getting no place. When we are so short
of Oil now, they the Company for US Steel
say its still Cheaper which I say is a
Blunch & Baloney.

Now there is another thing, the Government
let them Almost Take Superior with the
dumping of 67 thousand ton a day of waste
for 20 years before they woke up.

Now this wanted sailing has almost [6]
ruined all the fishing in St Marys River
as well as ruin the Shore line and cause
erosion.

4. Current opinion is that winter sailing is safer since storms have much less effect on ice covered waters. Danger of losing a ship and crew are greatest during November and April in the traditional season. However, there is a risk in all transits.

5. See response #7 to Joseph Veitch.

6. Potential Impacts on the Fisheries Resources are discussed in F-II, Appendix F of the Survey Report. Those impacts on shoreline are discussed in F-II.

without thinking of what a big Boat
wheel will do under the Ice, Killing
Killing many Fish.

I believe the U.S Corp of Engineers or
Coast Guard or what ever Bitter wake
up and start listening to the People in
general instead of a few big companys.
like U S Steel which seems to be the
big pusher for all this Winter Sailing

I am Hoping now people wake up
and write about how serious this all
is before its to late

I again will say you can't believe of
all the wasted money for Bubbler system,
which thousands of dollars as spent right 7
here in the Shipyard, and a Boat comes
in and tears it all up time + time Again.

Also they Allowed the Company to
Blast Ice in Federal Water this winter 8
just to move the Boat around, disregarding
the Fish they Killed and Erosion
Which after 30 yrs here at this

C-11-E-139

7. Since that bubbler is privately owned, the Corps has no information on damages which may have occurred.

8. Ice blasting is not part of the proposed project. We are not aware of such activities and will pass the information on to the U.S. Coast Guard.

shipyard I never seen this done before
I hope this little bit of information
might help to stop once and for all
the winter sailing which is not
necessary at all, I would appreciate
a return note if you receive and read
my letter

Thank you
I remain Albert Martell.

4401 East 2nd. ste.
Superior Wisconsin
54880

C-11-8-130

3-31-79

TO: Melvyn D. Remus
Colonel, Corps of Engineers
District Engineer
U.S. Army Engineer District
ATTN Great Lakes and St. Lawrence Seaway
Navigation Season Extension Survey Study
Box 1027
Detroit, Michigan 48231

From: Edward D. Rehmann, Jr.
245 South Shore Drive
Blasdell, New York 14219

RE: Public Record - Concerns to be answered about the proposal to Extend Great Lakes seasonal Navigation

The 106 families I represent along the shore of Lake Erie would like the following Concerns addressed(answered).

- Page A115-"Shifting ice conditions are a major problem on Lake Erie, particularly along the south shore harbor entrances and in the western portion of the lake." 1
- E71"..... The risk of ice jamming and subsequet flooding would increase." 2
- B72 "..... Could have an effect on ...ice formation process. The extended season could cause the ice to be rougher and/or thicker, thereby increasing retardation..." 3
- B81 "Significant areas of social effect have been identified as a result of the program. These are recreation, shore erosion and structure damage. 4
- B81 "Some shore erosion and structure damages are expected with winter navigation." Who will be responsible for any damages caused by this proje 5
- M103-104 " As part of the shoreline protection study, studies are under way to identify structure damage prone areas within the Great Lakes (Are we included? Who knows of the study? What assurance do we have that we are included?)..... Cost of replacement by like construction (and Value of human misery, displacement et.al.) 6
- F18 " ...also cause extensive shoeline damage" Was the statement about outflow area of Lake Erie and the Niagara River" 7
- I 17-18 Restates most effectively the problem of erosion to Lake Eries Southern shore and specifically the battered community I represent.

From what I have read, this may be a "Nightmare for Hoover Beach" and another example Man playing with nature without certain results.

1. This is true and is discussed in Appendix H. Ice in the Lake Erie tends to shift around in large sheets under the influence of prevailing winds. Westerly winds usually create large areas of open water whereas easterly winds blow ice into the lower river, causing jams and raising water levels. Most of the shoreline development is designed to tolerate effects resulting from the seiche-effect on Lake Erie.

2. Ice control measures would reduce the amount of ice jamming and subsequent flooding which occur naturally. A more stable ice cover should be created.

3. Controls are provided should unacceptable retardation occur. These measures are described in Appendix I. Natural retardation can produce flooding and jamming effects, but the proposed monitoring of levels and flows would allow for jams to be located and broken up before flooding begins.

4. These concerns are addressed in Sec. 5 of the IS. Mitigation measures and additional studies required are also described. These are site-specific problems, directly related to navigational effects. The primary areas most likely to be affected are those located within 1/2 mile of the navigation channel.

5. Implementation of measures such as riprap shore protection and pile clusters are proposed to mitigate these problems. Other solutions discussed include one-time compensation for both structure damage and erosion below the ordinary high water mark. Please refer to Appendix J of the Survey Report.

6. Studies are on-going for the identification of potential shore erosion and shore structure damage which could result from winter navigation and could be continued under the extended winter navigation program. Of primary concern are areas most likely to be impacted, namely river shorelines adjacent to navigation channels. In your area in eastern Lake Erie, near Buffalo Harbor, ice has been a problem historically. The capacity of the Niagara River to transport ice is so small in relation to the amount of ice usually present, almost all of the ice must melt in the lake. Since 1964 an ice boom has been placed annually by PASNY and Ontario Hydro at the head of the river to reduce the duration and frequency of damaging ice flows. There is no evidence that use of the boom has measurably prolonged the duration of the natural ice season in Lake Erie. Since vessels use the Welland Canal between Lake Erie and Lake Ontario, there would be no appreciable effect on the flows of the Niagara River as a result of winter navigation.

7. The eastern end of Lake Erie has been subjected to major, naturally caused damage when high winds drive the ice field inshore. Damages of several million dollars occurred in April, 1979 when a storm with 80 mph winds shoved ice onshore. Although Winter NAvigation is not seen as aggravating such a situation, a study of this would be undertaken in post-authorization efforts as has been requested by the Erie County Legislature of New York State.

1612-B Beekman Place, N.W.
Washington, D.C. 20009

JUL 15 1979

June 9, 1979

President Jimmy Carter
1600 Pennsylvania Ave., N. W.
Washington, D. C.

Dear President Carter:

I saw a very interesting program on television the other night - 20/20. It seems to be a copy of "60 Minutes". One of the topics they covered was the winter navigation on the St. Lawrence Seaway.

I should like to know why the Corps of Engineers does not have to prepare the same environmental studies as other people? They did not consider what the impact would be on the railroads nor could they say who would benefit from the year around shipping except the shippers.

It is frightening to think such poorly prepared projects can be instituted!

Sincerely,

Joan E. Rush
Joan E. Rush

SA

08175

C-II-B-131

DAEN-CWP-C

Ms. Joan E. Rush
1612-B Beekman Place, N. W.
Washington, D.C. 20009

17 JUL 1979

Dear Ms. Rush:

On behalf of President Carter, I am replying further to your letter of 9 June 1979 regarding the ABC News Program 20/20, particularly the segment on winter navigation of the Great Lakes and St. Lawrence Seaway study. The conclusions presented in the program were far from factual.

The U. S. Army Corps of Engineers is required to prepare environmental statements for their proposals and on this subject a Draft Environmental Impact Statement covering the draft feasibility report findings and tentative recommendations was completed and sent to the U. S. Environmental Protection Agency on 23 March 1979. An independent Environmental Assessment was done earlier on the effects of the winter navigation on the St. Lawrence River by the New York State Department of Environmental Conservation in cooperation with other state and federal agencies. Their studies address the effects of the season extension on the fish and wildlife of the region, and other impacts on the environment of the St. Lawrence River as a result of the proposed project. Our winter navigation studies have been made with the cooperation of other Federal agencies and in full compliance with the National Environmental Policy Act.

As a result of these studies, a phased plan calling for year-round navigation on Lakes Superior, Michigan, Huron and Erie and their connecting channels and an 11 month navigation season on the Welland Canal, Lake Ontario, and the St. Lawrence Seaway is a tentative recommendation. If this project plan is implemented, it would have a benefit/cost ratio of 3.2. Project benefits have been identified in the form of lower water transportation rate costs, more efficient use of the shipping resources, and decreased winter stockpiling costs to industry. An impact analysis of the effect of the recommended plan on the railroad industry is being conducted and will be included in the Corps final report.

Unfortunately, the television segment of the navigation season extension studies did not present the study and accomplishments to date thoroughly or in a very objective and balanced manner. When the final field report on the investigation is completed it will then undergo Washington level review prior to completing the conclusions and recommendations for transmittal to the President and the Congress for their actions.

Sincerely,

(signed)

HUGH C. ROBINSON
Brigadier General, USA
Acting Director of Civil Works

CF:
SACW
SASC for OSDef

NCD
Detroit Dist

103 Smith Lane,Apt 1B
Syracuse,New York 13210
March 3,1979

Colonel Remus
U.S. Army Corps of Engineers
Detroit District

Colonel,

I am currently a student at the State University College of Environmental Science and Forestry. I have been doing some research concerning the navigation season extension on the Great lakes- St. Lawrence Seaway. After reading the "Survey Study for Great lakes- St. Lawrence Seaway, Navigation Season Extension, Preliminary Draft, appendices" dated July 1978, I have some questions specifically concerning the Corps' plans for the dredging and disposal of the dredged sediments.

In reference to figure B-50, diagram labeled "Proposed dredging & disposal areas", the disposal area for the estimated 34.3 million cubic yards is shown as being directly on Odden Island. Since this is the only disposal area named in the report, is it to be assumed that the entire amount will be deposited on the inland? Are there any other proposed disposal areas not mentioned in this report? Have the impacts of this proposed dumping been addressed, such as the elimination of the inland habitat? On pg. C111-2, where specifically are the disposal sites that are referred to as "urland sites" located?

Have the problems of accomplishing dredging during the winter season, with freezing temperatures been explored? What kind of dredging is planned for the Cornwall Beach area (fig. B-54)-- how much does this represent in amounts of sediment dredged? And again is there a proposed site of disposal?

C111-8-113

4

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4. Dredging of the St. Lawrence River is not now recommended.

5. At the present stage of study, specific disposal areas have not been chosen. These would be evaluated on a site by site basis if they are determined to be necessary. Estimated costs of such facilities have been included.

6. Detailed impacts cannot be determined until a site is selected. It is probable, with no dredging in the St. Lawrence River, that no major disposal sites will be needed.

7. Refer to response of 2nd question previous to this one.

8. Dredging, if required, would most likely be done during the warmer (non-winter) seasons.

9. Dredging is not proposed for this area in the current recommendations.

The dredged material from the area of St. Mary's River was classified as nontoxic and was subsiquently dumped into a deep section of Lake Huron. Has the proposed sediment to be dredged been officially classified? Are there plans to treat and or deal with sediments containing toxic substances in existence?

Finally, I would like to request to be put on your mailing list. Any references that may address these questions would be appreciated. Thank you for your time.

Sincerely,

Marion L. Smith

10. For purposes of authorization, it is only necessary to demonstrate a reasonable expectation that the problem can be solved and that such solution would not cause the B/C ratio to fall to unity. Existing laws and regulations require selection of environmentally acceptable sites.

C-11-B-134

103 Smith Lane, Apt 1B
Syracuse, New York 13210
April 17, 1979

Colonel Melvyn D. Pemus
U.S. Army Corps of Engineers
Detroit District

Colonel Pemus,

In regard to my letter of March 3, 1979, thank you for sending the 1979 Survey Study for the Great Lakes and St. Lawrence Seaway Navigation Extension Program, including appendices 1 and 2 and the main report. After reviewing these documents, I still find the answers to the questions I addressed you with in my previous letter (see copy enclosed) lacking.

In regard to dredging disposal sites, these documents seem to lack any specific information except a plan that includes dumping the dredged material from the Middle Neebish Channel (Appendix B, figure 18) into a deep section of Lake Huron. According to the July 1978 Survey Study, there is an estimated 34.5 million cubic yards to be dredged on the Iroquois Dam and the downstream end of Ogden Island, not to mention the material that will have to be dredged as the project progresses. Will these also be dumped into Lake Huron? This does not seem feasible considering the distance the material would have to be transported. 1

It appears also from these new documents that the sediments slated for dredging have not been classified. If upland disposal sites are being investigated isn't the classification of these sediments of utmost importance as they will severly affect the rejuvenation possibilities of these disposal sites? 2

C-11-8-115

1. Disposal sites would be chosen after the project has been authorized. Open lake dumping is allowed only for non-polluted materials at or beyond 100' depth. Before this would occur, testing would be in order to determine what should be done with the material.

2. Sed. will be tested & analyzed prior to selection of disposal method. Preliminary data indicates a good probability that most of the material is unpolluted and that much of it could be used for building new spawning reefs.

In the 79' reports it appears that the choice of disposal sites will be an ongoing process that will begin sometime after Congressmen' authorization of the seaway extension project, as detailed in the EIS(A, appendix D. Isn't it also necessary that the upland sites be announced and investigated before such Authorization by Congress because of the assured impact the disposal of these possibly toxic materials will have on the future of these sites? 3

I think this is an extremely important consideration when we are dealing with some 34.5 plus million cubic yards of material; an amount that is extremely likely to be multiplied several times when and if the project proceeds .

I am anxiously awaiting your opinions on this topic, and any answers you can supply me with.

Sincerely,

Marion L. Smith

C-II-B-136

3. Such material, if found, would be disposed of in confined land areas. Sites selected must meet the approval of the U.S. EPA , the State of Michigan, and the U.S. Fish and Wildlife Service. Preliminary data show no indication that materials to be dredged contain significant quantities of toxic substances.

Route #1
Waddington, N.Y. 13694
May 8, 1979

Melvyn D. Zemus
Colonel, Corps of Engineers
U.S. Army Engineer District-Detroit
ATTN: D-MB
Box 1027
Detroit, Michigan 48231

Dear Sir:

I cannot attend the public meeting on the Great Lakes and St. Lawrence Seaway Navigation Season Extension Program Survey Study in Massena, N.Y. May 9th as I am required to be present at a New York Army Guard meeting, and the public meeting in Watertown, N.Y. on May 10th is too far away - a round trip of over 160 miles, so I am submitting my comments by mail.

I wish to make it very clear that I oppose winter navigation. It should not be authorized.

First of all, it would not be economically beneficial for this area. In fact, area residents as taxpayers, would help pay the costs and reap NO benefits.]1

Second, the proposed one time lump payment to shoreline property owners for damages is absolutely asinine. The damage could occur yearly and yet you propose to pay damages once.]2

C-1-117

Third, the proposed dredging would take place in the Iroquois-Ogdon Island section of the St. Lawrence River and the spoils deposited on the island. The beauty of this large island would be destroyed with mountains of rock and toxic chemical laden mud. The fisheries would be devastated; the water quality lowered.]3

Fourth, winter navigation would increase the potential for spills. Waddington has no oil spill contingency plan to initiate immediate action and thus no containment possible until the Coast Guard On-Scene Commander arrived. Our shoreline has been fouled twice in the last three years, so we are well aware of spill consequences. WE DO NOT WANT ANOTHER ONE!]4

Fifth, there exists no adequate baseline data for the St. Lawrence River. Complete data, as proposed by the State of N.Y. should be collected before authorization is even considered.]5

In conclusion, I wish to state that I consider extended navigation season or winter navigation a rip-off of the North Country residents and the environment, for the sole benefit of the shipping industry. Also, I think it's time that the Corps of Engineers admitted the true extent of public opposition to winter navigation. The opposition will not disappear just because the Corps refuses to admit it exists.

Winter navigation on Lake Ontario and the St. Lawrence River should NOT be authorized.

Yours truly,

R. Elwood Veitch

1. Benefits are calculated on a national level and can be specific at regional level in the form of regional multipliers, port benefits, and other transportation-related savings. Your area, Waddington, New York, would probably not realize direct regional economic benefits. Benefits in your area would be realized primarily through savings passed on to consumers of steel and associated goods such as automobiles.

2. The one time lump sum payment to the shoreline property owner would, if adopted before payment, be used to improve structures to prevent further damage. Please refer to Appendix H, the Social Well-Being Section, for more details.

3. There would be no dredging in the St. Lawrence River with the proposed 10-month season for navigation.

4. Existing information indicates that risks of an oil spill occurring are less in winter than in the normal navigation season. Please review discussions of spill potential and contingency plans in the EIS and in Appendix B.

5. See response #2 to NYSDEC.

March 15, 1979
4629 Midway St.,
Saginaw, MI. 486903
Joseph Vitek

Col. Melvyn D. Remus,
District Engineer,
Corps of Engineers,
Box 1027,
Detroit, MI. 48231

Dear Sir:

I find winter navigation of the Great Lakes to be most objectional. It would be economically and environmentally unsound.

It would require a re-tooling of several rivers and harbors. Dredging contaminated river bottoms would result in toxic materials re-entering the food chain. There is no known way to effectively contain oil and chemical spills under the ice if they should occur.] 1] 2] 3

Tests conducted on the St. Lawrence River have shown toxic materials in the sediment would be stirred up. Pressure waves generated under the ice would cause extensive damage to shorelines, disrupting fish and wildlife habitat, including those of wintering bald eagles.] 4] 5

The estimated cost by the Army Corps of Engineers of $113 billion per year would likely triple by construction time. This would all be paid for by the taxpayer. The Corps consultant on this project is the same as the company which provided the infamous analysis of the Tombigbee boondoggle.] 6

Of what benefit would this be to the taxpayer in these highly inflated times.. For eight years it has been demonstrated, without an environmental impact statement, the cost would be somewhere near $16 million. The cost benefit ratio of a full scale program would be $2.30 return for $4.00 spent.] 7

Please, let us be realistic and sensible with the tax dollar. Spend those dollars only where they benefit much larger segments of our economy.

Yours truly,
Joseph Vitek

C-11-D-138

1. The proposed improvements are described in the Main Report.

2. Since dredging of the St. Lawrence River is no longer recommended, significant quantities of pollutants are not expected to be made available to the food chain. Sediment quality tests made several years ago in the St. Marys River showed relatively pollution-free materials in the area to be dredged. While more tests would be run before dredging could start, a highly polluted material should not be expected. In any case, dredged material disposal would be made in accordance with existing environmental regulations.

3. This may be true for some chemical spills. For oil spills possibilities have been described for specific cases, where it is important also, to consider the level of risk. Under the Winter Navigation Program, chances of an oil or hazardous substance spill from a vessel appear to be less than during the normal navigation season. (see Appendix F - Oil Spill Section). Some methods and technology presently exist to deal with this possible problem, while new technology would be developed that could be even more efficient and effective in dealing with these accidental oil spills.

4. Please refer to Response 2 above.

5. Drawdown and surge waves can, in narrow channel reaches, cause erosion and structure damage, temporarily disturb fish habitat, and destroy some benthic organisms used as a food source by fish. They are not known to significantly affect wintering bald eagle habitat. Mitigation measures for erosion and structure damage are discussed in the report, and disturbance of fish habitat can be reduced by controlling vessel speeds. Preliminary studies of these effects have been made and abstracts are given in Appendix A.

6. This appears to be a typographical error. The estimated costs would be approximately $113 million, not billion. Costs can be expected to increase with inflation, but should not triple by the time of construction. Benefits also increase with inflation, and the project is expected to remain a viable benefit to the Nation.

7. Companies in the Great Lakes region that realize savings from the lower transportation costs associated with winter navigation may either pass these savings on to consumers of the product in the form of lower prices, or reinvest these savings in the company, resulting in increased production, income and employment in the region. Corporate profits in excess of $50,000 which are not passed on or reinvested would be taxed at a rate of 48%. The B/C ratio for the proposed plans has been calculated as 5.51 which would mean that the public would not get a $2.30 return for $4.00 spent, but rather would approximate $22.04 in return.

SECTION C
RESPONSES TO
FISH AND WILDLIFE SERVICE COORDINATION ACT REPORT
RECOMMENDATIONS

In this section of Appendix C are the U.S. Army Corps of Engineers, Detroit District responses to the recommendations of the Fish and Wildlife Coordination Act Report of June 1979.

RESPONSES TO
FISH AND WILDLIFE SERVICE COORDINATION ACT REPORT
RECOMMENDATIONS

The Fish and Wildlife Service Coordination Act Report, June 1979, was prepared in accordance with provisions of the Fish and Wildlife Coordination Act (48 Stat. 401, as amended; 16 U.S.C. 661 et seq.). The Fish and Wildlife Service (FWS) Report accompanies the Final Survey Study for the Great Lakes and St. Lawrence Seaway Navigation Season Extension. The Report provides recommendations to minimize or eliminate the adverse effects of the proposed navigation season extension on fish and wildlife resources.

The Great Lakes, their harbors, connecting channels, bays, islands, and the St. Lawrence River System were described, including respective fish and wildlife resources, as they exist without the proposed extended season. These resources are also evaluated and discussed as the Fish and Wildlife Service has determined they may be affected by proposed extended season activities.

The following are some system improvements and operational measures addressed by the FWS Coordination Act Report as they may have impacts on fish and wildlife resources:

a. Icebreaking

b. Icebreaker Mooring Facilities

c. Ice Control Structures

d. Compensating Works

e. Air Bubbler Systems

f. Aids to Navigation

g. Dredging

h. Shoreline Effects

i. Island Transportation

j. Vessel Speed

k. Vessel Operating and Design Criteria

l. Oil/Hazardous Substance

m. Vessel Traffic

n. Vessel Waste Discharge

o. Water Levels

p. Lock Modifications

The FWS Coordination Act Report discusses these system improvements and operational measures as they may affect natural resources (and utilization) of the Great Lakes and St. Lawrence Seaway System. The Report addresses the following potential effects of navigation season extension:

a. changes in water level, flooding, ice jams, ice dams, ice bleeding

b. resuspended sediments (increased turbidity, polluted toxic sediments)

c. shoreline, shoal damage

d. surge waves, pressure waves, propeller thrust, turbulence

e. changes in current patterns, velocity

f. bottom scour, erosion

g. changes in characteristic ice cover, ice ramparts, vessel tracks

h. consequences of dredging, spoil disposal

i. oil/hazardous substance spills

j. lowered dissolved oxygen levels

k. creation of open water

These potential effects of the proposed extended season may impact upon natural resources, including:

a. fisheries (including benthic organisms)
b. fisheries habitat
c. wildlife (waterfowl, mammals, etc.)
d. wildlife habitat
e. vegetation (submerged, emergent)
f. vegetative habitat

In this Report, the FWS makes a number of recommendations to reduce or eliminate adverse effects on fish and wildlife and their habitats. These recommendations and the entire report are contained in Appendix G.

Most of these recommendations are based upon current knowledge of environmental systems, and address perceived effects of the project and identify needs for additional studies. Most of these recommendations could become a part of the navigation season extension program for the Great Lakes and St. Lawrence Seaway.

While there is agreement on most of the development proposals of the FWS Report, responses and mitigative actions to other Report recommendations are as follows:

a. FWS: Two-phase authorization approach for the Great Lakes portion of the system. This approach calls for authorization and funding for baseline studies of fish and wildlife resources and project impacts (to determine environmental acceptability) prior to authorization and funding for construction and environmental monitoring.

Response: The Adaptive Method Approach would provide for the necessary checks and balances to assure protection of the environment. All known impacts would be evaluated in advance of construction and operation, as required by the National Environmental Policy Act. Additionally, as described in the Adaptive Method (Main Report), there are specific Congressional "go", "no-go" decisions provided for as the efforts would proceed through engineering, design and construction phases. The determination of whether the detailed study phase of this program would be conducted under a one phase or two phase authorization is a Congressional prerogative. This report sets forth a plan for a single phase authorization. It is also believed that adequate safeguards exist in the annual budget procedures to provide for termination of the program at any time in the future should a determination of environmental infeasibility be made.

b. FWS: The U.S. Army Corps of Engineers will suspend navigation season extension for three (3) consecutive seasons during the first phase of study and design, so that studies can be conducted without being invalidated by the passage of ships.

Response: It is anticipated that navigation season extension would be suspended for at least three consecutive seasons beyond that authorized or customary at the time this program is authorized and funded (should that happen).

c. FWS: Continue in coordination with other responsible agencies to develop a comprehensive list of types and volumes of oil and hazardous material, substances that are transported in the system or subsystems. They further recommend the origin/destination of shipments should be identified and used as a part of the basis for implementing and drafting agency regulations for the transport of such materials.

Response: At present there are several agencies determining types of materials transported and the origin/destination of same. Information comes from the manifest maintained by the Captain of the Port at each port. Information furnished to the U.S. and Canada as vessels enter the seaway, and information furnished to the EPA on hazardous materials may be feasible to obtain. Via the opportunity provided by the EPOA, it is possible that all the necessary information could be collected and stored at some central location.

Therefore, in order to develop a "list" or system of monitoring all hazardous materials and maintaining records, a central data storage and retrieval point is needed.

d. FWS: "Improved technology, containment plans, and equipment are needed to provide for better protection of the environment from spills of oil or hazardous materials. An adequate plan should include the strategic storage of effective containment and clean up equipment including wildlife clean up material and training of responsible (including locally interested) personnel in containment and clean up operations at all harbors that would be used for the program. During subsequent studies, environmentally sensitive areas may be identified where shipment of hazardous materials and oil should be restricted or limited to ships of certain characteristics. The needed improvement and regulation -up to the restriction of navigation if necessary -must be developed through interagency efforts."

Response: Continued improvement of transport and transfer technology, contingency plans, and equipment is warranted and proposed under the EPOA to afford better protection for water quality and fish and wildlife resources. In addition, if studies indicate that sensitive environmental areas adjacent to vessel tracks should be restricted, it may be possible to reroute these vessels to avoid these areas.

e. FWS: Proposes three types of studies to improve oil/hazardous substance contingency plan. The first, the study of the contingency plans to find ways to shorten response time of personnel and equipment, is underway on a limited basis for the Lake Erie area. FWS proposes this type of study should be conducted system-wide because of the variations between regional and local contingency plans. The second study would be designed to find more efficient equipment to contain and remove spilled substances. This study should include investigating more strategic locations for storing equipment. The third study would entail investigating the effects of spills after they have occurred. Provisions should be made to fund monitoring studies of longer duration.

Response: The last two studies on equipment and investigation would be done. The first study (on a system-wide response time) would be considered when developing the detailed list of studies to be conducted under the EPOA.

f. FWS: Has determined that "no action" alternative to be the same as traditional navigation, or navigation as it was before the demonstration phase began.

The "no-action" alternative is viewed by the FWS to be the least damaging to fish and wildlife resources. FWS states the recommended alternative of the Corps of Engineers would have adverse effects on fish and wildlife resources in their report which accompanied the Interim Survey Report, 1976.

Response: By assumption, the March 1976 Interim Feasibility Report recommendations would be implemented prior to the initiation of further season extension should it be authorized. The "basic condition" is no longer a Traditional Navigation Season, but 31 January $\pm$ 2 weeks. Returning to a 15 December closing date would mean curtailing the 31 January $\pm$ 2 weeks shipping season.

g. FWS: Believes that the icebreaker mooring facilities proposed for Traverse City, Michigan, should be changed to Charlevoix, Michigan, or some other mutually acceptable harbor to prevent environmental damages to the aquatic resources of Traverse Bay.

Response: The home port list has changed, and now excludes Traverse City and Charlevoix Harbors. Escanaba Harbor, located on the western shore of Little Bay de Noc, is now recommended for mooring facilities. Escanaba Harbor is not a federal harbor.

By water, the harbor is 100 statute miles northeast of Green Bay, Wisconsin. Escanaba is a natural harbor with conditions permitting unobstructed use by large lake vessels. The portion of the bay constituting Escanaba Harbor has natural depths of 30 to 40 ft.

The channel is 24 ft. deep, 200 ft. wide, and approximately 2,400 ft. long from the deep water in Little Bay de Noc to the Kipling waterfront. Suitable widening at the lakeward end to form a turning basin 550 ft. wide deep is available.

h. FWS: Recommends the development of a traffic control plan regulating simultaneous two-way traffic in the narrow portions of the St. Marys River. FWS makes this recommendation so as to eliminate the need for dredging the Middle Neebish Channel, which may cause adverse environmental effects. FWS would also like to investigate intensively the feasibility and desirability of restoring the original rapids habitat to the West Neebish Channel.

Response: The projected future winter navigation traffic volume in the St. Marys would require two-way traffic and, therefore, dredging when the Middle Neebish Channel can no longer handle the traffic volume by alternating upbound and downbound vessel movements. The feasibility and desirability of restoring the original rapids habitat to the West Neebish Channel would be studied during the integrated Phase I environmental investigation.

i. FWS: Asserts that ice control structures will affect water levels upstream and downstream from the structure.

Response: Wherever ice structures are placed in the System to accommodate extended season navigation, they would be designed so that the hydrology of the system would be maintained or improved. In addition, properly designed, maintained, and improved and tested ice

control structures could alleviate some flooding problems which might otherwise naturally occur. Properly designed and tested ice control structures would not cause any adverse hydrological conditions. In addition, monitoring plans would include specific criteria for determining when vessel transits would be stopped, and would be based on anticipation of, and taking action to prevent, the occurrence of unacceptable adverse impact on water levels and flows.

j. FWS: Expresses concerns over effects of dredging, specifically in the St. Marys and St. Lawrence Rivers.

Response: The recommended plan does not include a requirement for dredging on the St. Lawrence River. The details of the recommended dredging on the St. Marys River will be developed in the advanced design phase of the project, should it be authorized. The impacts of the dredging and disposal operations will be examined in detail and will take into account the effects on the environment. It should be noted that existing data have shown dredge materials to be unpolluted and acceptable for open water disposal. A large percentage of the material is rock which can be used for building new spawning reefs. (Also, see Response to paragraph h. above).

k. FWS: Has a concern that, at present, there is inadequate vessel speed control. The greater the vessel speed, the greater the forces of the surge waves created, and consequent adverse effects on fish, benthic organisms, and bottom habitat.

Response: Speed regulations are the responsibility of the U.S. Coast Guard and the St. Lawrence Seaway Development Corporation. Vessel speeds are monitored using Doppler Radar or by measuring the time a vessel travels its own length. During the regular navigation season, vessel speeds are checked from random locations at random times of the day or night. During winter navigation, the level of speed monitoring is accomplished commensurate with vessel traffic levels. Civil penalities are assessed for significant violations.

Vessels, including icebreakers, can be expected to operate at speeds ranging from 0-15 miles per hour, or the established speed limit, whichever is lesser. Coast Guard experience indicates that speed regulation compliance is high. An environmental evaluation would be done on effects of vessel speed upon fish and wildlife habitat. (Also, see Response to paragraph m. below).

l. FWS: States that the impacts of lower water quality from the relocation of the St. Marys River sewer outfall on the fishery resource may be significant.

Response: The detailed design of the sewer outfall relocation would include studies of the environmental impacts. Alternatives would be evaluated under the Adaptive Method.

m. FWS: Has found that fish and wildlife and their habitats are being lost because of vessel passage and the speeds at which the ships pass.

Response: (See Response to k above.) Data were collected on the evaluation of benthic dislocation due to pressure waves initiated by vessel passage in the St. Marys River, to determine if the loss and environmental disruption of sudden pressure waves from vessels was significant to the total estimated benthic population (at selected sites in the St. Marys River). Vessel speeds were clocked as they passed specific sites in the St. Marys River. Most vessels maintained speeds of 10 mph (both upbound and downbound). Data were not extensive enough to provide clear conclusions on the effects of pressure waves on benthic dislocation; more detailed studies are included as a part of the EPOA.

n. FWS: While proposed activities are not known to have any effect on endangered fish species or their habitat, these conclusions were developed without a field survey and do not satisfy the requirements of the formal consultation process referred to in Section 7 of the Endangered Species Act of 1973.

Response: A study to assess the effect of extended season navigation on endangered fish species will be done to comply with Section 7 of the Endangered Species Act of 1973. This study will be completed during Phase I, the first step of pre-construction planning.

If project investigations identify endangered species or their habitat in the project area, the formal consultation process referred to in Section 7 would be initiated by writing to the Regional Director of FWS.

o. FWS: Vessel movements in shallow or constricted areas would probably increase turbidity above normal winter conditions as a result of propeller wash and pressure waves, and water quality would be degraded where polluted sediments are resuspended.

Response: Vessel speed limits may be reduced in designated areas when fish and wildlife losses are identified due to vessel wake, pressure waves and resuspension of polluted sediments. These limits would be strictly enforced. "Designated areas" would be determined by studies which have been recommended by the Fish and Wildlife Service. If vessel speed reduction cannot be achieved, vessel displacement could be restricted in the system to accomplish the same results.

p. FWS: "Icebreaking activities combined with repeated vessel movements could create additional open water areas which would attract concentrations of waterfowl. Their necessary food supply may be unavailable, either by attraction to less valuable areas, or as a result of winter shipping effects. If this occurs, birds may be weakened, limiting their reproductive success in spring or survivability, if an oil spill occurs. Icebreaking could create underwater ice walls in shallow water which could affect water circulation and limit fish movement to spawning areas. Icebreaking in nearshore or constricted areas may create unsafe ice conditions for sport and commerical fishermen. Access to traditional fishing sites may be hampered by monitoring vessel tracks throughout winter. Mammal movement might be curtailed in these."

Response: Icebreaking and vessel movement may create a number of impacts including those to waterfowl, fish habitat, winter recreation, and mammal movement. These impacts are addressed in the Environmental Impact Statement, the Environmental Appendix, and in the Main Report. The EPOA is designed to identify all possible impacts of winter navigation extension, and to minimize, mitigate, or eliminate environmental damage, and where possible, to enhance environmental quality. (Also see Response to r. subparagraph 5 below.)

q. FWS: Where appropriate, conspicuously post warnings of broken ice tracks and clearly mark their location.

Response: At the present time, warnings about broken ice and open water at vessel tracks have been posted offshore by local entities for the protection of winter recreationists. Also, local media announcements are made under the auspices of the U.S. Coast Guard. The Fish and Wildlife Service concern would be studied to determine how best to notify and protect the public.

r. FWS: Recommends that the Winter Navigation Season Extension Project for the St. Lawrence River, as currently proposed, not be authorized for construction and operation.

Response: FWS raises a number of concerns involving the proposed navigation extension project on the St. Lawrence River which may adversely impact the fish and wildlife resources. Some of the major concerns are addressed as follows:

1. Icebreaking: see #6 below.
2. Icebreaker Moorings

The dredging for icebreaker moorings may cause adverse effects to fish and wildlife and their habitat; however, locations will be such that mooring facilities are consolidated so as to minimize damage. Impacts would be displayed in appropriate EIS's.

3. Aids to Navigation

While the dredging done to place aids to navigation would displace or destroy localized benthic organisms, relatively small areas would be affected for a short period of time. In an overall view, these aids to navigation function to prevent groundings, collisions and subsequent spills, thereby safeguarding the environment.

4. Ice Control Structures

Ice control structures would cause some adverse effects on localized benthic organisms and fish and their habitat, the effects would be relatively small, and would occur for a short period of time. (Also see paragraph 1. above, and subparagraph 6 below.)

5. Navigation Traffic

The following are preventive measures that can be taken to minimize adverse effects of surge waves, ice damage, flooding, shore erosion, environmental damage, etc: Federal protection of environmentally high-risk areas, vessel route regulation, regulation of vessel movement through unstable ice, enforcement of vessel speed, improved aids to navigation, ice control structures, vessel convoying, icebreaking assistance, air bubbler systems in restricted channels, data collection and dissemination systems, and maintenance of vessel tracks. Further discussion of these and other preventative measures to potential effects of navigation traffic can be found in Appendix B.

Although the U.S. Great Lakes waters have never experienced a catastrophic winter oil spill exceeding 100,000 gallons and no vessel related spills of significance have occurred during winter operations, a spill could be locally devastating to fisheries and wildlife.

The U.S. Coast Guard has developed a number of contingency plans for spill clean-up and containment. Response time has been reduced to a few hours and good equipment is available. However, based on comments received on the Draft Report, EIS, and the number of public workshops and meetings, it appears that the public and agencies with the primary mission of protecting natural resources strongly desire further improvement of the ability to handle oil or toxic material spills. These agencies and the public have highlighted potential problems and the situation dictates that technology, contingency plans, and equipment continue to be improved to afford better protection of water quality, fish, and wildlife

resources which are essential to the health and economic well being of much of the population of the Great Lakes Basin. These resources also form the basis of a multi-billion dollar tourist and recreation industry. Therefore, continued improvement of technology and technology transfer, contingency plans, and equipment is warranted and is proposed under the EPOA to afford the level of protection desired by the public. Other proposed solutions to prevent oil spills are: (1) monitor hazardous material vessel movement, (2) routine vessel inspection, (3) continue review and implementation of existing plans, and (4) implementation of EPOA.

6. Water Level Impacts

An ice control system is planned to be designed for the St. Lawrence River that will maintain or improve the hydraulic conveyance capacity of the River. The system will be designed so as not to adversely affect the level of Lake Ontario or the overall flow of the St. Lawrence River. Additionally, once baseline and model studies are accomplished, predictions may well fall short of 100 percent accuracy because of working at limits of the state-of-the-art in both the environmental and hydraulic areas. To assure verification of any predictions, carefully controlled vessel operating tests are being recommended. (Also see para. i. above.)

7. Icebreaker and Surge Waves

General: The significance of the effects of icebreaking operations depends on a number of local conditions, such as bathymetry, water levels, soil conditions, ice conditions, and the presence of other transport agents (e.g. natural currents or waves). Shore damage due to the lateral movement of ice induced by vessel passage is ordinarily small, limited to early or unstable ice

conditions, and shore areas in close proximity to the navigation track. The resultant damage is difficult to quantify. Disruption of ice cover by natural phenomena could be aggravated by icebreaking activities; however, ice control structures should eliminate or reduce these effects. Ice booms which are properly designed and tested would be utilized in the proposed extension program. With regard to the water level concerns, the hydraulics of the system would either be maintained or improved as a result of the winter navigation season extension program.

8. Dredging

Dredging is not proposed in the St. Lawrence River.

9. Oil/Hazardous Substances

Since there can not be an absolute guarantee that it could not happen, the potential for oil spill occuring during an extended season program does exist. For a number of reasons, that potential is lower in stable ice conditions, and higher during spring breakup when the ice is moving downstream in rivers and bays near rivers. Under the various circumstances which could occur during a spill, the containment and clean-up operations could be either less difficult or more difficult than similar operations taking place during warmer weather.

10. Brash Ice - encroachment into feeding areas of endangered species

The EPOA recommends that a system-wide study be conducted on endangered and threatened species and their critical habitat. Existing data would be compiled and additional field work

performed. Further investigation would take place where proposed activities may require an environmental document.

11. Recreation Industry

In order to integrate the previous studies, and to further quantify the regional and community impact of the possible disruption of winter recreation activities (on the St. Lawrence River) located adjacent to proposed winter navigation activity, an additional recreational study is proposed for the advanced engineering and design stage of the recommended program. (Some of these concerns and others are also addressed in the Main Report, the Environmental Impact Statement, and the Appendixes.)

Conclusion: After giving consideration to all pertinent comments and recommendations of the FWS Report, navigation season extension is proposed for up to 10 months on the International Section of the St. Lawrence River. The basis for this conclusion is that, at the present time, baseline environmental data are not available with which to determine the validity of excluding the St. Lawrence River from the program.

s. FWS: Recommends that Sandusky Bay, Ohio, be excluded (not authorized) from the Winter Navigation Program. The reason for this recommendation is based on a number of points as follows.

FWS suggests that the main adverse effects of navigation extension appears to be from vessel passage and icebreaking, specifically.

A. acceleration in species composition change (resuspended sediments, ice erosion)

B. deterioration of habitat (resuspended sediments)

C. barricade of fish movement (ice ramparting in shallow bay)

D. commercial and sport harvest may be reduced or terminated (result of A & B)

E. oil/hazardous substance spill

Response: Less than 1% of the total tonnage shipped in Sandusky Harbor consists of oil or hazardous substances. Most of the bulk commodities are coal and lignite. Therefore, the likelihood of a major oil/hazardous substance spill in Sandusky Bay is low.

Vessel operations take place in the outer 2 miles of the 17 mile long Sandusky Bay, and any adverse effects would be therefore limited to that particular area.

The aeration of the water by the recommended dock bubbler may improve the habitat for sport and commercial fish species.

While pollution from industrial and municipal discharges have contributed substantially to the decreased water quality of Sandusky Bay, vessel discharges amounts to a very small percentage of total loadings to the harbor.

FWS states wind driven ice could add to other effects of navigation season extension to accelerate change in species composition. A harbor study of Sandusky Harbor (Bay) was conducted to provide input for the Survey Report which concluded that ice in Sandusky Bay forms solidly and is not normally affected by winds. The integrated Phase I engineering and environmental studies would examine the problem in more detail.

No significant problems due to bottom scour shore erosion or dock damage are anticipated due to the stable nature of the ice in the Sandusky harbor area. Based on the experience at Sandusky and at other harbors, and, since the level of ship traffic during extended navigation season operations will be less than during the normal season, no significant problems associated with water quality are anticipated.

Conclusion: After giving consideration to all pertinent comments and recommendations of the FWS Report, navigation season extension is proposed for Sandusky Harbor. The basis for this conclusion is that, at the present time, baseline environmental data is not available with which to determine the validity of excluding Sandusky Harbor from the program.

SECTION D

COMMENTS AND RESPONSES ON THE DRAFT SURVEY REPORT

Provided in this section are letters and statements received pertaining to the March 1979 draft Survey Report of the Navigation Season Extension Program. They have been grouped into four categories: Federal agencies; State and local Governments; companies, groups, and associations; and private citizens.

FEDERAL AGENCIES

Page	Date	Correspondence
C-II-D-3	9 April 1979	Seaway Transport Canada
C-II-D-16	20 April 1979	U.S. Coast Guard
C-II-D-20	20 April 1979	Maritime Administration
C-II-D-21	25 April 1979	Soil Conservation Service
C-II-D-22	7 May 1979	Transport Canada Coast Guard
C-II-D-24	8 May 1979	Department of State
C-II-D-29	10 May 1979	St. Lawrence Seaway Development Corp.
C-II-D-34	22 May 1979	The Seaway Transport Canada
C-II-D-37	24 May 1979	Federal Energy Regulatory Commission
C-II-D-40	31 May 1979	St. Lawrence Seaway Development Corp.
C-II-D-49	25 June 1979	The Seaway Transport Canada
C-II-D-57	18 July 1979	Honorable Barber B. Conable, Jr.
C-II-D-59	25 July 1979	Department of State

The Seaway / La Voie maritime
Transport Canada / Transports Canada

Place de Ville,
Tower "A",
320 Queen Street,
Ottawa, Ontario,
K1R 5A3

April 9, 1979.

Mr. Carl Argiroff,
U.S. Army Engineer District, Detroit,
Box 1027,
Detroit, Michigan, 48231

Dear Carl:

Re: U.S. Great Lakes & St. Lawrence
Seaway Navigation Season Extension
Survey Study

C-II-D-3

I enjoyed our brief discussion in Hanover and in hearing your presentation of the draft survey report. It is a very substantial work although, of course, there are many things to be worked out yet from the Canadian position.

Enclosed is a copy of a paper presented recently by our President, Mr. Normandeau, at the joint DMA/LCA annual meeting. This paper dealt with Welland capacity and you will note that it also includes a list of various improvements under consideration to enable us to stay ahead of demand to perhaps the late 1990's.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
CAPACITY ANALYSIS

Yours very truly,

W. E. Webb,
Director,
Planning & Development

WEW/GIH

PRESENTATION GIVEN TO

THE CHA/LCA

1979 ANNUAL MEETING

BY

PAUL D. NORMANDEAU,

PRESIDENT,

THE ST. LAWRENCE SEAWAY AUTHORITY.

C-11-E-4

Banff, Alberta,

February 25-28, 1979.

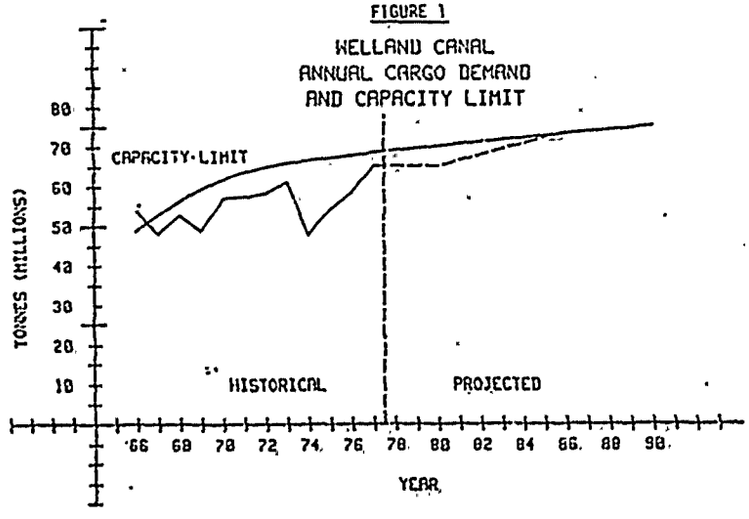
It seems fitting that any review of this year's theme "Improving Navigation Productivity on the Great Lakes-St. Lawrence Seaway System" should begin with a look at its bottleneck portion, the Welland Canal. I shall therefore, in my share of this review, attempt to describe to you the situation, as we see it, and to tell you what we are planning to do to relieve the congestion that we see developing at that point.

The capacity of the St. Lawrence Seaway and the need for reconstruction have always been questions of lively interest and keen debate, both within and outside the Seaway. Since 1974, when the demand for service abruptly decreased, the balance between capacity and demand has been less critical and there has been time to develop a fresh approach to the subject.

SUMMARY

The Seaway Authority's capacity study activities are focused on its bottleneck section, the Welland Canal, and, immediately, I wish to show you the summation of our analyses that I shall describe later in this paper. As you can see (Figure 1), this summation shows that Welland Canal cargo demand is projected to increase faster than its capacity. Unless improvements are made to increase capacity, the limit will be exceeded some time soon after 1986 when annual demand is projected to pass 74 million metric tons.

FIGURE 1



Cargo demand is expected to continue to increase in the future and consequently expanded canal capacity will be required. Our work to date indicates that a minimum 10% improvement to the physical capacity of the canal is possible which, combined with further increases in the cargo carrying potential of the average vessel, should improve the overall cargo capacity of the Welland Canal by at least 40% over the long term and thereby delay reconstruction of the canal or diversion of cargo for many years to come. We are thus presented with a challenging problem which compels us to monitor closely the dynamic balance between capacity and demand as well as to evaluate all eligible improvements and to be ready with a plan of implementation appropriate to the prevailing circumstances.

BACKGROUND

During the more than 2000 nautical miles voyage from the Gulf of St. Lawrence to the head of the Great Lakes, vessels climb to some 180 metres above sea level. The very locks that make this possible are at the same time bottlenecks to the free flow of traffic and eventually they will not be capable of handling the historically steady growth of cargo. The Welland Canal, which bypasses the Niagara Falls, is generally viewed as the major bottleneck point of the Seaway system: its eight locks and several channel restrictions form a series of obstacles to vessel movements over its short length of 2. miles. In addition, each year the Welland transits about 9 million tonnes of cargo more than the Montreal-Lake Ontario lock system.

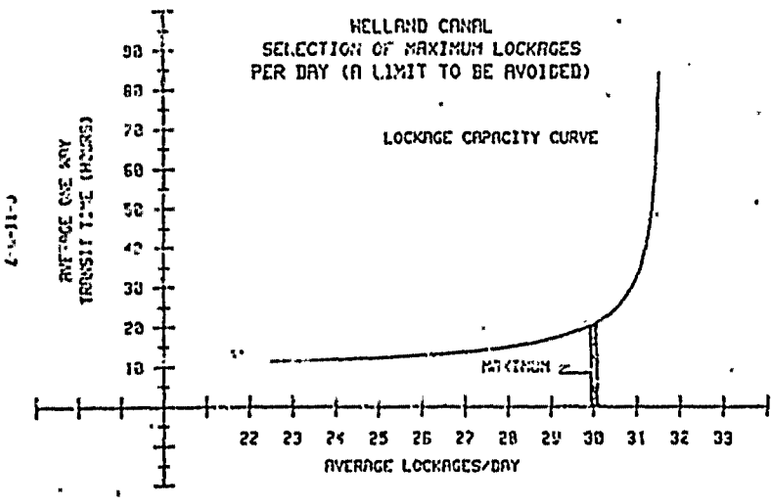
In 1964, many will recall that the Welland Canal experienced severe congestion when cargo suddenly jumped to 47 million tonnes, some 9 million more than the previous year. Our response at the time was to spend some $26 million on a host of improvements to the existing facilities and procedures. By 1967, the canal capacity was again at a point more consistent with demand. Since then, we have continued to implement low-cost localized improvements but we have as well constructed the $190 million Welland By-Pass.

.... 3

CAPACITY LIMIT CALCULATIONS

Our detailed computer simulation of the Welland Canal was used to study its physical capacity limitations. The results are shown in a graph (Figure 2) which indicates the relationship between the average number of vessels arriving randomly and asking for service on a given day and the average time a complete one-way transit would take from calling in for service at one end of the canal to exiting at the other end.

FIGURE 2



Although much more complex than most queuing systems, the Welland Canal's service relationship is typical in that it deteriorates very quickly as demand passes a critical point. As can be seen on the graph, 30 lockages per day is defined as the maximum continued demand.

.... 4

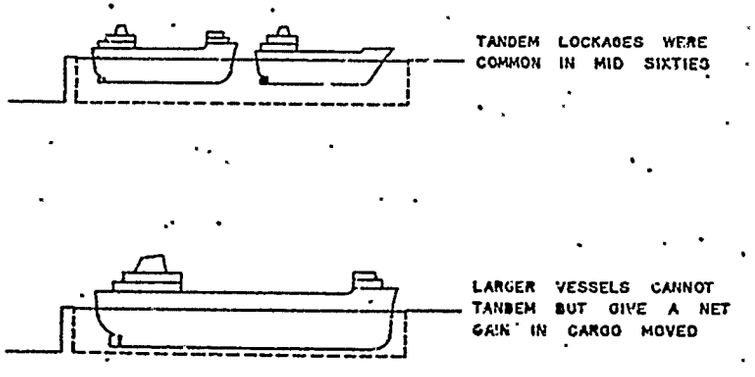
Navigation suspensions or restrictions have not been considered in arriving at the number "30" and we therefore refer to it as a theoretical capacity. On a normal 260-day season (April 1-December 15) the annual theoretical physical capacity is thus 7800 in a normal season. It is to be expected, particularly outside the summer months, that there will be losses in capacity due to weather related navigation restrictions or suspensions and to fluctuations in the month to month tonnage pattern. We calculate, based on accumulated experience 6415 lockages, slightly more than 82% of the theoritical number, to be the practical maximum annual demand which the Welland Canal can be expected to handle and we are using this number as our capacity limit for planning purposes. Within this limit, we would operate under a degree of congestion that we would prefer to avoid because it does not make provision for the possibility of a major accident, for strikes, for pilot shortages, etc.

The annual physical capacity of the Welland when stated as 6415 lockages can then be viewed as relatively unchanged since the major improvements program of the mid-60's. However, the trend towards larger vessels (illustrated in Fig. 3) means that a given number of lockages handled many more vessels in the mid-60's than the same number of lockages does today. Fortunately, the smaller number of vessels result in a net increase in the amount of cargo that can be moved in the same number of lockages.

C-11-D-8

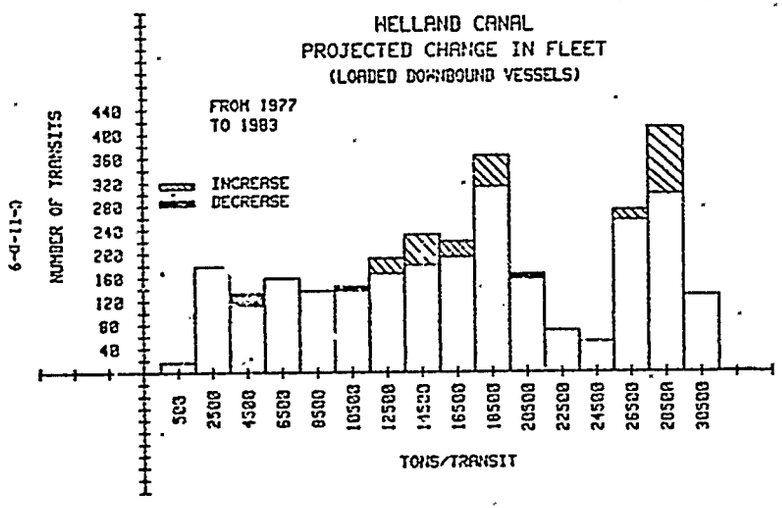
FIGURE 3

TREND TOWARDS LARGER VESSELS
REDUCES NUMBER OF TRANSITS



During 1978, our personnel from Operations Branch contacted the major shipping companies to learn of their plans for changes in the composition of their fleet, to either remove older vessels or to introduce new vessels over the next five years. The information received was integrated with the projected cargo demand and a view of the overall change in the fleet between 1977 and 1983 was compiled. This view is presented in the following table (Figure 4) in the form of a histogram of the numbers of transits carrying various amounts of cargo.

FIGURE 4

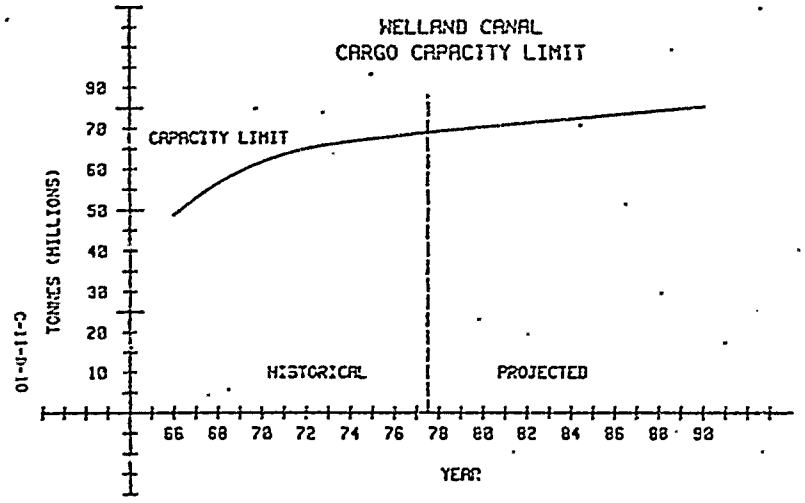


The trend towards more vessels carrying more cargo per transit is clearly continuing and it will have the effect of increasing the projected annual cai , capacity limit. In this next graph (Figure 5) the years beyond

.... 6

1983 assume fleet changes similar to the period 1977-1983. In any case, the cargo capacity is increasing at a noticeably slower rate in the projected period than during the late 1960's.

FIGURE 5

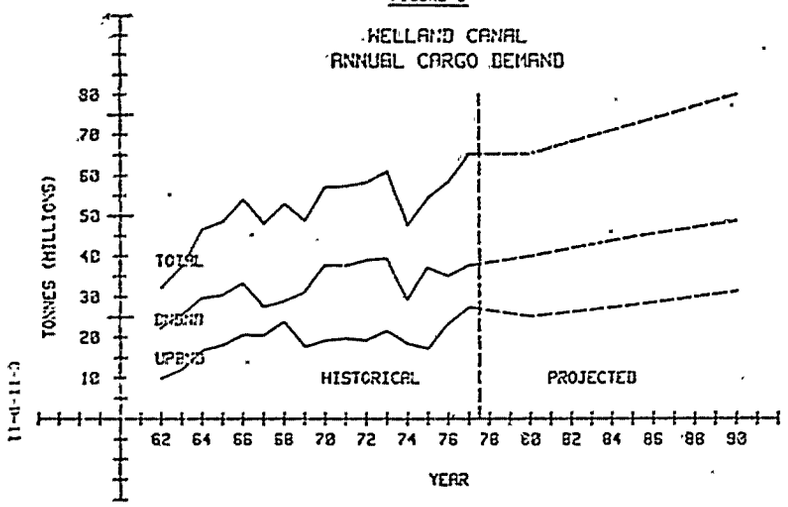


PROJECTED DEMAND VERSUS CAPACITY

Our economists have carried out in-depth studies of the expected changes in each of the Seaway's major commodities. Their overall Welland cargo projections are shown for both directions together with the historical movements in the next graph (Figure 6). Although the downbound bias is lessening somewhat, the downbound direction is expected to remain dominant at about 61% of the total.

.... 7

FIGURE 6

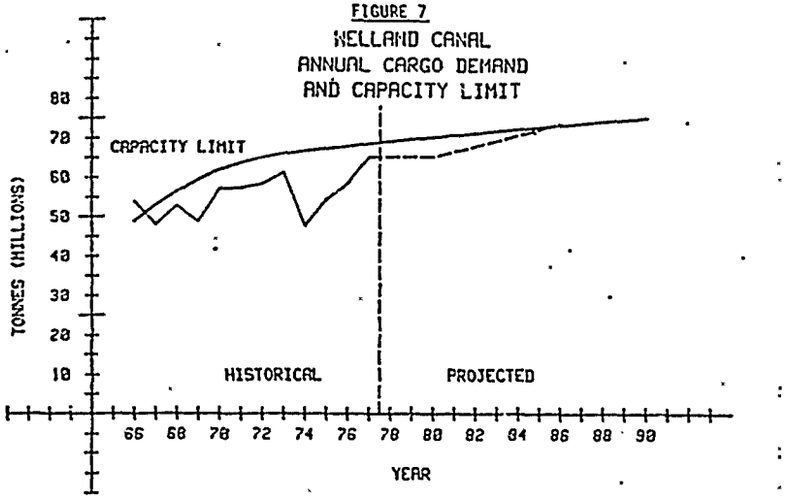


At the beginning of this paper, I showed you our summation comparing the total annual cargo demand to the annual cargo capacity limit. Here it is again (Figure 7). You can see now that the Welland has historically operated close to its capacity limit except for the most recent years when there has been an exceptional amount of room to spare. But, from now on, even with the increasing number of tonnes which can be carried within the cargo capacity limit, demand is projected to rise at a more rapid rate and to exceed the capacity limit somewhere around 1986 as cargo demand passes 74 million tonnes.

.... 8

FIGURE 7

NELLAND CANAL
ANNUAL CARGO DEMAND
AND CAPACITY LIMIT

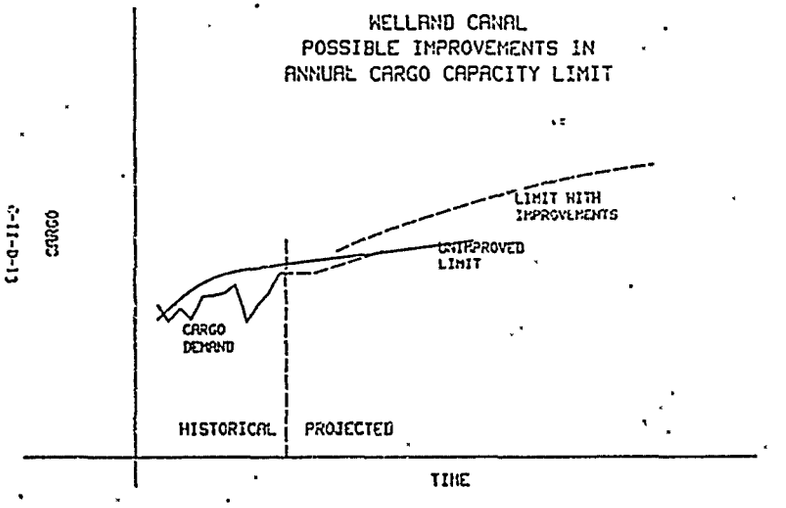


C-11-B-12

This projection of an unacceptable shortage of capacity soon after 1986 is the result of many interrelated analyses. It is almost bound to be in error but the general conclusion is relatively insensitive to changes in assumption except for the projected number of maximum size new ships to be built and for the projected cargo demand. An increase in the former or a decrease in the latter could noticeably push the critical date further into the future but the date will inevitably come soon.

The next graph (Figure 8) illustrates the type of cargo capacity limit improvement which can be gained. In the long term, we believe that it is feasible to reach at least a 40% improvement over the 1986 cargo capacity limit previously indicated of some 74 million tonnes. This improved performance would come from a combination of increases in the physical capacity of the canal and efficiencies realized through further changes in the composition of the fleet.

FIGURE 8



Improvements to the physical capacity of the canal alone will give us at least a 10% improvement. These can be viewed in addition as providing the time required for the fleet to evolve to a still more efficient position. It should be possible also to plan the implementation of all available improvements in a manner that will keep the cargo capacity limit comfortably ahead of cargo demand. We will thus avoid reconstruction or

.... 10

diversion of cargo for many years to come. Such a plan will call, in the case of the near term projection, for the implementation of improvements with sufficient results to avoid the congestion projected for after 1996.

The limited objective of this paper cannot include a meaningful rating of all improvement possibilities, short of reconstruction, that we have identified. However, enough work has been done to date that we feel confident that the potential for significant improvement does exist. We also know that these improvements will be costly enough to warrant a determined scientific comparison of alternatives. At the present time, we are concentrating our efforts on the evaluation of the marine shunter concept since it has the potential for a relatively large improvement in the physical capacity of the Welland Canal, certainly the largest potential of any single idea. A first pair of these odd-looking vessels has just now been delivered to us. (Figure 9 and others). The concept of using specially-designed tugs to assist vessels during their transit of the Welland Canal will be evaluated through full-scale field testing this year and next. The first results should be available later this year and they will greatly influence the pattern of review of all the improvements available to us.

C-II-D-14

For example, if the shunter concept's potential is evaluated as significantly greater than 10%, it could obviate the need for parallel activity in other areas. If, however, it is evaluated as somewhat less than 10%, the concept might have to be implemented in concert with other physical capacity improvements. Or, should the results be discouraging, a series of other improvements could be packaged to produce an overall 10% improvement. Fortunately, there is such a package which could include, inter alia, the following measures:

a) widening the reach between the Guard Gate at Lock 7 and Port Robinson at the northern end of the By-Pass. We plan to make a start this year on this project.

b) removing Bridge 5 at Glendale Avenue. This bridge interferes to a marked degree and slows down traffic between locks 3 and 4.

.... 11

c) realigning 10 different lock approach walls and building into these a reverse curve to replace the present straight walls on an angle.

d) providing computer-assisted scheduling. We have already ascertained that the procedure would be of assistance to our controllers.

e) extending the navigation season. To achieve this objective at the Welland Canal would depend on what is decided on the Montreal to Lake Ontario section since extending the season in one section without the other going the same way would not prove beneficial.

In all three of the above scenarios, the improvements would be ordered as indicated by the cargo demand. We are now operating in a self-financing environment. The prospect of needing significant capital-intensive improvements to alleviate a coming congestion gives added weight to the importance of closely monitoring the balance between the continued increases in cargo demand and the potential for greater Welland cargo capacity as well as evaluating all eligible improvement options.

I would hope that the studies initiated by our colleagues of the U.S. Army Corps of Engineers would prove of significant assistance in facing up to this greatest, in our estimation, of the challenges presented by the objective of this conference: "Improving productivity on the Great Lakes-Seaway System".

DEPARTMENT OF TRANSPORTATION
UNITED STATES COAST GUARD

Address reply to
COMMANDER (dcs)
Ninth Coast Guard District
1240 East 9th St
Cleveland, Ohio 44199
Phone: (216) 293-3911

20 April 1979

From: Commander, Ninth Coast Guard District
To: Colonel Melvin D. Remus, Corps of Engineers
Chairman, Winter Navigation Committee

Subj: March 1979 Survey Study for the Great Lakes and St. Lawrence Seaway Navigation Season Extension Draft - Main Report and Environmental Statement

Ref: (a) Your memorandum of 23 Mar 1979

1. I think the draft is extremely well done. I have several comments, most of which are quite minor, except as mentioned in paragraph 2 below.

C-11-D-16

a. On page 1 in the introduction it might be well to include the statement found under "Most Probable Future" on page 21, namely, "Existing legislation does not prohibit winter navigation on the Great Lakes. The purpose of this study is to determine the feasibility of means to extend the navigation season through the winter months and to determine the extent of federal participation."

b. Both the St. Lawrence Seaway Development Corporation and the Coast Guard should be specifically represented on any ongoing joint board to oversee the extended season navigation. The suggested representation identified on page 79 and in several other locations in the draft of only the Department of Army, the Department of Interior and the Department of Transportation would be inadequate. While the success of the St. Lawrence River Joint Board of Engineers during the 1950s is commendable, its direct relationship to the problem at hand is questionable. There is no disagreement with the need to keep an effective body as small as possible. However, at the same time the basic purpose of the joint board and the need for much more diverse expertise on this board is also apparent. Therefore, it is strongly recommended that the representation as appeared on the Winter Navigation Board for the Department of Transportation, e. g., membership for both the Coast Guard and the St. Lawrence Seaway Development Corporation be continued. Since present Canadian observers to the Winter Navigation Board represent both the St. Lawrence Seaway Authority and the Canadian

See: MAIN REPORT
IMPACT ASSESSMENT FOR RECOMMENDED PLAN
Institutional
and; APPENDIX E, FORMULATION OF DETAILED PLANS
IMPACT ASSESSMENT
Institutional

Coast Guard, it is assumed that this representation will continue on any subsequent joint board. With this occurring, membership by both the U. S. Coast Guard and the St. Lawrence Seaway Development Corporation would be even more appropriate.

c. Under the heading "Most Probable Future" in the last paragraph on page 32, mention is made of the continuation of the traditional winter movement. Inasmuch as the demonstration program has clearly shown that navigation can continue through December and perhaps into January without any icebreaking assistance, the likelihood is that navigation in the future would extend beyond the December 15th date whether or not season extension as a specific program was approved. I would suggest adding at the end of the last paragraph on page 32 the following sentence: "Based upon experience during the demonstration program, it is unlikely that shipping industry will return to the traditional cessation of activity on December 15th."

See: MAIN REPORT
MOST PROBABLE FUTURE

d. On page 94 discussion is included concerning the Coast Guard estimate of additional future icebreaking requirements. These requirements are predicated not only upon the length of the season as contained in the proposed plan, but are also predicated upon specified traffic assumptions, port usages, and certain operational procedures. Therefore, I recommend that the following sentence be included at the end of that paragraph. "These requirements are based upon assumptions which are shown in Appendix B pages 114 to 118. In the event of lower traffic projections for a less than 12 month season, these requirements would be reduced accordingly."

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Icebreaking

e. On page 94 mention of NORTHWIND can be deleted.

See: MAIN REPORT
RECOMMENDED PLAN
SYSTEM CONSIDERATIONS

f. On page 145 and on several pages thereafter there is "Note 1" that total investment costs for icebreaker construction, which are the figures in parenthesis, are not to be included in total investment costs for purposes of project cost sharing. This appears to be consistent with Corps of Engineers and Coast Guard procedures with regard to aids to navigation costs in Corps projects of harbor and waterways improvement. However, in this case, where the ship costs are so substantial and would not be incurred at all if there were no winter navigation, then I believe the cost of the icebreakers should be included in the total project for the purposes of project cost sharing.

See: MAIN REPORT
TABLE 8

C-11-D-17

g. On page V-6, paragraph 5.1(a) third line, the phrase "no better in summer" should be deleted and the phrase "in winter" added after "less likely".

2. In reviewing the draft report and the various proposals which were considered, it is noted that all of the proposals included year round navigation on the upper lakes and varying lengths of extension on other portions of the lakes system. I also noted that in the abstract of the report, which was enclosed with your 23 March 1979 letter on page 10, paragraph 4, season extension to 31 January plus or minus 2 weeks have been assumed as a base condition for implementing the recommendations in this report. Inasmuch as navigation on parts of the upper lakes to the end of January would in fact represent an extension of navigation on the Great Lakes over what has been an historical navigation season, I question the validity of assuming the March 1976 interim survey report recommendation as a base. For one thing there are certain incremental costs over those costsexpended during historical navigation which would have to be appropriated on a recurring basis to achieve the 31 January navigation season. For the Coast Guard I know some of the funds which we have had to additionally expend during demonstration projects were such things as the Ice Navigation Center and aerial ice surveillance. I would assume that other agencies such as the Corps would also have such additional costs. It would appear to me that to insure the credibility of the draft report, a proposal or proposals showing extended season navigation on the upper Great Lakes to the end of January and with varying extensions on the Welland Canal/St. Lawrence portion should also be included in the draft report. It would also appear to me that since such a proposal is what the Upper Lakes Shipping Industry now appears to be supporting rather than pushing for year round navigation, that such a proposal might be a more logical outcome of the entire demonstration program.

See: MAIN REPORT
MOST PROBABLE FUTURE

3. There is one other facet of the report which I fear may attack the credibility of the report. In considering year round navigation, certain traffic projections were used including certain port usages being used as the basis for projecting what the benefits might be. The report attempts to give the impression that year round navigation on the Great Lakes and to all the ports listed in the draft report, has been proven to be feasible. In point of fact, such is not the case. Although the Coast Guard believes that any Great Lakes port can be used throughout the winter if

See: APPENDIX A, PROBLEM IDENTIFICATION
EXTENDED NAVIGATION SEASON PROBLEMS

C-11-D-18

dcs
20 April 1979

adequate icebreaking and control resources are available, we have not demonstrated this for every port. In the case of ports on Lake Erie, at no time has year round navigation ever been accomplished to the port of Buffalo. In the case of other ports on Lake Erie such as Conneaut, Cleveland, it has been demonstrated that navigation to these ports is possible However, I question whether we can consider the demonstration program has shown such navigation to be feasible. By feasible I mean both possible and practical. During this current winter, for example, as part of the demonstration program, it took a large icebreaker, the WESTWIND, almost 10 days to move the ROGER BLOUGH into Conneaut during the month of January. Thus, while one might say navigation into Conneaut was possible, it could hardly be classified as practical. I also doubt that it could be considered "economically feasible" as is the study conclusion on page 165 of the survey report Similarly, if one were to examine some of the other 26 ports which are considered to be a positive cost/benefit ratio, a question could be raised as to the practicality of year round navigation. Ports such as Duluth and Green Bay are examples.

C-1-0-19

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Vessel Operating and Design Criteria

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ECONOMIC JUSTIFICATION - HARBORS IN RECOMMENDED PLAN

A. F. FUGARO
Rear Admiral, USCG

UNITED STATES DEPARTMENT OF COMMERCE
Maritime Administration
Great Lakes Region
666 Euclid Avenue, Room 576
Cleveland, Ohio 44114

April 20, 1979

MEMORANDUM FOR: Colonel Kelvyn D. Remus, Chairman, Winter Navigation Working Committee

Subject: Comments on Survey Study for Great Lakes and St. Lawrence Seaway Navigation Season Extension Draft Main Report and Environmental Statement - March 1979

In response to your letter of March 23, 1979, the following comments are provided as requested:

-Several comments that we made in our letter of January 5, 1979, based on our review of the December 1978 Working Draft apply to your latest draft as well. Specifically, comments concerning Appendix F: Levels and Flows, relating to the Power Authority of the State of New York (PASNY) statement that a "10 percent loss of draft" would occur if winter navigation takes place on the St. Lawrence River. This is an unresolved issue and remains unanswered in clearly worded terms.

See: APPENDIX I, LEVELS AND FLOWS
ASSESSMENT OF IMPACT WITH ASSOCIATED REMEDIAL MEASURES
Entire Great Lakes-St. Lawrence River System

-A second concern to us is that for the third consecutive review of the benefits and costs portion of the reports, we find another unexplained major change in both the B/C ratio and net annual benefits. The current B/C ratio for proposal 7 is now 3.32 and net benefits are shown as $235,101,000. In the December draft, it was 4.05 and $277,619,000 respectively and in the October Economic Fact Sheet, the B/C ratio was 3.46. This constant changing is very disconcerting and becomes difficult to justify to the many opponents of season extension who tend to view this as "juggling of statistics". One might reasonably become extremely suspicious of the program's benefits.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ECONOMIC JUSTIFICATION - HARBORS IN RECOMMENDED PLAN

We hope you find these recent comments and those provided in our January 5, 1979, letter useful and give them due consideration.

Gary D. Smith
Acting Great Lakes Region Director and
Member, Winter Navigation Working Committee

C-1-1-20

UNITED STATES DEPARTMENT OF AGRICULTURE
SOIL CONSERVATION SERVICE 200 North High Street, Room 522
Columbus, Ohio 43215

April 25, 1979

Colonel Melvin D. Remus
Department of the Army
Corps of Engineers
Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

The Draft Survey Report and Environmental Statement on the Great Lakes and St. Lawrence Seaway Navigation Season Extension Survey Study was sent to the USDA Soil Conservation Service, Columbus, Ohio, for review and comment.

We have reviewed the Draft Report and Statement and have no comments to offer. We appreciate the opportunity to review and comment on this project.

C-11-D-21

Sincerely,

Robert E. Quilliam
State Conservationist

Transport Canada / Transports Canada
Coast Guard / Garde côtière

1206-4

Canadian Coast Guard
Central Region
Transport Canada
1 Yonge Street, 20th Floor
Toronto, Ontario
M5E 1E5

May 7, 1979

Colonel Melvyn D. Remus
Chairman
Winter Navigation Working Committee
Department of the Army
Detroit District, Corps of Engineers
Box 1027
Detroit, Michigan 48231
USA

C-II-D-22

Dear Colonel Remus,

I have received a copy of your memorandum of March 23, 1979, to the members of the Winter Navigation Board and Working Committee on the subject of the public distribution of your Draft Survey Report and associated documents.

Of particular interest to the Canadian Coast Guard is, of course, your stated intention to seek through the State Department the formal comments of the Canadian Government on the findings, conclusion, and recommendations in the Report. Your recommendation towards the creation of a joint Board to oversee the Season Extension Programme is one to which I heartily suscribe personally.

See: MAIN REPORT
PROBLEM IDENTIFICATION
CANADIAN COORDINATION/CO-PARTICIPATION

See: APPENDIX B, FORMULATION OF DETAILED PLANS
IMPACT ASSESSMENT
Institutional

We are now considering the steps and the resulting time frame which would be required to prepare a formal Canadian position. As inter-departmental and Federal-Provincial consultation would no doubt be required, it is apparent that a formal Canadian position could not be established prior to submission of your final Report in August of this year. I don't

Contd ...

suppose this is what you had in mind in any case, but I would appreciate it if you could clarify for me at just what time in the future you would hope that the formal Canadian position could become available.

Yours very truly,

Léon Germain

Léon Germain
Regional Director
Canadian Coast Guard

See: MAIN REPORT
PROBLEM IDENTIFICATION
CANADIAN COORDINATION/CO-PARTICIPATION

C-II-D-23

DEPARTMENT OF STATE

Washington, D.C. 20520

May 8, 1979

Colonel Melvin D. Remus
District Engineer
U.S. Army Engineers District
P.O. Box 1027
Detroit, Michigan 48321

Dear Colonel Remus:

I refer to your letter of March 23, which encloses copies of the "Survey Study for Great Lakes and St. Lawrence Seaway Navigation Season Extension: Draft Main Report and Environmental Statement" plus "Appendixes--Volumes I and II." Your letter requests comments by May 10.

At the request of the Winter Navigation Board the Department of State on November 14 sent an Aide Memoire to the Canadian Government proposing a meeting on the Season Extension Program. The Canadians responded by note on March 15 that they would be willing to meet if United States would submit a specific proposal arising from the Survey Study. They also requested to be informed if such a meeting should be regarded as notice of the United States desire to proceed with a Winter Demonstration project of the International Section of the St. Lawrence River.

The Canadian note further advised that a report entitled "The Seaway in Winter: a Benefit--Cost Analysis" was released in December 1978. This report was prepared for the Canadian St. Lawrence Seaway Authority by a private Canadian consulting firm and as such does not represent Canadian Government views. The report concluded "that at this time" neither of the two proposals it considered for season extension "appeared to be a worthwhile venture although many unanswered questions remain about the true costs and benefits." A copy of the Canadian note and consultant's report referred to is attached herewith.

C-II-D-24

See: MAIN REPORT
PROBLEM IDENTIFICATION
CANADIAN COORDINATION/CO-PARTICIPATION

The Department of State believes that given the international nature of the sections of the St. Lawrence River involved and the jurisdiction of the International Joint Commission over the ice booms concerned, all Winter Navigation Season Extension activities involving ship movements on the river should take place only with prior concurrence from the Government of Canada.

Sincerely,

Richard J. Smith
Director, Office of
Canadian Affairs

C-11-D-25

Attachments:

As stated.

cc: w/out enclosures
Corps of Engineers - Gen. Harris, Chicago
Corps of Engineers - Mr. Paquette
EPA - Mr. Schifferdecker
L/EUR - Mr. Crook
OES - Mr. Spielman

Canadian Embassy Ambassade du Canada

A I D E M E M O I R E

The Embassy of Canada refers to the Department of State's Aide Memoire of November 14 concerning the United States Great Lakes/St. Lawrence Seaway Navigation Season Extension Study being carried out under the auspices of the Winter Navigation Board.

In general, the Embassy wishes to express its appreciation for the efforts which the Department of State and other United States agencies have made over the past several years to keep Canadian authorities informed regarding this study. In particular, the arrangement whereby representatives of the St. Lawrence Seaway Authority have attended meetings of the Winter Navigation Board as official observers has been a welcome and appropriate means of enabling Canada to keep abreast of developments in the United States associated with this study. Less formal contacts with United States authorities by federal and provincial environmental and federal Coast Guard officials have also been helpful.

C-11-D-26

In principle, Canada is interested in this programme to the [illegible] proposals arising from it for an extended navigation [illegible] Great Lakes/St. Lawrence River system may accord with Canadian interests, or may raise the possibility of significant adverse transboundary effects which would be of concern. Canada would also share with the United States an interest in possible involvement of the International Joint Commission in any proposal likely to affect levels and flows in boundary waters.

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In keeping with the established tradition of advance notification and consultation as well as cooperation on transboundary matters, the Embassy would welcome the opportunity for a bilateral meeting on any specific United States proposal arising from this study programme. As indicated previously, in order to prepare for such a meeting, including arranging for appropriate participants from among those potentially interested, the Embassy would appreciate further clarification on the purpose of the meeting and the specific subjects to be included. In particular it would be useful to know in advance if such a meeting should be regarded as notice of United States desire to proceed with a Winter Demonstration project for the International Section of the St. Lawrence River.

The Embassy wishes to inform the Department of State that Canadian authorities would wish to examine the details of any proposal for a Winter Demonstration project very carefully from the point of view of environmental impact in Canada, benefits for Canada which could be derived by navigation, any liability and compensation aspects, and the possible involvement of the International Joint Commission in view of their assumed jurisdiction over the ice booms in the International Section of the St. Lawrence River and their responsibilities under the Boundary Waters Treaty regarding matters of levels and [illegible] in boundary waters.

The Department of State will be aware that navigation season on the St. Lawrence River has already been extended in practice from 7½ to 8½ months, and that the St. Lawrence Seaway Authority has under consideration other engineering improvements to the Seaway in order to make longer navigation seasons possible. Before proceeding with such

.../3

C11-0-27

a programme, a study was undertaken to establish the extent to which such extended season operations would be beneficial to Canada as a whole.

The report entitled "The Seaway in Winter: a Benefit - Cost Analysis" was prepared for the St. Lawrence Seaway Authority and released in December 1978. A copy was made available to the Department of State in early February 1979. The report considered three options; the firming up of the present season by providing improvements to ensure 24 hour a day navigation from April 1 to December 15; provision of a 9½ month navigation season by extending both the opening and closing dates by two weeks; and the provision of an 11 month navigation season, with the Seaway being closed in the twelfth month for maintenance purposes. The report concluded that at this time, neither the second nor third option appeared to be a worthwhile venture although many unanswered questions remain about the true costs and benefits.

See: APPENDIX L, REFERENCE LIST, GLOSSARY AND ABBREVIATIONS
REFERENCE LIST

Washington, March 15, 1979

DEPARTMENT OF TRANSPORTATION
SAINT LAWRENCE SEAWAY DEVELOPMENT CORPORATION
WASHINGTON, D.C. 20591 MASSENA, NEW YORK 13662

May 10, 1979

Major General Richard L. Harris
North Central Division Engineer
U.S. Army Corps of Engineers
536 Clark Street
Chicago, Illinois 60605

Dear General Harris:

This letter, which comments on the March 1979 Draft Survey Report on Great Lakes/St. Lawrence Seaway Navigation Season Extension, is addressed to you in your capacity as Chairman of the Winter Navigation Board as well as North Central Division Engineer. The Saint Lawrence Seaway Development Corporation fully concurs in the conclusion that navigation season extension on the Great Lakes/St. Lawrence Seaway system is feasible. The concurrence is based on the seven years of operational testing in the upper Great Lakes; the successful Canadian experience in the St. Lawrence below Montreal; the results of detailed studies and modeling of the St. Lawrence; and the fact that a particularly conservative approach has been used for the economic portion of the draft report with respect to both the benefit/cost and the net benefit analyses.

The draft report represents a considerable effort by the Detroit District of the Corps and they are to be complimented on what they have been able to assemble in the relatively short time provided for preparation. The logistical problems in assembling almost 1500 pages of information in this first complete draft makes this an impressive product but a formidable one for detailed analysis. Following are our initial comments on some of the specific areas of the draft report.

C-11-D-29

Plan Formulation and Costs

We understand that the selected plan has intentionally incorporated maximum cost alternatives. On the St. Lawrence River the selected plan proposes improvements which represent substantially higher investments than the Seaway Corporation would contemplate to accomplish season extension in a responsible manner.

For example, the 34.5 million cubic yards of dredging which the proposed plan calls for at Ogden Island is based on the assumption that no additional ice control improvements will be made and is, as a result, considerably overstated. The possibility of minimizing or even eliminating the need for such dredging is given little or no consideration in the draft report. The lock improvements which are proposed for the St. Lawrence River also represent maximum cost alternatives and in some cases, such as the installation of ice flushing systems at Eisenhower and Snell Locks, represent duplication of ongoing Seaway Corporation construction programs.

The cost of the icebreaking services which will be required to support the proposed plan appear to be extremely high as well. With respect to the St. Lawrence this may be due in part to the fact that a minimum horsepower to length (in feet) ratio of 6:1 has been assumed for commercial vessels. The Seaway entities currently require a 10:1 minimum horsepower: length ratio during the closing period of the existing navigation season.

If on the one hand the costs of proposed alternatives for season extension on the St. Lawrence are high, the benefits on the other hand appear to be significantly understated. We note that, unlike the case with respect to the St. Marys River where 24-hour navigation was assumed, the draft report assumes that any navigation season extension of the Welland Canal or on the St. Lawrence River would be the basis of daylight-only navigation. The Seaway Corporation and our counterpart Canadian agency, the St. Lawrence Seaway Authority, are in complete agreement that provision of a precise all-weather navigation system to allow 24-hour navigation during both the existing season any extension is of first order priority. Further, there has been no attempt to assess the benefits to power from improved regulation of Lake Ontario and the St. Lawrence River.

Within the plan formulation section we would like to study closely the alternatives incorporated into the proposed plan, particularly the costs of improvements to our facilities.

Traffic Projections

The Seaway Corporation is concerned that certain of the traffic projections presented in the draft report appear to be significantly understated. Projections for Canadian ore and U.S. and Canadian grains, together with their handling in both the route-split and capacity models, seem particularly questionable. For example, Canadian iron ore which moves upbound through the St. Lawrence for U.S. ports has already exceeded the annual volume projected for the year 2000 by the draft report.

See: APPENDIX B, FORMULATION OF DETAILED PLANS
IMPACT ASSESSMENT
Levels and Flows

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Lock Modifications

See: APPENDIX B, FORMULATION OF DETAILED PLANS
TABLE 5

See: APPENDIX A, PROBLEM IDENTIFICATION
EXTENDED NAVIGATION SEASON PROBLEMS
System Problems

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
CAPACITY ANALYSIS
Basic Assumptions

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
TABLE 39

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Lock Modifications

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
CAPACITY ANALYSIS
Methodology of Lock Operation Analysis

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
TABLE 11

C-11-0-10

General cargo projections also seem inordinately low in view of the forecast potential flows. This apparently is due to insufficient calibration of service factor penalties assigned to the Seaway route in the route-split model. Because these factors which mitigate against the use of the Seaway are overstated, the model severely understates the Seaway's share of potential general cargo flows. Although it will have relatively little impact on the final statement of benefits, the ports of Oswego and Ogdensburg have not been included as potential extended season ports. Both ports have indicated that they see no significant costs of extended season operations for them. They are important as they have the potential for some extended season traffic in the state of New York.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
TABLE 22

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ECONOMIC JUSTIFICATION - HARBORS IN RECOMMENDED PLAN

Documentation of the traffic demand portion of the economics work is needed to make an adequate review as is additional documentation of the fleet mix and allocation logic. Once the traffic demand forecasts are verified, a number of additional capacity sensitivity analyses should be included in the final report. For example, an analysis should be made which recognizes that the current navigation period on the St. Lawrence River is 8 3/4 months rather than 8 months long and the Welland season is 9 months rather than 8½ months.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
SUMMARY OF NATIONAL ECONOMIC DEVELOPMENT BENEFITS

C-11-C-01

Levels and Flows

The levels and flows appendix needs substantial update and revision. The hypothetical case assuming navigation during ice conditions with no ice control improvements should be deleted entirely since it does not represent a physically feasible operating alternative and is, therefore, misleading. Work to date has indicated that the ice control improvements necessary for an extended season will enhance the ability of the control works to regulate levels and flows. Certainly further analysis of this potential positive impact should be undertaken and included in the final report and appendix.

See: APPENDIX I, LEVELS AND FLOWS
ASSESSMENT OF IMPACT WITH ASSOCIATED REMEDIAL MEASURES

See: MAIN REPORT
IMPACT ASSESSMENT FOR RECOMMENDED PLAN
Levels and Flows
and; APPENDIX B, FORMULATION OF DETAILED PLANS
IMPACT ASSESSMENT
Levels and Flows

Environmental Plan of Action

In light of the very substantial costs projected for the environmental plan of action, more documentation and justification of the proposed approach is needed. For example, the draft report recommends that $20 million of environmental studies be undertaken prior to an extension of the season to even December 31 a date until which the U.S. section of the St. Lawrence remains ice free 95% of the time. It would appear that the approach provided in the draft report needs to address the concept that some environmental impacts of season extension, especially short periods of

See: APPENDIX E, GL/SLS ENVIRONMENTAL PLAN OF ACTION

extension, are not so significant as to warrant extensive analysis. Studies should be prioritized on the basis of current best estimates as to the probability of occurrence of environmental impacts. The studies should be coordinated with the Seaway Corporation and the Canadian Seaway Authority to insure that the international aspects of the system below Lake Erie are considered.

The draft report implies that the adaptive approach is acceptable to the Fish and Wildlife Service as the appropriate means of proceeding with the environmental assessment of season extension. At the same time, however, the draft report includes a Fish and Wildlife Service recommendation that "...the Winter Navigation Season Extension Project for the St. Lawrence River, as currently proposed, not be authorized for construction and operation." This inconsistency in the Fish and Wildlife Service position is neither explained nor addressed by the draft report.

See: APPENDIX C, PUBLIC VIEWS AND RESPONSES ON THE REPORT AND ENVIRONMENTAL IMPACT STATEMENT
PART C-II, PERTINENT CORRESPONDENCE
Section C, Response to Fish and Wildlife Coordination Act Report Recommendations

C-II-D-32

Proposed Joint Board

Another matter of particular concern is the proposal that a joint U.S.-Canadian board be established for program administration. Obviously, Canadian participation will be required throughout the system for an extension of the navigation season. Fortunately, an international agreement and reciprocal legislation already vest the two Seaway entities with sufficient authority to undertake season extension activities and improvements on that portion of the system below Lake Erie. Indeed, it is pursuant to this authority that three full weeks have been added to the navigation season since the Seaway opened in 1959. The U.S. and Canadian Coast Guards also have operational agreements to cover their activities on the Great Lakes/Seaway system. The proposed joint board seems to ignore these existing international arrangements. This is not to say that some additional international mechanism will not be required for the Corps of Engineers to accomplish the Canadian coordination necessary to implement an extended navigation season on the upper Great Lakes.

See: APPENDIX B, FORMULATION OF DETAILED PLANS
IMPACT ASSESSMENT
Institutional

Schedule

It is our understanding that the current schedule calls for the District Engineer to transmit the final report to you in late August and for you, in turn, to forward it to Washington in December of this year. We believe this is an over-optimistic schedule in light of the substantial

additional documentation, revision and study which is required. The plan formulation effort is a good first cut by the Detroit District, but it has not yet incorporated the views of the other involved agencies.

As we have frequently stated, we would be pleased to work with your staff so that we might be in the position to fully concur in the report when it is forwarded in its final form. Toward this objective, the Seaway Corporation staff will be supplementing this letter with additional comprehensive comments addressed directly to the Detroit District Engineer.

Sincerely,

D. W. Oberlin
Administrator

cc: Melvyn D. Remus
Colonel, Corps of Engineers
Chairman, Winter Navigation
Working Committee
Department of the Army
Detroit District, Corps of Engineers
P.O. Box 1027
Detroit, Michigan 48231

C-11-3-33

The Seaway / La Voie maritime
Transport Canada / Transports Canada

Place de Ville,
Tower "A",
320 Queen Street,
Ottawa, Ontario,
K1R 5A3

May 22, 1979.

Colonel M. D. Remus,
Chairman, Winter Navigation
Working Committee
Department of the Army
Detroit District, Corps of Engineers,
Box 1027,
Detroit, Michigan 48231

Dear Colonel Remus:

Re: U.S. Great Lakes & St. Lawrence
Seaway Navigation Season Extension
Survey Study

C-II-D-34

This is with reference to your letter of March 23, 1979 to members of the Winter Navigation Board requesting a review and comments of the draft report.

The following comments apply to the section from Montreal to Lake Erie, which is the extent of The St. Lawrence Seaway Authority's jurisdiction.

1. The Great Lakes & St. Lawrence Seaway covers a large area and should logically be considered in two sections - Montreal to Lake Erie and the "upper lakes". These two sections have different maximum vessel sizes and also differ in other ways such as jurisdiction, ice conditions, existing navigation seasons, etc. Therefore, for discussion purposes such a breakdown would contribute to clarity and simplicity.

See: MAIN REPORT
FORMULATING A PLAN
PHASED IMPLEMENTATION

2. The Authority plans to extend the season on a gradual and incremental basis which will continue over a long period of time. In view of this, and recognizing existing jurisdictions, it is felt that season extension could be dealt with from Montreal to Lake Erie without another level of control (joint board).

See: APPENDIX B, FORMULATION OF DETAILED PLANS
IMPACT ASSESSMENT
Institutional

3. There are certain solutions in the Proposed Plan for the St. Lawrence which we do not fully agree with; the most

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significant being:

- icebreaking needs - we consider that more icebreaking capability will be required, including one or two equivalent to our R class.

  See: APPENDIX B, FORMULATION OF DETAILED PLANS
  RECOMMENDED PLAN DESCRIPTION
  Icebreaking

- lock improvements - various details, but we particularly question the need of sector gates.

  See: APPENDIX B, FORMULATION OF DETAILED PLANS
  RECOMMENDED PLAN DESCRIPTION
  Lock Modifications

- dredging and ice control structures - the very large dredging quantities and high unit costs and the resulting environmental requirements make this perhaps the most important item of the plan.

  See: APPENDIX B, FORMULATION OF DETAILED PLANS
  RECOMMENDED PLAN DESCRIPTION
  Dredging

It would appear that apart from the Demonstration Program there has been little study on the St. Lawrence since the SPAN report and certain areas (particularly dredging requirements) may therefore require further study and investigation.

4. While all-weather navigation aids are mentioned, it appears that such a system is not included in the proposed plan and that, furthermore, the traffic forecast and benefits are based on daylight navigation only during the extended season. We believe that 24-hour navigation with improved aids is a basic requirement for any season extension and, indeed, an electronic navigation system is our first priority for an extended season.

  See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
  TABLE I4

5. It is noted that the cost of providing features to protect the environment are not included, nor are possible benefits from improved lake regulation or increased power generation.

  See: MAIN REPORT
  ADAPTIVE METHOD

6. With respect to the estimate that the Welland will reach capacity in 1980, we would point out that our studies indicate that without improvement the Welland could reach capacity soon after 1986. However, with improvements we believe this date can be extended to at least the late 1990's.

  See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
  CAPACITY ANALYSIS

7. It is noted that the identified U.S. benefits and costs have a favourable B/C ratio. While we realize that it is outside the scope of this report we would point out that Canadian costs and benefits would be critical for Canadian participation in an extension to the season.

C-II-D-35

As you have no doubt heard, I will replace Bud Luce as an observer on the Winter Navigation Board. I trust the above comments will be helpful in your review of the report and I will be pleased to discuss any points with your staff if you so wish.

Yours very truly,

W.E. Webb,
Director,
Planning & Development

WEW/GIM

C-11-D-36

FEDERAL ENERGY REGULATORY COMMISSION
WASHINGTON, D.C. 20426

In Reply Refer To:

OEPR-DRB
Cooperative Studies
Survey Report - Great Lakes-
St. Lawrence Seaway Navigation
Season Study

MAY 24 1979

Colonel Melvyn D. Remus
District Engineer
U.S. Army Engineer District, Detroit
P.O. Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

This letter is in response to the request for comments of the Federal Energy Regulatory Commission on the draft report and environmental statement on the Great Lakes-St. Lawrence Seaway Navigation Season Extension Survey Study. The Commission staff previously commented on the working draft of this report by letter dated February 22, 1979. Since our comments were obviously received in your office too late to be addressed in this version of the report, we will reiterate the comments in this letter.

C-II-D-37

Several references are made regarding the potential effects upon existing hydroelectric generation in the Great Lakes - St. Lawrence System as a result of extending the navigation season. The most significant adverse impacts would occur due to increased ice-jamming with resultant flow retardation. The Commission staff is particularly concerned with the impacts of the program on hydropower projects licensed under the Federal Power Act and on interference with the ability of the licensees to comply with the terms and conditions of outstanding licenses. Two projects directly affected by the navigation season extension plans are Niagara, FERC Project No. 2216, and St. Lawrence, FERC Project No. 2000.

With the information available it is impossible to predict precisely the severity of the plans impact on hydroelectric generation and the effectiveness of the contemplated structural ice control features. The Commission staff believes that a more detailed evaluation and discussion of these problems is warranted in the report.

See: APPENDIX I, LEVELS AND FLOWS
ASSESSMENT OF IMPACT WITH ASSOCIATED REMEDIAL MEASURES
Entire Great Lakes-St. Lawrence River System

Also, we believe there may be other significant economic, technical, and environmental effects -- both within and outside the United States -- that should be considered in the Corps' analysis. In this regard, we refer you to the recent report "The Seaway In Winter: A Benefit-Cost Study" dated October 1978, and prepared for the St. Lawrence Seaway Authority, Canada, and Executive Order No. 12114, issued January 4, 1979, entitled "Environmental Effects Abroad of Major Federal Actions."

Appendix I does discuss in detail the study of levels and flows of the Great Lakes-St. Lawrence System. The hypothetical range of possible impacts on normal ice conditions appears to bracket the expected impact adequately. However, it is not discernable from the text how power generation losses were determined. Although tables F-7 and F-7a provide average annual dollar benefits or losses to power generation for each river, additional information should be included to specify actual power generation losses and the unit values used to arrive at an average annual total. If this additional information on the power generation gains or losses is made available to Mr. James Hebson, FERC, New York Regional Office, we would be pleased to provide updated power values for your use in the final report. Related factors which should be addressed in the report include the effect power gains or losses will have in meeting seasonal region loads, alternative sources to make up for power losses, and environmental impacts of the alternatives.

A section on Energy Resources summarizing the findings of Appendix E and including a discussion on existing hydroelectric facilities and fuels should be added to section II of the Environmental Statement.

Page 77 of the main report suggests a joint (United States - Canadian) board for the winter navigation program and presents three options on United States membership. The suggestion has merit; however, we believe that the Federal Energy Regulatory Commission should be specified as a full member on a joint board. Under the Federal Power Act, this Commission has significant responsibilities respecting the major hydroelectric developments directly affected by the winter navigation program. These responsibilities demonstrate a need for full, rather than associate, membership.

The discussion located on pages 35-38 in the Main report on system problems mentions effects on the hydropower projects on the St. Marys and St. Lawrence Rivers. The Niagara River should also be addressed.

See: APPENDIX L, REFERENCE LIST, GLOSSARY, AND ABBREVIATIONS
REFERENCE LIST

See: APPENDIX I, LEVELS AND FLOWS
ASSESSMENT OF IMPACT WITH ASSOCIATED REMEDIAL MEASURES
Entire Great Lakes-St. Lawrence River System

See: ENVIRONMENTAL IMPACT STATEMENT
ENVIRONMENTAL EFFECTS
Social Environmental Resources
and; APPENDIX F, ENVIRONMENTAL
SECTION F-II, ENVIRONMENTAL IMPACTS OF THE PROPOSED PROGRAM
Impact on Water Resources
and; Impact on Energy

See: MAIN REPORT
IMPACT ASSESSMENT FOR RECOMMENDED PLAN
Institutional
and; APPENDIX B, FORMULATION OF DETAILED PLANS
IMPACT ASSESSMENT
Institutional

See: MAIN REPORT
IMPACT ASSESSMENT FOR RECOMMENDED PLAN
Levels and Flows

Also, figures 4, 5, and 6 on pages 81-83 list ERDA as a technical advisor on the present Winter Navigation Board. ERDA is no longer in existence due to its reorganization into the Department of Energy.

Page viii of the EIS lists under DOE, the FERC Chicago Office and ERDA. This should be revised to indicate that the Regional Engineer, FERC New York Regional Office, is a member of the Winter Navigation Board and the ERDA reference should be deleted. Also, the U.S. Department of State, Office of Canadian Affairs should be listed as an independent department. This comment is also applicable to page ix-4 of the EIS.

We appreciate the opportunity to review this draft and hope that our comments will be helpful to you in finalizing your report.

Sincerely,

William W. Lindsay, Director
Office of Electric Power Regulation

See: MAIN REPORT
IMPACT ASSESSMENT FOR RECOMMENDED PLAN
Institutional
and; APPENDIX B, FORMULATION OF DETAILED PLANS
IMPACT ASSESSMENT
Institutional

See: ENVIRONMENTAL IMPACT STATEMENT
SECTION VI, PUBLIC INVOLVEMENT

C-II-D-29

DEPARTMENT OF TRANSPORTATION
SAINT LAWRENCE SEAWAY DEVELOPMENT CORPORATION
WASHINGTON, D.C. 20590 MASSENA, NEW YORK 13662

May 31 1979

Colonel Melvyn D. Remus
District Engineer
U. S. Army Engineers
Detroit District
P. O. Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

General comments on the March 1979 Survey Report on Great Lakes/St. Lawrence Seaway Navigation Season Extension were provided to General Morris by the Administrator's letter of May 10, 1979. This letter provides one installment of additional specific comments, which Mr. Oberlin indicated were forthcoming. Additional comments are in preparation and will be provided as they are available. Informal comments have been provided over the telephone to members of your staff. I should like to request that you provide us the opportunity for direct consultation, especially before any revisions of the Plan Formulation Appendix and the selected St. Lawrence River plan are distributed for general comments. Enclosed are comments addressing Appendix E, Economic Benefits and Costs, which were prepared by our Office of Systems and Economic Analysis.

C-11-D-40

By way of general comment in regard to the economic analysis, several points should be stressed. Additional documentation sufficient to allow review and confirmation of your results should be included in the next draft. Additional capacity runs for the Welland Canal and St. Lawrence River should be made assuming the availability of 24 hour navigation but without the minimization of ballast transits. Additional explanation should be provided for the impact of variations in fleet mix with time as a major factor in determining capacity of the three lock systems: the Soo, the Welland, and the St. Lawrence.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
CAPACITY ANALYSIS
and; SUMMARY OF NATIONAL ECONOMIC DEVELOPMENT BENEFITS
and; TABLES 8 and 14

Firally, to reiterate Mr. Oberlin's comment, we feel that the proposed schedule, which calls for finalization of the report in August, is over-optimistic in light of the significant additional documentation, revisions and coordination which are required. Your staff is to be commended, however, on the prodigious effort which they have thus far put forward.

Sincerely,

David C. N. Robb, Director
Office of Comprehensive Planning

Enclosure

May 21, 1979

SLSDC Comments
Great Lakes/St. Lawrence Seaway Navigation Season Extension
Draft Feasibility Report - March 1979

Appendix E
Economic Benefits and Costs

I. General Comments, Economics, Benefits

A. The economics section of the Survey Report, in significant measure, reflects a failing often cited by critics of Corps of Engineer studies. Documentation of data sources, methodologies, projections etc., is generally too sketchy for the reviewer to properly evaluate the analyses. As you know, the President, in a letter associated with his 1978 Water Resources Policy Reform Message, has taken note of this criticism and ordered corrective measures. Fundamentally, the reviewer should be able to clearly identify all study assumptions, conditions and data in a way that permits subsequent tracing of their use throughout the various segments of the analysis and report. Report emphasis should be on clear documentation and traceability of data regarding the existing conditions, future conditions without the project, and future conditions with the project.

In this regard, for example, a particularly serious omission of the Survey Report is the absence of essential detail on commodity flow forecasts (as distinguished from traffic captured by the Great Lakes system) over the relevant time periods covered by the analysis. No insight is given into future conditions, the assumptions underlying the shaping of those conditions, or the resulting quantitative estimates of future commodity flows and modal shares. Denied such insight, the reviewer cannot meaningfully assess the magnitude of transportation needs and as a consequence the reasonableness of estimated traffic demand for the project.

The problem of tracing the use of assumptions and data through analytical segments can further be illustrated with reference to the areas of winter rate saving calculation, capacity analysis, and stockpile benefit calculation. Analyses of the three areas should be linked by common assumptions and data regarding fleet mix/operation and the volume and distribution of cargo over the normal and extended season. However, since analysis of each area apparently proceeded independently, the reviewer cannot ascertain the degree of consistency, absent more explicit documentation in the Survey Report.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
REGULATIONS AND ASSUMPTIONS
and; ECONOMIC STUDY APPROACH
and; TOTAL REGIONAL TRANSPORTATION DEMAND

B. The Survey Report recognizes maximization of use of existing facilities as one of the objectives of the project (e.g., alternatives 1 and 2 do not contribute to this objective while alternative 3 does), but makes no attempt to quantify the social benefit flowing from more efficient facilities utilization. Society has a sunk investment in the locks and channels of the entire system and extended usage provides society a better return on that investment. In a sense, the situation is equivalent to that recognized for Laker vessels, where more efficient utilization of the fleet in an extended navigation season provides a greater annual return on the invested capital.

To capture the social benefit of better facilities utilization may require a somewhat broader analytical framework. For example, given that, in the without project condition, additional capacity investment will be required at some future time, what is the benefit of investment deferral flowing from an essentially nonstructural season extension capacity improvement compared to the costs of an earlier major structural expansion? Benefit flowing from timing delay of major investment would represent the better return on society's sunk investment in the existing facilities.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ECONOMIC STUDY APPROACH
and; APPENDIX H, SOCIAL ASPECTS OF A WINTER NAVIGATION PROGRAM
INDENTIFIED SOCIAL EFFECTS

C. Winter rate saving benefit, stemming from a longer and more efficient utilization of fleet capital investment, has been quantified and included as part of the NED benefit tabulation. Season extension, however, not only potentially reduces vessel freight rates, but also leads to a significant expansion of the fleet's trip capacity. That is to say, any fleet of a given size can transport more total cargo in an extended navigation season than it can in the current truncated eight-to-nine month operating period. The growth of traffic demand over time would, in the absence of an extended season, logically result in increased capital investment for fleet expansion to meet the demand (assuming facilities capacity would be expanded for normal season operations). Expansion of fleet carrying capacity through a longer operating period, on the other hand, would permit deferral or avoidance of that capital investment. From the standpoint of society, avoidance of the capital investment represents a saving in real economic resources and, therefore, this saving should be quantified and taken as a direct benefit attributable to the project.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
CAPACITY ANALYSIS

D. The economics section devotes some discussion to evaluation of possible negative benefits associated with environment/recreation and indicates that, to the extent possible, costs of these disbenefits will be quantified for inclusion in the benefit/cost calculation. Internalizing the costs of such externalities should, from the standpoint of symmetry, be balanced by an attempt to internalize the value of external benefits as well. The report notes beneficial project

See: APPENDIX F, ENVIRONMENTAL
ENVIRONMENTAL IMPACTS OF THE PROPOSED PROGRAM

effects (which (1) enhance the environment, improve flood conditions and ferry transportation, and (2) provide direct benefits to hydropower production), but gives no indication that these external benefits will be quantified for inclusion in the benefit/cost calculation. In connection with the latter aspect, preliminary findings for the St. Lawrence section indicate direct power benefits on the order of one million dollars per year.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ENERGY IMPACTS

E. SLSDC association with development of the project economic analyses, and the access to supplementary information that association permitted, forms the basis of a view that the extended season traffic projected for the St. Lawrence in the Survey Report is unrealistically low. The problem involves assumptions underlying forecasts of potential commodity flows of Canadian ore and U.S. grains and general cargo, but more particularly focuses on the route-split model allocation of those flows to the Great Lakes and subsequent handling of captured traffic in the lock capacity model.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ECONOMIC STUDY APPROACH
and;
TOTAL REGIONAL TRANSPORTATION DEMAND

Technical limitations and poor calibration of the route-split model, when reinforced by inappropriate assumptions used in the capacity model, combine to seriously distort and understate the volume of traffic to be expected in an extended navigation season. While the benefit/cost ratio calculated for the project as a whole, and for the St. Lawrence in particular, more than meets the criterion for an acceptable project investment, a pragmatic assessment would find little in the volume of projected traffic flow for the extended season to warrant project approval and justification. A somewhat more detailed insight into the analytical problem will be found in the specific comments following this section of the paper. Almost needless to say, under-estimated traffic demand has an avalanche effect on estimation of NED benefits and the dependent secondary regional impacts, energy impacts, and regional disbenefits to alternative modes yet to be evaluated.

C-11-9-43

II. Specific Comments

A. Commodity Flow Forecasts

Forecasts of commodity flow potential should probably be reviewed and updated prior to finalization and submission of the report to Congress. To begin with, a relatively small proportion of the analytical effort was devoted to commodity flow forecasting, and critical assumptions underpinning the outlook for some major commodities need revision in light of more recent developments. The distribution of export grain flows by world area, for example, was essentially based on a U.S. Department of Agriculture forecast made prior to recognition of the

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
TOTAL REGIONAL TRANSPORTATION DEMAND

massive and long-range grain requirements of the Soviet Union and Eastern Bloc countries. More recent Agriculture forecasts would indicate a greater proportion of total grain export destinations more favorably positioned geographically for potential Great Lakes movement.

In addition, apparent forecast anomalies for some commodities suggest that intensive review is necessary. Perhaps the most striking example is the forecast flow for Canadian iron ore. The Survey Report projects U.S. destined Canadian ore at 17 million tons for the year 2000, while Canadian iron ore traffic through the St. Lawrence to U.S. ports actually totalled more than 18 million tons in 1977.

Commodity flow forecasts for export/import general cargo commodities require intensive examination and revision. Growth of overall U.S. general cargo trade is restricted to the estimated growth rate of United States GNP with no provision for variable growth by commodity group and direction of flow. This approach, undoubtably conservative when viewed in terms of comparative historical growth rates for GNP and foreign trade, lacks analytical rigor and is likely to be vulnerable to substantial criticism. Since the largest proportion of rate saving benefit taken for the St. Lawrence section is attributable to general cargo, correction of the forecasting deficiency should be an important priority.

Finally, the Kearney forecast approach provides for high, medium, and low forecasts which can be varied by commodity group. No indication is given in the Survey Report as to what forecast levels and commodity group adjustments were used for bulk commodities to accompany the GNP linked general cargo flows.

B. The Route-Split Model

Grains. The handling of U.S. export grains in the route-split model, particularly corn and soybeans, exhibits a number of problems which tend to seriously understate the volume of grain movement that would be captured by an unconstrained extended navigation season.

1. The first problem concerns the distribution of potential grain export flows over subperiods of the calendar year. This distribution is reflected in the value assigned in the model's season extension "switch" setting, indicating the percentage of annual flow potential available during the normal season and subsequent increments of additional flow potential during extension periods. The Kearney, forecast-based switch setting presumed very little potential flow in the extended period with the consequence that negligible additional season extension traffic could be captured for the Great Lakes by improved competitive conditions.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ECONOMIC STUDY APPROACH
and; TRANSPORTATION RATES
and; CAPACITY ANALYSIS

Empirical time series of quarterly export flows by grain type were provided the Corps to illustrate that the export flow was in reality much more evenly distributed over the calendar year. The switch setting for wheat was adjusted as a result with significant improvement to wheat traffic captured by the Great Lakes during the extended period. However, it appears that switch settings were not adjusted for corn and soybeans with the result that the Survey Report's extended season grain traffic remains unrealistically low. The problem is aggravated over the relevant time period of the project since corn and soybeans represent the major export growth potential while U.S. wheat exports are expected to expand at a much slower rate.

2. As depicted in the Survey Report, extended season fleet operation tends to reduce annualized freight rates for Laker vessels and increase the freight rates for ocean vessels. Also, as indicated in another section of this paper, season extension operates to significantly increase the trip capacity of the Laker fleet. The combination of more competitive Laker rates with excess fleet capacity tends to make Laker carriage of U.S. grain for transhipment at lower St. Lawrence elevators an attractive and logical development stemming from season extension.

   The Survey Report states that the transhipment option was tested in the route-split model. Actually, technical limitations of the model prevent such a test being made. Capture of grain traffic in the model during the extended season is limited to ocean vessel movement and, since ocean rates are driven substantially higher by winter operating costs, the competitiveness of the Great Lakes route deteriorates relative to alternate routings and very small quantitives of grain, particularly corn and soybeans, are captured for the system. It is essential that the route-split model be modified to test the St. Lawrence transhipment option in the extended portion of the season against alternate routings, for all forecast grain flows, to all world areas.

3. Inland transportation rates for alternate grain routings to competitive export gateways appear unrealistically low. For example, rail rates for movement to North Atlantic ports are essentially unit train rates, as perhaps they should be for a measure of competitive potential. However, the rate used in the route-split model from all corn and soybean origins to the North Atlantic is a 45 trainload annual contract rate. Use of this rate specifies that every shipping point will load-out 450,000 tons of grain — a highly unrealistic and punitive assumption. To date, no unit train loading station has been able to qualify for the 45 trainload annual rate because the train cannot be cycled fast enough to meet the contract requirements.

A better approach for analysis might be the use of the rate for a non-contract, single unit train with reliance on the model's rate distribution mechanism to capture traffic due to the lower multiple train contract rates.

While not entirely clear, it would appear that the competing Illinois-Mississippi river routing may also use understated rate costs. Examination of supplementary model data on rates indicated that transportation gathering costs for river elevators have not been used in the split calculation. This situation should be investigated and if warranted additional trucking costs, etc., should be appended to the river routing.

General Cargo. Route-split modeling of diverse general cargo commodities is particularly difficult due to a necessarily heavy reliance on qualitative service factors rather than cost in the routing decision. In the Great Lakes model service effects are implemented by a series of control "switch" values which determine the proportion of potential cargo flow that cannot be captured by the Great Lakes due to service deficiencies relative to alternate routings. A review of supplementary data leads to a strong conviction that the service switch values — established on the basis of best judgment — have not been properly calibrated in the model. Based on given potential cargo flows, it appears that overly severe service factor penalties have been assessed with consequent unrealistic allocation of traffic to the Great Lakes route.

Some indication of the problem can be inferred by comparing the proportion of potential cargo flow estimated to have moved on the Great Lakes in the "base year" against the flow proportion allocated to the Great Lakes by the model for 1980, the first projection year (Table 1). Furthermore, while inconclusive, application of the normal season service switch values to base year flows left a residual available for allocation on a rate basis that was in many cases far less than the actual traffic which moved on the Great Lakes in the base year. A priority effort to calibrate the model for service factors should be undertaken before the final report is forwarded.

Route-split Rate Mechanics. Traffic allocation methods using rate differentials consistently receive close scrutiny due to the intimate connection with rate-saving benefit calculation. On this basis alone, a detailed presentation of methods and data, with heavy emphasis on the accuracy of the findings, would be warranted for inclusion in the Survey Report. Since many rates used in the route-split model are derived from novel rate-estimating equations, the need for full documentation is all the more important. It should be emphasized that, while the calculated rate for a route is subject to substantial error, it is the accuracy of the calculated differential cost between competing routes that is of prime importance to traffic allocation and subsequent benefit calculation.

C-11-9-66

Sample rate data, and test results pertaining to the accuracy of the differential cost, should be provided in the Survey Report to permit independent evaluation. Presumably, accuracy is determined by correlating differential costs of the sample data with differential costs derived from calculated rates. The Survey Report is not entirely clear on this point except by inference, e.g., an error of only 4 percent in model tonnage allocation using calculated rates.

Assuming the error in differential cost is acceptable, the use of the differential cost in estimating rate-saving benefits is not evident in the Survey Report. Rates used in the model, whether actual or calculated, are considered to be the "means" of rate distributions. Traffic or tonnage is allocated based on the degree of overlap of the rate distributions. Rate-saving benefit, therefore, should be limited to the rate area associated with the overlap. Calculation of rate-saving benefit using the differential between the "mean" rates would overstate the benefits.

8. Lock Capacity

The probable shortfall of extended season traffic stemming from anomalies associated with the route-split model appears to have been compounded by inappropriate assumptions used in the capacity models.

1. The capacity model was exercised with the assumption that grain is not a stockpile commodity subject to redistribution over the extended navigation season. This assumption generally holds for U.S. grain which moves to export at a fairly uniform quarterly pace throughout the year. The assumption, however, is not valid for Canadian grain which is exported almost entirely during the Great Lakes navigation season. Season extension should lead to redistribution of Canadian grain over the longer navigation period, particularly since it has traditionally been a backhaul for Canadian iron ore, which is treated as a stockpile commodity in the capacity model. Based on the tonnage demand used in the capacity model, Canadian grain and iron ore represent more than than 49% of the total St. Lawrence projected traffic in the year 2000. Iron ore alone, however, represents only 22.5% of the demand and redistribution of only the iron ore in the model tends to understate both the timing aspect of facilities saturation and the volume of traffic expected for the extended season. Treatment of Canadian grain as a stockpile commodity along with iron ore should produce increased season extension traffic and an effect on the time of capacity, or facilities saturation paralleling more closely the findings at the Soo.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
CAPACITY ANALYSIS

C-11-D-47

2. Time shift of facilities saturation was further seriously restricted by the modeling assumption that daylight only, rather than 24 hour, navigation would be operative during the extended navigation season for the Welland and St. Lawrence sections. Use of the daylight only assumption is somewhat mystifying, since both the SPAN study and subsequent investigation had concluded that provision of a precise all-weather navigation system, permitting 24 hour navigation, should be the first priority implemented for extending the navigation season.

   Use of the daylight only navigation assumption in the capacity model operates (1) to restrict the flow of vessels and cargo allocated to the extended season, and (2) to dampen the effect of extended navigation on the time shift of facilities saturation. The allocative procedure of the model is significantly dependent on the available operating time for navigation. The daylight only assumption specifies 842 hours available while the 24 hour assumption, on the other hand, specifies 2081 hours of navigation time — a relative increase of 147 percent. Extended season vessel transits, and as a consequence the volume of stockpile commodities redistributed to the extended navigation period, are determined on the basis of relative voyage times for the normal season and the extended period. Obviously, daylight only navigation increases voyage time dramatically with the result that few Laker vessel transits, and minimal stockpile tonnage, are allocated to the extended navigation period. It follows that, since operations are very largely confined to the normal season, the time shift of facilities saturation will be restricted.

3. The Survey Report does examine the 24 hour navigation assumption, but unfortunately the effect is obscured by linkage with the further assumption that ballast transits would be eliminated. This assumption on ballast transits is highly unrealistic and the capacity estimates produced have no real practical value for analysis. Use of the ballast assumption implies the further assumption that operation of the economy of the region served by the Great Lakes will be drastically altered simply to maximize utilization of the navigation locks. It should be firmly kept in mind that the navigation locks are service facilities intended to support the transport needs of the economy and not the other way around.

The Seaway
Transport Canada

La Voie maritime
Transports Canada

Place de Ville,
Tower "A",
320 Queen Street.
Ottawa, Ontario.
K1A 0N5

June 25, 1979.

Mr. A. Bain,
Chief of Planning,
North Central Division,
U.S. Corps of Engineers,
536 S. Clark Street,
Chicago, Illinois 60605,
U.S.A.

Dear Mr. Bain:

As requested, please find enclosed a copy of Mr. Normandeau's paper on the Seaway's position regarding season extension.

This is the paper I presented at the IWLP annual meeting in Chicago on June 13, 1979.

Yours very truly,

J.E. Kidd,
Director,
Planning & Development.

KDVCb
Encl.

79-6-11-5

PRESENTATION GIVEN TO

INTERNATIONAL ASSOCIATION OF GREAT LAKES PORTS

ANNUAL GENERAL MEETING

BY

PAUL D. NORMANDEAU,

PRESIDENT,

ST. LAWRENCE SEAWAY AUTHORITY.

C-11-D-50

Drake Hotel,
Chicago, Illinois,
June 13, 1979

THE ST. LAWRENCE SEAWAY

HOW SOON AN 11-MONTH SEASON

Your secretary, when he invited me in April to participate once again in your Annual Meeting, was very specific in expressing your feeling that a frank discussion on the theme proposed for this year "The Seaway - How soon an 11-month season" was vital to the future of our waterway. I had no problem with the suggestion that we discuss frankly and openly the matter of a navigation season possibly extending to as much as 11 months and therefore I could easily accept the invitation.

Let me say that it is indeed a pleasure to renew contact with those of you who have at heart, as much as we have, the well-being of the Seaway. It is always enjoyable to review our progress and to comment on the current status of our plans, particularly in this case of our plans for extending further the present season. Season extension has received considerable press coverage recently mainly in connection with the U.S. Army Corps of Engineers' study. It is therefore timely for an up-date on our Canadian activities and position.

C-11-D-51

There is a background to season extension that is often forgotten and is easily overlooked today. Back in 1964, ice conditions were so bad that navigation was closed on the St. Lawrence on December 7. While this happened several days later than the published closing date of November 30 that year, it did result, nevertheless, in four (4) ocean vessels being trapped within the system for the winte The memory of this event has remained vivid with us because it high-lig the need to develop the means to combat ice and cold weather, the means to enable us to clear the system at the close of navigation

even in years of above average severity, the means in short to extend the season if practicable.

Our programme was initiated the following year in 1965 and it has resulted so far, at a cost of some $4.5 million, in a number of significant improvements to the South Shore Canal, that section of the Montreal-Lake Ontario leg of the Seaway linking the Montreal Harbour to Lake St. Louis and to the Beauharnois Locks. These improvements provided the means of operating, at least for a time, under adverse conditions and they have enabled us to extend the navigation season by about four weeks. When the Seaway first opened, need I remind you, the season was from about April 15 to November 30. It now extends approximately from April 1 to often beyond December 15.

However, while these improvements added to our capability of combatting ice at the locks and in the canals, they did not improve the availability of lighted buoys. It was and still is necessary to remove floating buoys before serious icing occurs in the fall and they cannot be put back in place in the spring until the ice is cleared. This condition often compounded by steam, fog and snow, restricts navigation to "daylight only" during these periods.

C-11-D-52

Our present plans are unchanged from last year when my colleague Bud Luce outlined for your benefit the programme underway to extend further (to 9½ months) the present 8½-month season. Our plans aim at completing the required work to ensure dependable opening and closing dates for the present season, to develop improved aids and a navigation system to permit 24-hour navigation throughout the season. We believe that by the time we reach these objectives the 9½ month season will be well within our grasp. In other words, we feel that in order to learn how to cope with the more and more difficult

problems raised by an ever-longer season, we should practice a step-by-step approach. We have not changed our opinion and, after all, this approach has already given us at least four (4) more weeks of activity at a reasonable cost. The main reasons for our prudent approach were in our views, the lack of demand for a longer season and the few benefits to be derived from it.

We have never seriously challenged the benefits ascribed to the longer season by the Corps' study on winter navigation, but we have never believed them to be as high as indicated in their preliminary reports. That is why we engaged early last year a firm of consultants, LBA Consulting Partners Ltd. of Ottawa, to investigate the economic benefits that could be expected to derive to Canada from three (3) options:

- 24-hour navigation throughout the present 8½ month season
- a 9½ month season
- an 11 month season.

C-I-D-53

We elected to forget about the possibility of year-round navigation because, while we may have one day the technology of operating during the 12 months of the year, in practice we will always have to shut down for at least one month to carry out essential heavy maintenance work. The alternative would be to twin lock facilities throughout the system, the price tag of which (more than $6 billion most likely) is enough to discourage even the most optimistic boosters of the longer season.

The LBA study was completed last October. It concluded that there are sufficient benefits to Canada to justify the expense of attaining 24-hour navigation during the present season but that the

costs would exceed the benefits for either the 9½-month season or the 11-month season. We had hoped that our consultants would locate for us possible additional business from the longer season. They did not achieve this unfortunately, but enough questions about the true costs and the true benefits remain unanswered that we cannot accept that the conclusions of this study be engraved forever in stone, never to be altered.

However, in view of our apparently limited Canadian benefits and high investments costs, we expect that it will be many years before an 11-month season on the Seaway will become justified. As I have mentioned, we had always believed that full 24-hour navigation during 8½ months was a justifiable objective. It therefore remains our first priority. Beyond that point, we feel that our over-riding preoccupation is to increase the capacity of the service to meet the demand for it but in this regard, season extension has to compete with other alternatives that would increase this capacity.

(-11-0-54

Opponents in the United States of the St. Laurence River Demonstration Program and of season extension in general have used the LBA report improperly to imply that in Canada we are also opposed to season extension. This is not the case. We have made it quite clear whenever we had the opportunity to express our attitude, that, despite the findings of the LBA report, we at the Seaway have not changed our plans for research and development of the season extension potential. We are not far apart from the U.S. stand in this case. The U.S. Corps of Engineers' report suggests a gradual approach which does not propose an 11-month season on the Seaway before about 1995-2000.

The greatest distinction between our position and that of the U.S. is probably one of degree. We have talked of winter navigation and, in this day and age, this option may have looked too ambitious to

some and it may have contributed to a certain extent to the opposition we are running into now.

I say "we" because we identify with the experiments the Winter Navigation Board has planned for the St. Lawrence River and we fully endorse this approach which will enable us to judge more accurately the risks, the problems involved and the solutions to both. The solutions we have at this moment prove too costly. Preliminary cost estimates of our own indicate that we could achieve the 24-hour 8½-month navigation season for some $5 million, to be spent mostly on the Canadian side. They also indicate that the 9½-month season would require an investment by our two countries of more than $30 million thus adding substantial extra operating costs. Need I tell you that we find the cost of the 11-month season horrendous at some $440 million excluding any capital costs for the icebreakers that would undoubtedly be required. Again the extra operating costs would certainly be important. Indeed these costs to our two countries may be even higher given the rather recent awareness and the need of protecting the environment. In this connection, the extensive dredging required by the 11-month season may well prove to be the main stumbling block to achieving this goal.

C-11-6-55

At this point nevertheless, it appears that we can anticipate some extension of the season to perhaps 9½ months along with other physical and operational improvements over the next two decades. However it would seem that a season approaching 11 months will not be realized until sometime after the year 2000, perhaps at the time that we will be approaching a new and larger Seaway.

We shall in the meantime collaborate with our U.S. partners; the Seaway Development Corporation in studies, investigations and demonstration projects concerning an extended season. We shall at the

same time study and evaluate other options to increase the system capacity because demand will keep on increasing year after year for our service and eventually the demand will justify the costly effort leading to the 11-month season which we are convinced should be the key to continued progress of your ports.

C-11-B-56

BARBER B. CONABLE, JR.
New York, 35th District

COMMITTEES
WAYS AND MEANS
BUDGET
JOINT COMMITTEE ON TAXATION

Congress of the United States
House of Representatives
Washington, D.C. 20515

WASHINGTON OFFICE:
[illegible]
Washington, D.C. [illegible]
(202) 225-[illegible]

DISTRICT OFFICE:
311 Federal Office Building
100 State Street
Rochester, New York [illegible]
(716) 263-5156

July 18, 1979

Lt. General John W. Morris
Chief, Army Corps of Engineers
20 Massachusetts Avenue, N. W.
Washington, D. C. 20314

Dear General Morris:

I wish to record with you my strong opposition to the continuing efforts to extend the winter navigation season on Lake Ontario and the St. Lawrence River beyond the present date of December 15 of each year. I have heard nothing but opposition to this extension from residents of my area in the Port of Rochester officials of the State and believe the Army Corps of Engineers should refrain from any further investigation or promotion of this plan.

Objections are expressed on numerous counts:

Current projections of economic benefit to businesses using the Port of Rochester are judged to be completely invalid because only one cement company now uses this port for commercial purposes and there is no indication of expanded use during an extended season. The Port Authority of Rochester has been disbanded because of lack of interest in shipping through the Port.

Lake shore residents and property owners are greatly concerned that extension would require higher water levels on the lake to accommodate navigation, just as occurred in the 1976-77 winter navigation season when the season was extended to accommodate ships caught in the Great Lakes system by an early freeze; higher levels increase prospects of greater erosion and flooding, a continuing problem on the lakes.

There is general concern that an oil spill would be impossible to contain during the heavy ice period and would have major environmental consequences as a result.

Some officials point out that ice-breaking activities and [illegible] maintain a winter ice cover in order to extend the season and ease farming of hydroelectric facilities and reduce control of outflow at the dams. Such an occurrence would reduce the [illegible] power generated at the Dykes facilities,

C-11-D-57

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ECONOMIC JUSTIFICATION - HARBORS IN RECOMMENDED PLAN

See: APPENDIX I, LEVELS AND FLOWS
ASSESSMENT OF IMPACT WITH ASSOCIATED REMEDIAL MEASURES

See: APPENDIX B, FORMULATION OF DETAILED PLANS.
RECOMMENDED PLAN DESCRIPTION
Oil/Hazardous Substance Contingency Plans.

See: APPENDIX I, LEVELS AND FLOWS
ASSESSMENT OF IMPACT WITH ASSOCIATED REMEDIAL MEASURES.

with the subsequent effect on electric rates and oil supplies needed for replacement of the lost power by oil-fired generation; it could also increase flooding and other environmental damage.

It is in the light of these concerns and objections that there is no evident sentiment in our area of New York for the winter navigation extension on Lake Ontario and the St. Lawrence River. In a period of budget restraint when it is even more important that priorities be assigned to the demands upon government, I see no grounds for continuing investigation and development of an extended season plan on Lake Ontario. I hope you can concur in this view.

Very truly yours,

Barber B. Conable, Jr.

C/nk

C-11-D-58

DEPARTMENT OF STATE

Washington, D.C. 20520

July 25, 1979

Major General Richard Harris
Division Engineer
North Central Division
Corps of Engineers
536 S. Clark Street
Chicago, Illinois 60605

Dear General Harris:

I am writing you in your capacity as Chairman of the Winter Navigation Board.

I wish to forward herewith copies of two letters, both dated July 16, from the International Joint Commission concerning the Winter Navigation Season Extension Program. One letter concerns the effects of changes in levels and flows of the connecting channels resulting from the program and suggests that, in the absence of a special agreement between the US and Canadian Governments, continued activity may require the approval of the IJC under provisions of Article III of the Boundary Waters Treaty. The letter invites the views of the Government on this matter.

The second letter involves IJC concern about water quality matters associated with the Winter Navigation Program. The Commission advises that it has directly received allegations that winter navigation has had an impact on the water quality of the Great Lakes and connecting channels.

I would appreciate it if you would bring these letters to the attention of the Winter Navigation Board as soon as possible with the aim of obtaining the views of the Board on these matters.

I would appreciate hearing from you at the earliest opportunity.

Sincerely,

Richard J. Smith
Director
Office of Canadian Affairs

Enclosures: As stated.

C-11-D-59

See: MAIN REPORT
IMPACT ASSESSMENT FOR RECOMMENDED PLAN
Level and Flows
and; APPENDIX I, LEVELS AND FLOWS
ASSESSMENT OF IMPACT WITH ASSOCIATED REMEDIAL MEASURES
Entire Great Lakes-St. Lawrence River System

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Vessel Waste Discharge
and; APPENDIX F, ENVIRONMENTAL
F-I, ENVIRONMENTAL SETTING
Water and Air Quality
and; F-II, ENVIRONMENTAL IMPACTS OF THE PROPOSED PROGRAM
Water Quality

INTERNATIONAL JOINT COMMISSION
UNITED STATES AND CANADA
WASHINGTON, D.C. 20440

July 16, 1979

Our File: 6-3:1

Honorable Richard D. Vine
Deputy Assistant Secretary of State
for Canadian Affairs
Department of State, Room 6226
Washington, D.C. 20520

Dear Mr. Vine:

The Commission wishes to bring to the attention of Governments expressions of public concern as well as its own concern as to the effects of changes in levels and flows of the connecting channels resulting from navigation season extension in the Great Lakes and to advise Governments of its intentions in this regard. The draft report of the United States Winter Navigation Board, dated March 1979, and entitled, "Survey Study for Great Lakes and St. Lawrence Navigation Season Extension," indicates that the proposed winter navigation activities may have an effect on levels and flows that might require, in the absence of a special agreement, the approval of the Commission under the provisions of Article III of the Boundary Waters Treaty.

The Commission is considering referring this matter to its Great Lakes Levels Advisory Board, for advice, pursuant to the reference from Governments of April 15, 1977. This may involve the need of a study by the Board which could require a request for funding from Governments.

Before proceeding, Governments may be able to suggest alternate procedures for the Commission to consider. The Commission, therefore, invites the views of Governments on procedures to be adopted to determine whether the proposed winter navigation will have an effect on levels and flows so as to require Commission approval under the provisions of Article III of the Treaty.

C-11-80

A similar letter is being sent to the Canadian Department of External Affairs by the Secretary of the Canadian Section of the Commission.

Sincerely,

David A. LaRocho

David A. LaRocho
Secretary
United States Section

C-II-D-61

STATE AND LOCAL GOVERNMENTS

Page	Date	Correspondence
C-II-D-63	6 April 1979	State of Michigan, Governor Milliken
C-II-D-66	30 April 1979	City of Superior, Wisconsin
C-II-D-69	2 May 1979	Town of Greece, Rochester, New York
C-II-D-70	7 May 1979	County of Marquette Bd of Commissioners
C-II-D-71	25 May 1979	Southeast Michigan Council of Governments
C-II-D-78	1 June 1979	City of Superior, Wisconsin
C-II-D-83	4 June 1979	Michigan Department of Natural Resources
C-II-D-84	11 June 1979	State of N.Y. Legislature of Erie County
C-II-D-85	19 June 1979	Cleveland-Cuyahoga County Port Authority
C-II-D-86	20 June 1979	Niagara Frontier Transportation Authority
C-II-D-87	22 June 1979	Town of Greece, Rochester, N.Y.
C-II-D-90	5 July 1979	Niagara Frontier Transportation Authority
C-II-D-94	26 July 1979	State of Wisconsin Governor Dreyfus
C-II-D-103	Aug 79 (Rec'd)	Council of Upstate Ports New York
C-II-D-105	21 Aug 1979	Illinois Department of Transportation
C-II-D-107	26 Nov 1979	Minnesota Department of Transportation

STATE OF MICHIGAN
OFFICE OF THE GOVERNOR
LANSING

WILLIAM G. MILLIKEN
GOVERNOR

April 6, 1979

Colonel Melvyn Remus
District Engineer
U.S. Army Corps of Engineers
P.O. Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

C-11-P-61

I am sending you a copy of a letter recently sent by Governor Milliken to the Chairman of the House Committee on Public Works and Transportation. I wanted you to have this information directly as I am sure that your reactions will be sought.

As you can see, the Governor has objected to a 360 day season but has reserved judgment on the interim proposal suggested by the Corps of Engineers. As our studies come closer to completion, I would expect that we would like to be able to review our findings with you prior to a final decision.

Again, let me thank you for your continuing efforts to provide information and assistance.

Sincerely,

Jonathan T. Cain cc

Jonathan T. Cain
Special Assistant
to the Governor

JTC:kh

STATE OF MICHIGAN
OFFICE OF THE GOVERNOR
LANSING

WILLIAM G. MILLIKEN
GOVERNOR

April 4, 1979

Honorable Harold T. Johnson, Chairman
Committee on Public Works and
Transportation
United States House of Representatives
2165 Rayburn House Office Building
Washington, D.C. 20515

Dear Congressman Johnson:

C-11-D-64

The proposal for permanent extended season navigation on the Great Lakes, either year around or through January, is of keen interest and concern to Michigan. The effects, either beneficial or adverse, will be greater upon this State than any other in the Great Lakes Basin. Each of the connecting channels on the Upper Lakes is all or in part Michigan water. These same waterways are key to our $1 billion tourism industry.

In order to develop a balanced winter navigation policy for Michigan, I have initiated a series of actions including (1) an opportunity for expression of views at a public meeting attended by 150 individuals representing all interests--a transcript of the five hours of testimony is under evaluation; (2) a request to the Great Lakes Basin Commission to undertake a coordinated economic critique of the U.S. Army Corps of Engineers' Great Lakes and St. Lawrence Seaway Navigation Extension Survey Study, which is ongoing; and (3) a thorough analysis of all available information by several State agencies on the proposed program and the adequacy of our existing policy.

In addition, the Michigan Legislature has resolutions under consideration which express its views. All of these efforts should be concluded in June.

It is my understanding that the committee has before it a request by the U.S. Army Corps of Engineers to authorize extension of the navigation season on the Great Lakes through the end of January each year.

I realize that the Committee on Public Works and Transportation operates under time constraints which would not permit holding in abeyance for two months any consideration of the question of season extension. However, I would hope that Michigan's position, which I will provide to you as soon as possible, will be given due consideration before Congress completes its final action on this matter.

While I am not prepared at this time to state my final view on extending the season through January on the Upper Lakes, I cannot support a year-round season without first completing necessary environmental, economic and engineering studies necessary to assure the soundness of such a program.

Kind personal regards.

Sincerely,.

Governor

59-B-11-C

City of Superior, Wisconsin

A MAYOR-ALDERMAN CITY

The Heart of the Continent

OFFICE OF

City Clerk

April 30, 1979

Corps of Engineers
Department of the Army
1135 U. S. Post Office & Custom House
St. Paul, Minnesota 55101

Dear Sir:

I am enclosing a certified copy of a resolution that was adopted by the Common Council of the City of Superior, Wisconsin, expressing the City of Superior's appreciation for the federally sponsored winter navigation study.

Sincerely yours,

Cecile Helsel

Cecile Helsel, City Clerk
City of Superior, Wisconsin

Enc.

C-11-D-66

STATE OF WISCONSIN)
(ss.
COUNTY OF DOUGLAS)

I, Cecile Helsel, City Clerk of the City of Superior, Wisconsin, do hereby certify that I have compared the annexed copy of a resolution passed and adopted by the Common Council of the City of Superior, Wisconsin, on the 24th day of April, 1979, with original document on file in my office, and that the same is a true and correct copy thereof.

In Witness whereof, I have set my hand and seal of the said City of Superior, this 30th day of April, 1979.

(Miss) Cecile Helsel, City Clerk
City of Superior, Wisconsin

C-11-0-67

THE CITY OF SUPERIOR'S APPRECIATION FOR THE FEDERALLY SPONSORED WINTER NAVIGATION STUDY.

WHEREAS, the feasibility of winter navigation on the Great Lakes has long been a matter of speculation; and,

WHEREAS, the economic, safety and environmental effects of winter navigation on the Great Lakes have not previously been studied on a thorough scientific basis; and,

WHEREAS, the U. S. Corps of Engineers has now completed such a study of winter navigation on the Great Lakes and has significantly contributed to the public's knowledge of this important public issue; and,

WHEREAS, the U. S. Corps of Engineer's study is particularly timely in view of the economic benefits which an extended Great Lakes shipping season could bring to this region and to the nation by making energy, food and mineral resources more accessible.

NOW, THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF SUPERIOR, WISCONSIN that the City of Superior hereby expresses its appreciation to the U. S. Corps of Engineers and to those persons who contributed time and effort to the study of winter navigation on the Great Lakes;

AND, BE IT FURTHER RESOLVED that the City of Superior urges that the decision to proceed or not to proceed with winter navigation on the Great Lakes be made objectively after thorough discussion and evaluation of all the facts, studies and opinions.

C-11-79

Passed and adopted this 24th day of April, 1979

Approved this 25th day of April, 1979.

Bruce C. Hagen
Mayor

ATTEST:

Cecile Helsel
City Clerk

TOWN of GREECE
2505 RIDGE ROAD WEST
ROCHESTER, NEW YORK, 14626 • 716-225-2000

May 2, 1979

Melvyn D. Remus
Colonel, Army Corps of Engineers
Detroit District
Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

Re: NCEED-ER

In reviewing the Draft Survey Report, Environmental Statement and Notice of Public Meetings regarding the Great Lakes and St. Lawrence Seaway Navigation Season Extension Survey Study, I am deeply concerned that no public hearings have been scheduled for the Rochester, N. Y. area. A hearing in Rochester is absolutely essential considering the adverse effects that are expected to occur to the level of Lake Ontario and the effects on the operation of the Port of Rochester.

C-11-b-69

To exclude the Rochester area as a public hearing site is to preclude a wealth of information from entering the public record. In addition, there are thousands of residents in the Town of Greece alone, whose lives and properties will be seriously affected by any change in the regulation regime of Lake Ontario. It is essential that these people be educated as to the effects of the proposed demonstration project and that they be given ample opportunity to comment.

The Town of Greece is unalterably opposed to any program or project which will raise the level of Lake Ontario even one inch.

I strongly urge the scheduling of a public hearing in the Rochester, N. Y. area and anxiously await notification of same.

Sincerely,

Martin J. Minchella
Assistant to the Supervisor

MJM:egf
cc: The Honorable Barber B. Conable
Kay Bolton
Robert Hanson, N. Y. State Dept. of State
William Tyson, Exec. Director, St. Lawrence Eastern Ontario Comm.

See: APPENDIX I, LEVELS AND FLOWS
ASSESSMENT OF IMPACT WITH ASSOCIATED REMEDIAL MEASURES

COUNTY OF MARQUETTE

BOARD OF COMMISSIONERS

COURT HOUSE

MARQUETTE, MICHIGAN 49855

SALLY MAY
Chairperson

JOSEPH O. RACINE
Vice-Chairperson

May 7, 1979

Coordinator
Great Lakes and St. Lawrence Seaway
Navigation Season Extension Hearings
Jefferson Community College
College Center Theater
Outer Coffeen St.
Watertown, N.Y. 13601

Dear Sir/Madam:

C-11-0-70

The Marquette County Board of Commissioners, Marquette, Michigan, would appreciate it if this communication expressing their opposition to year round navigation on the Great Lakes and St. Lawrence Seaway is entered into the official record of the May 10, Watertown, New York, public meeting held on the Great Lakes and St. Lawrence Seaway Navigation Season Extension Program Environmental Impact Statement prepared by the Army Corps of Engineers.

The Marquette County Board opposes the extension of the Great Lakes and St. Lawrence Seaway navigation season for the following reasons:

1. Environmental concerns of the public have not been answered.
2. Questions regarding the cost benefit study conducted by the Corps of Engineers.
3. The Board's belief that the demonstration period has not proven the need for year round navigation.

Yours truly,

Sally May

Sally May, Chairperson
On Behalf of the
County Board of Commissioners

klc

cc: Army Corps of Engineers

See: MAIN REPORT
ADAPTIVE METHOD
and; APPENDIX E, GL/SLS ENVIRONMENTAL PLAN OF ACTION

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
BENEFITS FROM SEASON EXTENSION

Southeast Michigan Council of Governments
600 Book Building
Detroit Michigan 48226
(313)961-4266

MEMO

May 25, 1979

Case Number: 95

Name of Project: Great Lakes and St. Lawrence Seaway Navigation Season Extension - Draft EIS and Draft Survey Report

Geo-political location: Monroe, Macomb, St. Clair and Wayne Counties

Applicant: U. S. Army Corps of Engineers

Federal Grant Program: U. S. Department of Defense

C-11-D-71

Description of Project:

The Draft Environmental Impact Statement and Draft Survey Report seek to determine the desirability and extent of Federal participation to extend the navigation season on the Great Lakes/St. Lawrence Seaway (Figure 1) to as much year around as possible. If approved the project would be started in 1980 and be phased in over a ten year period. Currently, shipping occurs approximately from April 1 - December 15 (8 1/2 months) each year, depending on weather conditions.

Alternative Reviewed:

The Draft E.I.S. reviewed three possible alternatives. These are:

1. Traditional Navigational Season .

This is the no-action alternative. Great Lake/St. Lawrence Seaway shipping will continue as long as weather permits. Lower dollar-value bulk material will continue to be stockpiled and higher dollar-value general cargo will still be moved by other carriers (ie. trucks, railroad) during winter shut-down. Intra-lake shipping would continue, weather permitting, during the winter months. There is no existing legislation prohibiting winter navigation.

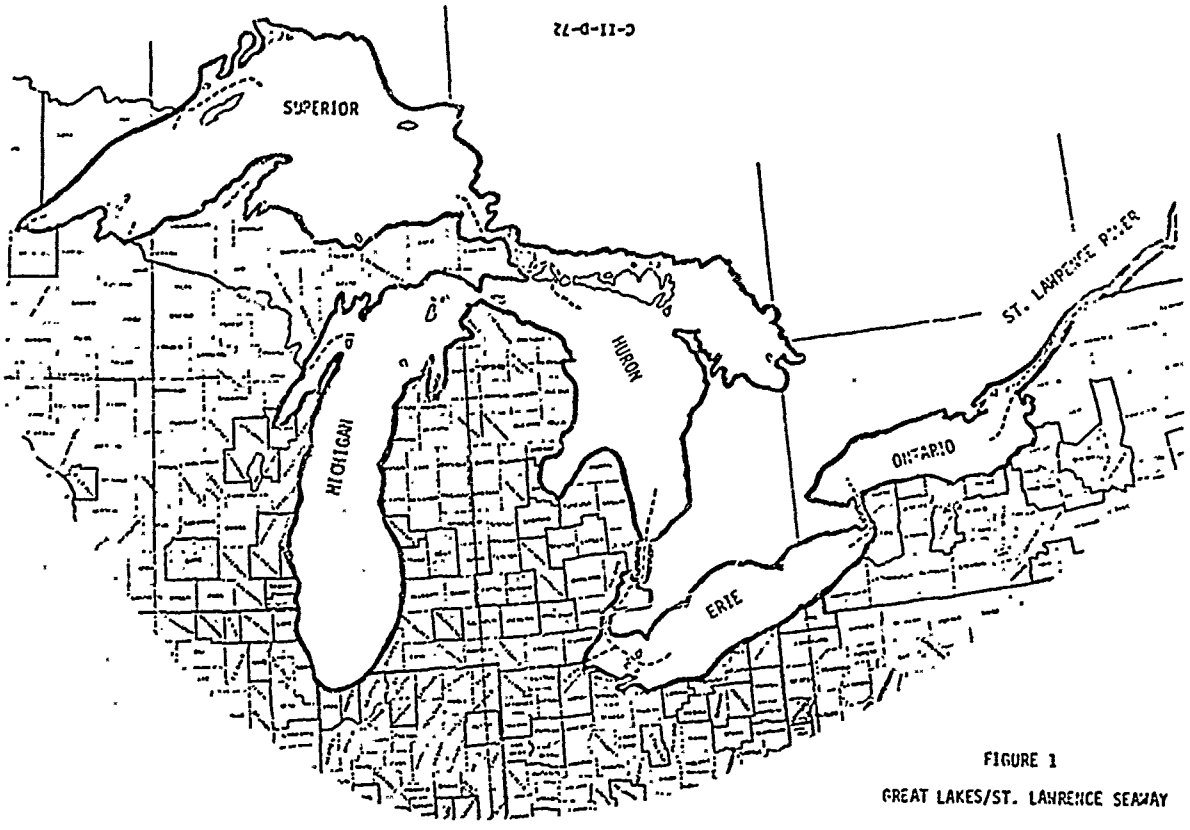


FIGURE 1

GREAT LAKES/ST. LAWRENCE SEAWAY

2. Fixed Navigational Season

This alternative would fix the operation date of the locks and canal on the Great Lakes/St. Lawrence Seaway to April 1 to December 15. This alternative would not affect intra-lake shipping during winter months. This alternative was picked as the EQ (Environmental Quality) alternative, mainly due to the decrease in bank erosion caused by ships traveling through the St. Mary River during periods of ice cover and formation.

3. Extended Navigational Season

This is the proposed alternative to extend shipping on the Upper four Great Lakes to as much year around as possible. The St. Lawrence Seaway would be open for 11 months. One month down time is needed for annual maintenance of Welland Canal and other locks. This alternative was picked as the NED (National Economic Development) alternative.

Comments Were Requested from:

- Michigan Department of Civil Rights
- Wayne County Planning Commission
- St. Clair County Metropolitan Planning Commission
- Monroe County Planning Department and Commission
- Macomb County Planning Commission
- City of Detroit Planning Department

C-11-B-13

To date, comments were received from:

- Macomb County Planning Commission
- Monroe County Planning Department and Commission
- City of Detroit Planning Department.

Macomb County made no comments saying that the proposed project would have little effect upon the county.

Monroe County made a negative review saying that the EPOA (Environmental Plan of Action) proposed by the project to monitor the environmental impact of the program during start-up and operation is not sufficient to prevent extensive or catastrophic damage.

The City of Detroit supported the project, which has placed a high priority on revitalization of Detroit's economy and which complementscurrent efforts to improve its port facilities. The comment letters are attached.

Staff Analysis:

Because of the huge scope and size of the Winter Navigation Extension project, it is outside specific adopted SEMCOG policies. Therefore, staff analysis is

Staff Analysis (continued):

guided by general, although potentially conflicting, goals and objectives (ie. clean water, protection of the environment, economic development in the region). As such, staff can agree with both the City of Detroit which seeks the economic benefits of the project and Monroe County which expressed concern that the environment will not be adequately protected in the proposed project.

However, on page 54 of the Survey Study, the Corps admits:

> "In the past several years of experience with the Winter Navigation Program it has become evident that there exists a lack of information concerning biological conditions in the Great Lakes-St. Lawrence Seaway System during the winter months. There is also a lack of information concerning the impacts of navigation through ice."
>
> and
>
> "During the Demonstration Program, environmental investigations have fallen short of comprehensively answering the significant questions concerning impacts and system wide environmental feasibility. While there has not emerged any serious adverse impacts considered sufficient to justify terminating the program, many unknowns still exist.
>
> Therefore, an adaptive method (EPOA) to assure the environmental acceptability of an extended navigation season program on the entire system to as much as year-round is proposed to provide the answers to questions regarding environmental impacts." ( ) added by SEMCOG

which add additional support to Monroe County's concerns.

Staff feels that EPOA will only record not prevent the initial "accidents" of the project. To proceed with such a vast project at this time without adequate information on basic environmental effect on biological conditions and impact of navigation through ice is unwise.

See: MAIN REPORT
ADAPTIVE METHOD
and; PLAN IMPLEMENTATION

Recommendation:

Staff recommends a negative review on the Survey Report for Great Lakes and St. Lawrence Seaway-Navigation Season Extension - Draft Main Report and Environmental Statement, dated March, 1979.

Planning Department
3400 Cadillac Tower
Detroit, Michigan 48226
(313) 224-6380

Coleman A. Young, Mayor
City of Detroit

May 10, 1979

Mr. James A. Baranec
Environmental Engineer
A-95 Review Center
SEMCOG
800 Book Building
Detroit, Michigan 48226

RECEIVED
MAY 14 1979
SEMCOG

Re: Great Lakes and St. Lawrence Seaway -
Navigation Season Extension - Survey Report
and Draft Programmatic E.I.S. (Dated 3/79)

C-11-D-75

Dear Mr. Baranec:

The Planning Department has reviewed the Corps of Engineers report as described above. We support the efforts of the Corps to extend the Great Lakes shipping season as described in the survey report. The direct economic benefits of an extended shipping season are attractive for a city such as Detroit, which has placed a very high priority on the revitalization of its economy. An extended navigation season would also complement Detroit's current efforts to improve its port facilities.

An extended navigation season has already been shown to have a small positive energy impact; as energy costs continue to escalate, it is likely that water transportation will become increasingly attractive for both bulk and general cargo.

We recognize that there are likely to be unknown "environmental effects" of an extended navigation season. The proposed "Environmental Plan of Action," with its continuous monitoring and adjustment of all project activities during project implementation and operation is an appropriate mechanism to deal with new environmental issues, given that, no serious problems arose during the winter navigation demonstration program, and the implementation of project recommendations would occur in phases.

Sincerely,

Lester Jones
Deputy Director

LJ/RET:pja

A-95

Ltr Mar 79.

MACOMB COUNTY PLANNING COMMISSION

115 S. GROESBECK HIGHWAY, MOUNT CLEMENS, MICHIGAN 48043 PHONE: (313) 463-5285

May 14, 1979

Mr. Michael H. Glusac
Executive Director
Southeast Michigan Council
of Governments
800 Book Building
1249 Washington Boulevard
Detroit, MI 48226

RECEIVED
MAY 16 1979
SEMCOG

RE: Draft Environmental Impact Statement
and Survey Report
Navigation Season Extension
U.S. Army Corps of Engineers

Dear Mr. Glusac:

In accordance with established A-95 Clearinghouse procedures, we have reviewed the Notice from your office regarding the U.S. Army Corps of Engineers' Draft Environmental Impact Statement and Survey Report for the Navigation Season Extension Program.

The Macomb County Planning Commission staff has no comment to offer regarding the subject document, as it appears it would have very little effect upon our County.

If there are any questions, please contact our office.

Sincerely,

Bernard E. Giampetroni, AICP, PCP
Director

BEG:JWB:sl

C-11-1-76

Macomb County Board of Commissioners

A-95

Monroe County Planning Department and Commission

1410 EAST FIRST STREET • • MONROE, MICHIGAN 48161
Telephone: (313) 243-6900 Ext. 277

May 10, 1979

ROYCE R. MANIKO,
Planning Director

BERNARD J. FELDER,
Commission Chairman

Southeast Michigan Council of Gov'ts
8th Fl. Book Bldg., 1249 Washington Blvd.
Detroit, Michigan 48226

Attn.: Mr. James Baranec

Subject: Draft E.I.S. and Survey Report – OMB A-95 200.2-4-79-41
Department of the Army Detroit District, Corps of Engineers
Areawide Clearinghouse Code: EN 790476

C-11-D-77

Dear Mr. Baranec:

We have completed our review of the above prefaced subject matter and advise as follows:

> "Moved by Mr. Ehman and seconded by Mr. Chapman that the Monroe County Planning Commission recommend against implementation of an extended navigation season on the Great Lakes/St. Lawrence Seaway system. Motion carried."

We further enclose a copy of staff memorandum in this regard to indicate the consideration which went into the resolution of this issue.

Thank you for allowing us this opportunity to respond to the subject matter as it affects areawide plans adopted by our Planning Commission.

Sincerely,

Royce R. Maniko

Royce R. Maniko, Director

1 enclosure

RRM:mm

RECEIVED
DATE MAY 15 1979
A-95 REVIEW CENTER
SOUTHEAST MICHIGAN
COUNCIL OF GOVERNMENTS

City of Superior, Wisconsin

A MAYOR-ALDERMAN CITY

The Heart of the Continent

OFFICE OF

HARBOR COMMISSION

June 1, 1979

Col. Melvin D. Peerts
U.S. Army Engineer District
P.O. Box 1027
Detroit, Michigan 48231

Dear Mr. Peerts:

Enclosed I am submitting a statement which was prepared and given before the Great Lakes Basin Commission Symposium on Winter Shipping held in Milwaukee, Wisconsin on May 16, 1979.

I am asking that these comments be considered in your review of the season extension question. It contains information relevant to the arguments of season extension that could not have been available when you initiated your studies. This statement is being submitted by myself for Superior, Wisconsin, and on behalf of the Superior Board of Harbor Commissioners.

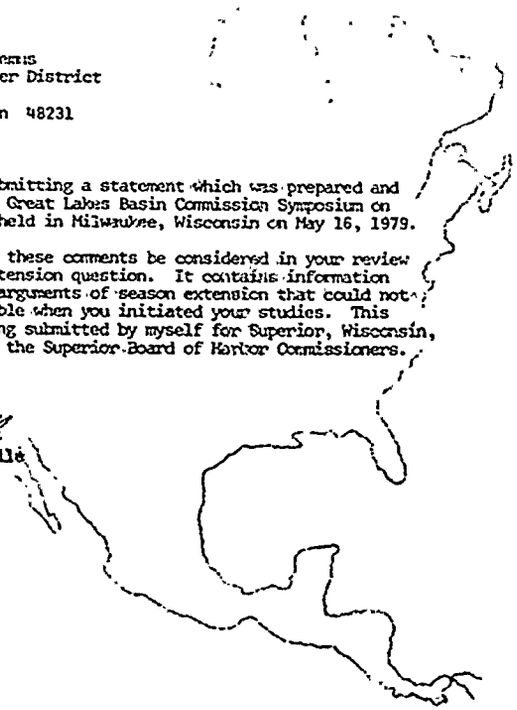
Sincerely,

James R. McCarville
Port Director

JRM:cjw

Enclosures

C-11-D-78



A PORT CREATED TO SERVE

Presentation to the Great Lakes Basin Commission

Symposium on Winter Shipping

May 16, 1979

Milwaukee, Wisconsin

Thank you Mr. Fish, my name is James McCarville. I am the Port Director of Superior, Wisconsin. (participant). I represent the Superior Board of Harbor Commissioners.

I am very pleased to have this opportunity to appear before this symposium today. Jim Fish put me last on the agenda because I told him I was going to have trouble staying within the five minute limit. He put me here hoping my stomach would be as unmerciful on me as it is on everyone else.

I will be brief. I am not used to long winded speeches, but I do have something to say today. I am not going to go over old material, what you are going to hear is new and it is to the point.

I was going to begin this speech by saying that I can recognize a railroad job when I see one. And I see one here today. In deference to Mr. Newton, of ConRail who preceeded me, I'll just skip over that remark.

Some of my comments may appear to diverge from those of Mr. Smith of Cargill Corporation and the gentlemen who conducted the Canadian study. That appearance will, however, disappear when one simple clarification is kept in mind. I am going to be talking about season extension, I am not talking about year round navigation. With that in mind, I think you will find that we have very little difference of opinion.

There are two important considerations that I believe should be highlighted. The first relates to accelerated energy savings. I doubt very much that the Corps of Engineers could foresee the dramatic turmoil in Iran and its corresponding impact we are feeling on energy costs. The growing pressure on energy use will, therefore, add in importance with each price increase in gasoline on our ability to use energy efficient modes of travel. The figures we use, which have been developed for the Wisconsin Department of Transportation, show that waterborne transportation yields approximately 300 ton miles per gallon compared to only 77

C-11-D-79

for rails, and of course much less for trucks. Every increase in the price of that fuel, increases the importance of waterborne transportation.

I also doubt that anyone foresaw the critical role that now appears to be thrust on the states governors in energy conservation. If governors can accomplish this conservation by stimulating waterborne commerce, they will have achieved one of their most politically difficult roles in the least painful method. It certainly beats rationing gas or making citizens wait in long lines for a five gallon limit for their cars.

Second, Duluth-Superior plays an important role, not only in our nation's balance of payments, but also in feeding a growingly hungry world. This is the most important point I wish to make.

In 1978, the Twin Ports of Duluth-Superior, exported 7,835,156 metric tons of bulk grain, grain-by products and processed foods. The total U.S. Seaway exports were 17.3 million tons. Duluth-Superior, therefore, accounted for 45% of all U.S. Seaway exports.

The value of our exports has been placed at $1.8 billion. The value of the Twin Ports imports is placed at $29 million. With an export/import ratio of more than 60 to 1, our contribution to the nation's balance of payments situation is obvious.

C-11-D-80

The question then becomes what affect an extended season would have on those exports.

No less than 114 ocean bound vessels have left Duluth-Superior in December in the last five years, despite mid-December seaway closing dates. A season extension. of even three or four more weeks. at the end of the season could have a tremendous impact on the economic health of the Upper Midwest. as well as our nation's balance of payments.

The reason for this congestion, at the close of the Seaway season is due to the very strict growing limitations placed on us by a cruel Mother Nature who does not respond well to "sensitivity" devices such as "congestion costs".

Extensive flooding in the Red River Valley has delayed our farmers getting their spring wheat plantings in until this very week. Those delays will undoubtedly result in a late harvest.

Even more critical is the situation of a relatively new crop: sunflower seeds. The export of these "sunnies" has grown geometrically in the last four years and is expected to increase again this year.

The problem with the sunflower seeds I am told, is that they do not come due for harvest until after the first frost of the fall. At that time begins the massive race to get the commodity to port before the last ship can safely leave to clear the mid-December Seaway closing date.

Last year the Minnesota Department of Transportation had to temporarily suspend its safe highway load limits to get the crop to port. I don't know what the costs to Minnesota were for that suspension, but we were still only able to get 62% of the sunflower crop out last fall. With increased planting this year, estimates are that we will only get 50% of the crop out before Seaway closing.

What happens to this crop after mid-December and after elevator capacity is reached (and elevators were bulging in January and February) means a diversion of this crop to Pensacola or New Orleans with all of the associated additional energy costs and additional exacerbation of our rail car shortage.

The alternative to this lack of Seaway transport is either additional costs to the farmer for transportation to the gulf, or a general depression of the sunflower seeds growers market. We are already approaching a maximum use of existing shipping facilities. Without a Great Lakes alternative, we will be turning our backs on American farmers, closing our eyes to a real energy saver and restricting the nation's ability to solve its balance of payments problems.

While that closes the remarks I had wished to make, I would like to add a few brief comments on the Great Lakes Basin "economic assessment draft" which is before you today. (I am referring to the Basin Commission draft not the Corps study.) I am afraid that some of that information could be misleading if not put in the proper perspective.

First, we in Duluth-Superior believe we will require the stationing of a first class ice-breaker in our harbor whether we have winter navigation or not. It should not, therefore, in our opinion, be considered as a project cost.

Second, at least in the Superior harbor, the Burlington Northern is already committed to putting in its own four bubblers at its own expense. Those bubblers are going in now. The draft seems to imply that those are state costs and I do not believe that correctly reflects the true costs states would face.

Third, some of the methodologies employed in this draft appear highly questionable. While several could be cited, two in particular stand out. The first is disallowing man hours worked as an economic benefit for the longshoremen. And the second, indicates that an extended season may result in lower rail rates.

C-11-D-81

Therefore, either not as much cargo will be diverted, or that diverted will not have the same rate savings. The draft, therefore, reduces this benefit 20%. The fallacy of that, is that in either case, net savings result whether they are shipped by rail or ship. The reduction of 20% is completely unfounded.

Fourth, considerable attention in the draft is given to the rail car shortage and measures to alleviate traffic through the Seaway through such unusual devices as congestion tolls. Nowhere in the discussions of season extension have I found any suggestion that would be so cruel. Obviously, the authors have not talked with any farmers on this problem. The December Seaway congestion is due to the unalterable cycle of seasonal harvests and the arbitrarily early closing date of the Seaway.

Instead of trying to maximize our energy efficient mode of transportation, this tool seeks to divert cargos to distant ports at tremendous energy costs. If you want to study congestion, take a trip on a grain car to Pensacola or New Orleans when our Seaway is closed. Note the additional time it takes you to get there. Note the time that you sit idle in the rail car waiting to be unloaded, sometimes for several days. And then note, the time that the rail car gets shunted off on a side car track. Sometimes the whereabouts is not even known by the appropriate rail car companies. That is the congestion created by our closing.

Finally, I find it particularly regrettable that this draft report, sponsored by an organization with a strong commitment to citizen review, will not put the draft out for public review. It is unfortunate that this organization will make its recommendations, possibly to nation's governors, under these circumstances on such an important issue.

Thank you very much.

C-II-D-82

STATE OF MICHIGAN

NATURAL RESOURCES COMMISSION
JAMES A. HARRIER
CARL T. JOHNSON
E.M. LAITALA
HILARY F. SNELL
HARRY H. WHITELEY
JOHN E. WOLFE
CHARLES G. YOUNGLOVE

WILLIAM G. MILLIKEN, Governor

DEPARTMENT OF NATURAL RESOURCES
HOWARD A. TANNER, Director

STEVENS T. MASON BUILDING
BOX 30028
LANSING, MI 48909

June 4, 1979

Colonel Melvyn Remus
U.S. Army Corps of Engineers
P.O. Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

As you know, the State of Michigan is currently preparating its position with respect to the Corps of Engineers Season Extension Draft Survey Report. Due to the complexity and magnitude of this proposed project, the state's review has extended beyond the normal 45 day review period.

However, in order to comply with the requirements of Section 307 of the Coastal Zone Management Act of 1972 regarding federal consistency, this is to advise you that we do not agree with the statement in the Draft Report on page 87 that the proposed navigation season extension program is consistent with Michigan's approved Coastal Management Program. Due to the lack of specific environmental data and impact assessment, no determination of consistency can be made at this time. The Corps has not complied with the legal requirement to provide "necessary data and information" (Sec. 930.39(a) Federal Register, Vol. 43, No. 49 - Monday, March 13, 1978). Consequently, the statement of consistency on page 87 is premature.

C-11-D-83

See: APPENDIX B, FORMULATION OF DETAILED PLANS
IMPACT ASSESSMENT
Coastal Zone Management

Until the environmental impacts have been thoroughly evaluated, we will reserve judgement regarding the consistenty of the navigation season extension program with Michigan's approved Coastal Management Program.

The Michigan Coastal Management Program document and Final Environmental Impact Statement contains a range of enforceable environmental policies which will be used to determine consistency of winter navigation when sufficient information becomes available.

Sincerely,

Chris A. Shafer

Chris A. Shafer, In Charge
Coastal Management Program
Land Resource Programs Division

CAS:jg

cc: D. Inman
K. Hosford

STATE OF NEW YORK

LEGISLATURE OF ERIE COUNTY

CLERK'S OFFICE

BUFFALO, N. Y., June 11 19 79

TO WHOM IT MAY CONCERN:

I Hereby Certify, That at the 12th Session of the Legislature of Erie County, held in the County Hall, in the City of Buffalo, on the seventh day of June A.D., 19 79 a Resolution was adopted, of which the following is a true copy:

C-II-D-84

WHEREAS, at a recent public hearing held in the Chambers of the Erie County Legislature, the U. S. Army Corps of Engineers discussed a report they will forward to Washington pertaining to the extension of the navigation season in the Great Lakes and St. Lawrence Seaway, and

WHEREAS, it was claimed by Corps officials and a representative of the ECIDA, that extending the navigation season to include the winter months when Lake Erie is frozen will boost the economic vitality of the Port of Buffalo, and

WHEREAS, their study, which will go to Congress primarily concentrated on the upper Great Lakes and the St. Lawrence Seaway, and

WHEREAS, the Governor of New York State has expressed concerns regarding the proposal, particularly with the omission of New York State views and comments in the main report and in the report's abstract, and

WHEREAS, we are all in favor of any effort to increase our local economic base providing that all other factors are considered, and

WHEREAS, the U. S. Army Corps of Engineers stated at the hearing that there has not been a detailed study done on the Niagara River or the Lake Erie portion of the Buffalo waterfront, and,

WHEREAS, many residents along the lakeshore, having just experienced disaster with Lake Erie ice pummeling their homes and property, are concerned over what effect winter navigation on Lake Erie will have on the ice flow and subsequent shore erosion,

NOW, THEREFORE, BE IT

RESOLVED, that the Erie County Legislature hereby requests the U. S. Army Corps of Engineers to conduct a detailed study of Lake Erie and the Niagara River on the potential dangers to our shoreline if winter navigation is permitted, and be it further

RESOLVED, that certified copies of this be forwarded to Col. Daniel Lobrig - Buffalo District - U. S. Army Corps of Engineers and Mr. Abram Diskalcom of the Detroit office - U. S. Corps of Engineers.

MARIE V. RICHARDSON
19th DISTRICT LEGISLATOR

MARY LOU RATH
15th DISTRICT LEGISLATOR

ATTE: William J. Gibson
Clerk of the Legislature of Erie County

FISCAL IMPACT:
None to Erie County.

REFERENCE: Int. 12-22

See: APPENDIX E, GL/SLS ENVIRONMENTAL PLAN OF ACTION

PORT OF CLEVELAND
Cleveland-Cuyahoga County Port Authority

101 ERIESIDE AVENUE
CLEVELAND, OHIO 44114
(216) 241-8004

June 19, 1979

Mr. P. McCallister
Chief, Engineering Division
Department of the Army
Detroit District, Corps of Engineers
P.O. Box 1027
Detroit, Michigan 48231

Dear Mr. McCallister:

The Cleveland-Cuyahoga County Port Authority wishes to go on record as an enthusiastic supporter of the Great Lakes and the St. Lawrence Seaway Navigation Season Extension Program. It is a vital tool for the economic growth of the Great Lakes area and we hope it will be implomented as soon as possible.

Sincerely,

J. R. Hively
Executive Director

JRH:ds

C-II-D-85

PORT OF BUFFALO

901 FUHRMANN BLVD. • BUFFALO, NEW YORK 14203 • Area Code 716, 855-7411

• MARINE DIVISION OF •

NIAGARA FRONTIER TRANSPORTATION AUTHORITY

P. O. BOX 5008
BUFFALO, NEW YORK 14205

181 ELLICOTT STREET
Area Code 716, 855-7300

Commissioners

Chester R. Hardt
Chairman

William G. Gesel
Vice Chairman

George J. Hooper
Treasurer

Joseph F. Schaufhauf V
Secretary

Alfonso V. DeTomaso
Assistant Secretary

Peter Carson

Edward L. Palmero

W. Tom H. Wendel

George L. Arnold

James M. Wofford

James E. Kelly
Executive Director

William E. Swack
General Counsel

Arthur Lancaster
General Manager

Anthony P. Galluzzi
Joint Marine Operations Manager

Richard H. Van Derzee
Trade Development Manager

Michael Mark
Construction Manager

C-11-1-PA

June 20, 1979

Mr. P. McCallister
Chief, Engineering Division
Department of the Army
Detroit District, Corps of Engineers
Box 1027
Detroit, Michigan 48231

Re: Seaway Season Extension

Dear Mr. McCallister,

The NFTA Port of Buffalo would like to reaffirm its support for an extended Seaway navigation season and to request that additional time be allowed to present specific justification for our support. We would expect to have this information in your hands by June 30th.

Thank you.

Very truly yours,

Richard H. Van Derzee

Richard H. Van Derzee
Trade Development Manager

RHV:ham

TOWN of GREECE
2505 RIDGE ROAD WEST
ROCHESTER, NEW YORK, 14626 • 716-225 2000

June 22, 1979

Mr. P. McCallister
Chief of Engineering Division
Dept. of Army
Detroit District
Corps of Engineers
Box 1027
Detroit, Michigan 48231

Dear Mr. McCallister:

I have been informed that statements relating to the extension of the navigation season on the Great Lakes are being accepted for inclusion in the public record.

I am, therefore, forwarding to you the statement made by Supervisor Riley at a meeting in Greece, New York on June 12, 1979, and which was attended by Colonel Johnson of the Buffalo District.

Sincerely,

Martin J. Minchella
Asst. to the Supervisor

MJM:egf

C-11-D-67

STATEMENT

by

DONALD J. RILEY
Supervisor - Town of Greece

June 12, 1979

As most of you know, this public meeting is being held because in spite of the impact that winter navigation could have on this area, no public hearings were held in Rochester when they were being conducted in May of this year.

Because of the impact and the many questions that we all have concerning winter navigation, I thought it imperative that representatives of the Corps be invited to answer our questions and concerns.

C-11-D-88

Several major issues should be addressed tonight. The first and most important is the effect that extended navigation will have on the level of Lake Ontario. The draft report on the extended season indicates that public acceptance of the plan is important to the Corps as it proceeds with its plans. I can assure you that any proposal which will raise the level of the Lake even one inch, will not meet with public acceptance. In order to gain acceptance here, a proposal must be presented which will change Plan-1958-D to lower the level of Lake Ontario.

See: APPENDIX I, LEVELS AND FLOWS
ASSESSMENT OF IMPACT WITH ASSOCIATED REMEDIAL MEASURES
Entire Great Lakes-St. Lawrence River System

Another important issue is that of riparian compensation. The draft report recommends that Congress consider a one-time only compensation agreement on the part of the Federal Government to compensate riparians for shore erosion and structure damage as a consequence of winter navigation

See: APPENDIX B, FORMULATION OF DETAILED PLANS
IMPACT ASSESSMENT
Social Well-Being

activities. I can assure you that this proposal will also not meet with public acceptance. A fair solution to the problem would be to assure us that no damage will be incurred at all; that Plan 1958-D will be changed to regulate Lake Ontario at an acceptable level.

I am also curious as to how the benefit / cost data was compiled and interpreted. The report indicates that the Port of Rochester will stand to benefit greatly from an extended season. But we know that, from all practical purposes, the Port of Rochester does not exist. And if Lake Ontario is maintained at a higher level, what does the cost of shoreline damage do to the benefit/cost ratios?

I hope that these questions and others that will be raised here tonight can be answered to our satisfaction. I also hope that because of the tremendous impact that winter navigation will have on this area, particularly the riparian owners of the Town of Greece, our comments and suggestions will be given the weight which they deserve as the Corps and the Congress deliberates on the winter navigation issue.

I would now like to introduce Colonel George P. Johnson, Acting Buffalo District Engineer, who will begin the presentation by the Corps.

C-11-2-69

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ECONOMIC JUSTIFICATION - HARBORS IN RECOMMENDED PLAN

See: APPENDIX I, LEVELS AND FLOWS
ASSESSMENT OF IMPACT WITH ASSOCIATED REMEDIAL MEASURES
Entire Great Lakes-St. Lawrence River System.

PORT OF BUFFALO

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• MARINE DIVISION OF •

NIAGARA FRONTIER TRANSPORTATION AUTHORITY

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181 ELLICOTT STREET
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July 5, 1979

Mr. P. McCallister
Chief, Engineering Division
Department of the Army
Detroit District Corps of Engineers
Box 1027
Detroit, Michigan 48231

Re: Seaway Season Extension

Dear Mr. McCallister,

Further to our letter of June 20th, the NFTA Port of Buffalo wishes to expound on the reasons for supporting the Seaway Navigation Season Extension in general and for the Demonstration and Survey Programs in particular.

You may wonder what relevance a "Woodstock" Music Festival has on Seaway Extension. A proposal to hold such a concert is now under consideration by the officials of the small St. Lawrence River village of Clayton, N. Y., located approximately 50 miles west of Ogdensburg. There is no reason to believe the affects of a Woodstock gathering will be any different on Clayton in 1979 than they were on the small country village situated a few miles inland from Kingston N. Y., several years ago. Hopefully, the name Save the River Committee who was vocal in its objections to an abbreviated, strictly supervised demonstration project in a limited section of the St. Lawrence River will render an equally effective opposition to a gathering of the 'clan' in Clayton.

The point is made that proven adverse environmental affects are entirely different than the 'Murphy Law' suppositions and conjectures which might occur despite use of all available technology and the precautions envisioned in the Ogdensburg ice boom demonstration project. The only way the actual affects can be assessed and evaluated is through a test demonstration project as visualized in the Corps Environmental Plan of Action (EPOA) - a concept we wholeheartedly endorse for the 1979-1980 winter season.

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The affects of an extended Seaway shipping season on industrial users of the NFTA Port of Buffalo can be seen from the following example. Our present 8-month season (April 15 - December 15) requires stockpiling of approximately 50% of the total dry bulk raw materials handled through the Port. In 1977 about 283,000 tons were held in storage after December 15, out of a total of 559,000 tons imported, i.e.:

Salt	175,000 tons
Sand	48,000 tons
Gypsum Rock	52,000 tons
Clay	8,000 tons

Using a conservative average value of $30.00 per ton this stockpile represented almost $8.5 million in raw material inventories by Buffalo area industry. An extension in the shipping season to 10 months - a 25% longer season - would result in an estimated 50% reduction in winter inventory stockpiles, with a value in excess of $4,000,000. As a public benefit corporation we are not concerned with the loss of bulk storage revenues from an extended shipping season. We are very much concerned, however, with the utilization of additional capital brought about by industry stockpile cost savings and the stability and job security which these savings can afford to over 2,000 employees in the Buffalo area.

The NFTA is involved in a study for a major coal and dry bulk transhipment facility at the Port of Buffalo. The project envisions handling and stockpiling of up to 12 million tons per year of low-sulphur western coal from the Port of Superior. All statistics and projections thus far advanced are based on an eight-month shipping season. Land reclamation, machinery and construction costs based on the same eight month season are projected at between $26 and $34 million. Obviously the largest portion of these costs relate to land reclamation, diking and pier bulkheading. If, in fact, a two-month Seaway extension becomes a reality the land reclamation and related construction costs would be substantially reduced, there would be considerably less environmental impact, and the project would have a greater chance of success. We would be able to retain an existing small boat harbor marina which generates $75,000 per year in revenue and provides berths for 280 small boats. We would generate a minimum of $1,000,000 per year (5 million tons at 20 cents per ton) in revenue for handling coal while other dry bulk materials would generate additional revenues.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
TABLES 43, 44, AND 46

C-11-D-51

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C-II-D-62

Increasing use of existing Great Lakes fleets has been pointed out as another advantage related to Seaway extension. The return on capital invested in ships through greater utilization will enable the carriers to build new and larger vessels to reduce operating costs and improve efficiency. This, in turn, will provide additional jobs for crews and longshoremen, will increase cargo movements and improve the ships' competitive position through unit cost savings to industrial users. Still another reality of Seaway extension will be the need for increased cooperation between management and labor. Management must acknowledge and provide for the physical needs of labor during winter operations. Labor must accept the extended shipping season (and larger compensation) generated by a longer, more efficient season. Benefits will accrue to all.

According to a recent study by the United State Maritime Administration (U. S. Department of Commerce) entitled "What U.S. Foreign Trade Mean to The Economy", each ton of waterborne foreign trade contributes $110.00 in direct and indirect benefits to the U. S. economy. The ports of the Great Lakes have been restricted in their efforts to achieve an equitable share of cargoes emanating from the Great Lakes area because of the brief Seaway shipping season and the reluctance by steamship operators to commit expensive ships to an eight month season. A two month Seaway extension would partially relieve this situation and enable ports such as Buffalo to compete more equitably with Canadian and East Coast ports for cargoes originating in our own hinterlands.

Buffalo has difficulty in attracting vessels on a consistent and regular basis because the relatively few ships plying the Lakes must justifiably limit their calls to the more lucrative cargo ports. The small quantity of overseas general cargoes now moving through Buffalo creates only a minimal economic benefit to the community, although the port facility does contribute considerable benefit through its warehouse and distribution capability. Seaway extension would attract additional ships to provide service and savings to Buffalo shippers and receivers and increased economic impact to the region's economy.

I personally believe that a 10-month shipping season would be the most feasible, economical and environmentally sound period for navigation on the lower Great Lakes. It would adequately satisfy the needs of most ships and shippers, ports, environs and environmentalists. I concur with the position of Mr. George R. Alexander, Jr., District Regional Director of the Environmental Protection Agency and a member of the Winter Navigation Board, who was quoted in 1977 in the Seaway Review Magazine.... "that there

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will be effective ways to mitigate winter shipping's effect on the environment. But we won't know until we have tested it. If we find at any time the effects are harmful, we can stop the program".

Regardless of the ultimate length of Seaway season extension, the NFTA Port of Buffalo agrees with the Corps Adaptive Method approach and its Environmental Plan of Action whereby implementation of extension should be phased in, both geographically and over time and in a carefully monitored and environmentally sound basis. Extension of the Seaway shipping season is the most economic way to expand system capacity and acquire greater operating efficiency of America's Fourth Seacoast.

We urge you to take whatever steps are possible to acquire authorization for prompt implementation of an extended navigation season on the Great Lakes/St. Lawrence Seaway.

Very truly yours,

Richard H. Van Dorzee
Trade Development Manager

RHV:hsm

ccs: Hon. Jacob K. Javits
Hon. Daniel P. Moynihan
Hon. Jack F. Kemp
Hon. John J. LaFalce
Hon. Henry J. Nowak
Hon. Robert C. McEwen
Mr. James E. Kelly - NFTA
Mr. James Fish - GLIP

C-II-D-93

STATE OF WISCONSIN
OFFICE OF THE GOVERNOR
STATE CAPITOL
MADISON, 53702

LEE SHERMAN DREYFUS

Telephone Number
(608) 266-1212

July 26, 1979

Colonel Melvyn E. Remus
District Engineer, Detroit District
U.S. Army Corps of Engineers
Box 1027
Detroit, MI 48231

Dear Colonel Remus:

C-II-D-94

Thank you for the opportunity for the State of Wisconsin to review and comment on the Draft Survey Report for the Great Lakes and St. Lawrence Seaway Year-Round Navigation Season. This letter represents the staff input of several state agencies. However, individual agencies may wish to expand upon or clarify their viewpoints at some time in the future.

It should be emphasized that this position and the staff report relate to the Survey Report recommendation of a year-round navigation season. It does not put forth a position on a four to six-week season to January 31. This subject appears to warrant some consideration. Thus, it will be covered in another letter to be prepared shortly.

The State of Wisconsin supports the concept of efficient utilization of Great Lakes shipping opportunities and the resulting local economic benefits and energy savings. Although we support the concept, I am unable to endorse authorization for the Corps to proceed at this time because of an abundance of questions that remain unanswered about the impact of the project on Wisconsin. Please see the enclosed state agency staff report regarding the material you had sent to us.

It is recognized that considerable time and effort have been spent in developing the Environmental Plan of Action, the survey report and the demonstration program. The rush to gain Congressional authorization for year-round navigation is being done without taking a complete look at the environmental, economic and transportation aspects of winter navigation. These factors lead us to ask the question why is this being done so rapidly?

See: ENVIRONMENTAL IMPACT STATEMENT
and; APPENDIX E, GL/SLS ENVIRONMENTAL PLAN OF ACTION
and; APPENDIX D, ECONOMIC BENEFITS AND COSTS

A start should be made toward developing environmental studies, particularly in the area of water quality, which are not well-defined in the Environmental Plan of Action. Winter navigation could then be considered in the development of the National Transportation Policy as well as a National Water Resources

See: APPENDIX E, GL/SLS ENVIRONMENTAL PLAN OF ACTION
and; APPENDIX F, ENVIRONMENTAL

Policy. Public review could insure that the economic advantages and disadvantages of winter navigation be carefully considered. If winter navigation were handled in a 2-phase operation, the first being further detailed feasibility investigations and the second action programs, we feel we will be headed on a more reasonable course.

In summary, derpite the voluminous documents which were provided, the information contained therein is sketchy and incomplete. This letter highlights the major problem areas. It would be premature for me as Governor of Wisconsin to approve this project and its subsequent Congressional authorization at this time. However, we share the same objectives. I would be happy to make the appropriate staff available to you in order to assess this project further.

Sincerely,

Lee Sherman Dreyfus
GOVERNOR

ljj

Enclosure

cc: Kurt Bauer - Southeast Wisconsin Regional Planning Commission
Ralph Bergman - Bay Lakes Regional Planning Commission
Robert Brunner - Department of Business Development
Anthony S. Earl - Department of Natural Resources
Mike Early - Division of Emergency Government
Richard Erney - State Historical Society
Roy F. Hoffman - Milwaukee Harbor Commission
Lowell Jackson - Department of Transportation
Kenneth Lindner - Department of Administration
James McCarville - Superior Harbor Commission
Lewis Mittness - Public Service Commission
Mark Mueller - Northwest Wisconsin Regional Planning Commission
John Powers - Metropolitan Interstate Committee
Gary Rhode - Department of Agriculture
Robert Rogatzke - Sea Grant Program, U.W.
John Seefeldt - Green Bay Harbor Commission
Congressional Delegation

C-11-D-95

Department of Business Development
Department of Natural Resources
Division of Emergency Government
State Historical Society
Department of Transportation
Department of Administration
Department of Agriculture
UW-Madison, Sea Grant Program

Staff Report on

The Survey Study for Great Lakes and
St. Lawrence Seaway Navigation Season Extension

C-II-D-96

ECONOMIC

The Great Lakes Basin Commission at the request of the State of Michigan has analyzed the question of the economics of winter navigation. Their report questions the Corps of Engineers' methodology and results for estimating the costs and benefits of winter navigation. We agree with these concerns and feel they should be examined and satisfactorily answered in order to resolve the important question of whether winter navigation is economically justifiable. If these questions are not answered, criticisms from both the public and private sectors will continue to be levelled at the Corps of Engineers' rationale for supporting the project.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ECONOMIC REVIEW OF WINTER NAVIGATION BY THE STATE OF MICHIGAN AND THE STATE OF NEW YORK

The Survey Report has been prepared without fully acknowledging the President's proposed water resource policy where states will be required to pay a share of the projects benefitting them. The present figure being discussed is 5 to 10 percent of the cost of the project. If the State of Wisconsin would support the winter navigation program, it must be prepared to pay its share of the project. How will this share be determined, and what items actually constitute the project cost (i.e., the construction phases which will not be done in Wisconsin waters, the environmental studies, ice breaking and other measures necessary to provide for winter navigation)? This policy issue must be clarified so the states will be aware of their financial responsibilities under the program. This will be an important factor leading to a decision to support or oppose the winter navigation effort. Wisconsin does not have any state port development programs for which this share could be generated. Furthermore, most port communities have not budgeted or expended dollars on commercial water transportation projects. Yet, according to the proposed plan, these financial contributions would be required. Depending on how funds are raised and spent outside of harbor areas, there could be constitutional questions because of the state's ban on internal works of improvement (Article 8, Section 10, Wisconsin Constitution).

See: MAIN REPORT
DIVISION OF PLAN RESPONSIBILITIES
COST APPORTIONMENT

On page 8-173 of Volume I of the Technical Appendix, it is stated "It is assumed that Canada would pay 50 percent of the International Section of the St. Lawrence River and 100 percent within its own territorial

boundaries." The utility of an extended season is predicated on a partnership of the federal interest with non-federal interests and the Canadians. At this time, no commitment has been made by either the non-federal interest or the Canadians to actually support this effort. Tax dollars should not be devoted to a long-term obligation without first knowing the extent of the commitment, the amount of benefit to the state and the impact of the resultant action upon the state. The term non-federal interest needs to be defined and agreements negotiated before Congress commits to the project and the one billion dollar appropriation.

See: MAIN REPORT
PROBLEM IDENTIFICATION
CANADIAN COORDINATION/CO-PARTICIPATION
and; DIVISION OF PLAN RESPONSIBILITIES
COST SHARING WITH CANADIAN GOVERNMENT

A fine reading of the Survey Report shows economic inconsistencies. As an example, on page 134 of the Main Report and Table 12 of Appendix E (page E-56), reference is made to a benefit/cost ratio of 1.18 at Green Bay. The only benefit appears to be a reduction of stockpiling in the harbor (Table 10 on page E-51). However, the July 21, 1978 Preliminary Draft Main Report shows a benefit/cost ratio of only 0.08 (page 117, Table 5). A detailed explanation and justification should be provided on why the benefits raised so high in less than one year's time. The same question is true of Port Washington. In July 1973, it had a benefit/cost ratio of 0.67. By March 1979, the benefit/cost ratio had leaped to 3.46. There is some question whether any benefits should be claimed for winter navigation at Port Washington at all since it is naturally open in the winter.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ECONOMIC JUSTIFICATION - HARBORS IN RECOMMENDED PLAN

We doubt if winter navigation would cause a reduction of stockpiling at Green Bay as implied in paragraph 3.10 of the Environmental Impact Statement. A power company, a paper mill and a coal dealer presently maintain stockpiles of coal. We believe these companies would continue to maintain stockpiles as hedges against strikes, interruptions of delivery and inflation because of their dependency on coal. In addition, we question the implication that shipping western coal to Green Bay via Superior is cheaper than direct unit trains to Green Bay. Green Bay Harbor authorities are discussing the possibility of developing blending-transshipment facilities using western coal shipped in by rail.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
SUMMARY OF NATIONAL ECONOMIC DEVELOPMENT BENEFITS
Stockpiling Benefits

TRANSPORTATION

It appears a strong relationship exists between winter navigation and the Harbor Deepening and Channel Straightening Project. However, no mention is made of this relationship in the Survey Report, and no analysis of their respective environmental effects is included in the Environmental Impact Statement. The cumulative environmental effects of these activities would be addressed in an adequate Environmental Impact Statement. This is not the case.

See: APPENDIX B, FORMULATION OF DETAILED PLANS
INTRODUCTION

While navigation in the winter months provides benefits for some ports, it is equally or more important for many of our smaller harbors to retain their current capabilities for commercial navigation. Corps' policy, however, clearly places dredging priorities only on larger

C-11-D-97

ports. The Corps in the past has felt that prioritization of harbor dredging is necessary due to insufficient funds to maintain existing navigation channels. The survey study recommendation, however, proposes extended navigation for very few ports at a total annual cost of $101 million. National policies on maintenance of existing commercial navigation routes must be reevaluated and clarified prior to any Congressional action since winter navigation will tend to concentrate economic activity in certain selected ports which will be enhanced for the purposes of channel maintenance. Other smaller ports not suited for winter navigation will tend to be neglected. Thus, the overall result will be to strengthen and reinforce a regional port concept which will tend to diminish economic activity at smaller ports. In our opinion, the first priority should be to maintain existing navigation channels. We would hope that all ports would be maintained even though they may not be scheduled for winter navigation.

No attempt was made to independently assess the need for winter navigation at the Wisconsin harbors mentioned in the report. However, it is questionable whether there would be a demand for coal movement on a year-round basis (i.e., would coal stockpiling practices change). Several of Wisconsin's ports slated for year-round navigation under the proposed plan have inbound coal as the primary commodity movement. Yet stockpiling savings are cited throughout the report as an important economic benefit.

C-11-D-96

An assessment has not been made on the impact of extended winter navigation and more use of water transportation on other modes of transportation. Would rail, for example, carry more or less traffic? Can rail carry more, especially in the winter? What would be the economic impact on rail companies? Supplement B to Appendix E discusses the total impact question as a study element still underway. Wisconsin should be given an opportunity to review this study because of the potential impacts on transportation modes in which we have ongoing programs. On a regional basis, consideration should be given to whether the winter navigation project would increase or decrease the movement of water borne commerce and justification of water resource development projects such as a second lock at Locks and Dam 26.

Winter navigation will tend to increase the disparity between shipping companies because not all companies will be able to finance the cost of ice strengthening their fleets. The overall result will be to cause less competition between the shipping companies which may result in increased costs to the shipper in the future. The winter navigation program appears to work to the advantage of ship owners with newer vessels designed for ice operations and against owners of old ships or ships which are not designed for ice operation. Would more icebreaker assistance be required since owners of existing and future vessels participating in winter navigation need not meet American Bureau of Ships (A.B.S.) classifications for operating in ice? Would this result

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ECONOMIC JUSTIFICATION - HARBORS IN RECOMMENDED PLAN

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ECONOMIC JUSTIFICATION - HARBORS IN RECOMMENDED PLAN
and; SUMMARY OF NATIONAL ECONOMIC DEVELOPMENT BENEFITS
Stockpiling Benefits

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
INTERMODAL IMPACT ANALYSIS

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Icebreaking
and; APPENDIX B, FORMULATION OF DETAILED PLANS
TABLE 5

in a shift of costs from the private to the public sector? Are ice damage costs to icebreakers and vessels included in system operating costs? Do operating costs of the winter navigation program include the increased insurance costs for the Great Lakes fleet?

On page 30 of the Main Report, the paragraph following "harbors" implies that most harbors are at a water depth of 27 feet. This is not true for most Wisconsin ports.

The text on pages 81-83 of the Main Report dealing with proposed options for organization of the Winter Navigation Board do not include adequate state representation. States have increasing concern and authority in matters relating to water transportation (for example dredging, water quality, etc.). Therefore, it is necessary to have broader state representation on the Winter Navigation Board.

See: APPENDIX B, FORMULATION OF DETAILED PLANS
IMPACT ASSESSMENT
Institutional

On pages 109-110, Kewaunee and Manitowoc Harbors in Wisconsin receive no mention in the Main Report. They do have year-round car ferry traffic across Lake Michigan. This is recognized in an appendix; however, no assessment is made of the problems of continuing ferry service or suggested actions.

See: APPENDIX A, PROBLEM IDENTIFICATION
PHYSICAL SETTING

ENVIRONMENT

C-II-B-99

Strong concerns have been registered about the environmental aspects of the project, but yet, we find that the Corps is willing to build now and wait to see what happens. The "adaptive environmental assessment methodology" is an unacceptable substitute for assessing potential environmental damages before they happen. Little is known about the Great Lakes ecosystem under winter conditions. The Survey Report and Environmental Impact Statement do not include this information. Thus, predictions cannot be provided on future conditions resulting from an extended season.

The harbors located in Lakes Michigan and Superior in Wisconsin are not described in any concise manner nor are the environmental resources associated with these harbors depicted. As such, no meaningful analysis of environmental impacts can be made. Specifically, the Environmental Impact Statement does not adequately treat Wisconsin's unique fisheries in Duluth-Superior Harbor or the immensely valuable and productive resources of Green Bay.

The National Environmental Policy Act requires an assessment of impacts before proceeding with the proposed activity. The Corps' view appears to be that an extended navigation season is technically feasible and should proceed. It has promised to "stop" and to provide protection against permanent damage when an impact is noticed. This promise is based on the faulty assumption that the impact would be detectable, reversible and not already permanent. As a State with a long history of concern for its natural, social and economic environment, we cannot support such a approach.

NOTE: A line-by-line response to this comment begins on page C-II-B-82

The tone of the Survey Report presupposes the fact that Winter Navigation will occur. As such, all that needs to happen is to have Congress authorize this activity. It is therefore disturbing to have such little attention being paid to the environmental aspects of winter navigation. As mentioned, the adaptive approach described in the report indicates that work or shipping will be stopped if environmental damages occur. We do not believe this will happen once a substantial amount of money is invested in the project and as use patterns develop. It is common knowledge that environmental damages do not happen radically. They are usually a combination of a number of small events which ultimately result in an environmental loss. For example, millions of acres of wetlands have been destroyed by draining or filling a few acres at a time. We cannot foresee winter navigation being halted because of the apparent effect of one or two minor events which in the long-term could contribute to significant environmental degradation of the system. We would, therefore, submit that the adaptive concept is nothing more than a means of getting around the environmentalists and a way of avoiding full implementation of the required environmental studies. A further comment relating to the adaptive approach is that the environmental plan of action contains no apparent decision points and does not discuss who makes the decisions. The lack of such points indicates that winter navigation is a foregone conclusion. In various places, the Survey Report fails to clearly indicate the line of responsibility for making system modifications based on environmental impact information.

C-11-D-100

The absence of Canadian participation in the development of the Environmental Plan of Action and the survey study except for "informal arrangements and discussions" ignores the impact that U. S. activities will have on Canadian shores and the fact that NEPA is international in scope. Conversely, it does not include the effect of the Canadian position on U. S. activities. It would seem unreasonable to assume that the winter navigation program would go on without Canadian support.

On page ix of the Draft EIS, there is a discussion on compliance with the Section 404(b)(1) guidelines and Section 404(r) (PL 92-500 as amended). It is stated that the 404(b) guidelines have not been considered, and therefore, the Environmental Impact Statement on the extended navigation season does not include the information required by Section 404(r). Additional clarification should be provided on what activities would be included (i.e., would it only cover the winter navigation project dredging, dredging which would result from normal operation and maintenance activities, dredging for the harbor deepening and channel straightening project, or all of these activities).

The Draft Environmental Impact Statement fails to mention adverse environmental effects on aquatic organisms including uptake of heavy metals (page IV-17, paragraph 4.052) and toxic organic compounds (page IV-17 to IV-19, paragraph 4.051 and 4.060). These processes account for significant contamination of the state's sport and commercial fishery in the Great Lakes.

On page IX-15 of the Draft Environmental Impact Statement, mention is made of environmental activities and studies required at Sturgeon Bay, Wisconsin. No other mention is made of Sturgeon Bay in the Survey Report. It appears logical to assume that the ship repair and construction facilities at Sturgeon Bay would continue to be used in the winter, but it is not clear whether any consideration has been given to winter navigation needs.

Paragraph 3.15 of the Draft Environmental Impact Statement should be corrected to show that Wisconsin has implemented a coastal management plan.

At paragraph 5.18 of the Draft EIS, it is stated that "The probabilities of a disaster are well within the bounds of reasonable risk" according to the Coast Guard. The question is: what bounds, whose risks and to whom does this action appear reasonable? It is begging the question to state that navigation in ice could decrease the potential for an oil spill. In fact, the opposite is true.

On page 32 (Figure 2) of the Main Report, the two-year periods scheduled for collecting environmental data are inadequate and do not even cover the life cycle of fish species nor the periods of natural changes and variations in aquatic communities. A time frame of five to ten years would be more appropriate.

C-II-D-101

On page 87 of the Main Report, it is stated that the proposed plan for navigation season extension is consistent with the approved Wisconsin Coastal Zone Management Program. There is no evidence provided to document consistency. One proof of consistency is that the Corps must have a state permit in hand if a permit is required. This has not happened yet. If the statement is going to be made that the program is consistent, additional documentation, such as preparation of an adequate EIS, will be required since this is an unfounded and unsubstantiated claim.

Contrary to the statement on page 97 of the Main Report, available statistics from the U. S. Coast Guard for Great Lakes waters (1973-1977) indicate that most oil spills are not related to weather damage, either as an immediate or contributory cause. Most spills are due to personnel error and equipment failure. A separate set of statistics for U. S. tanker casualties on the Great Lakes indicates that the three major causes of casualties are personnel error (45 percent), equipment failure (12 percent) and ice damage (14 percent).

Also, there have been significant oil spills from winter navigation in the Great Lakes in recent years despite the statement on page 97. On December 23, 1976, the Canadian tanker IMPERIAL ST. CLAIR grounded and spilled an estimated 50,000 gallons of fuel oil while moving through ice

in Parry Sound of Georgian Bay, Lake Huron. On February 24, 1975, a Hannah Company tug lost its barge tow in rough seas off Milwaukee. The subsequent grounding of the barge on the harbor breakwater resulted in the loss of 73,000 gallons of fuel oil. What "adequate mechanisms are already in existence to handle oil spills ...in the Great Lakes, winter or summer" (page 97)? Contingency spill plans exist for the St. Lawrence, St. Clair and Detroit Rivers, but they are not available for the St. Hary's River. Equipment is not presently on hand, nor available, for effective oil recovery and containment in either rough open water or in winter ice conditions.

We have reservations with the proposal on page 101, paragraph 1 of the Main Report. First, to date, no method of shoreline/bluff erosion prevention on Lake Michigan has proven effective without continued maintenance. Thus, a one-time payment would not adequately cover all construction and maintenance costs for the length of the project. Secondly, state statutory requirements would be cumbersome for both the DNR and riparian owners. Finally, whatever type of shore protection was used would likely be aesthetically detrimental to the shoreline. For these reasons, this method of providing shoreline protection does not seem feasible.

C-III-102

CULTURAL RESOURCES

We support the recommendations in Section C-III (Appendix, Volume 1) that additional archaeological and historical inventory work is necessary to determine the nature and extent of potential impacts on cultural resources. It should be emphasized that potential effects on underwater as well as terrestrial historical and archaeological sites must be addressed.

These recommendations must be integrated into the various operational measures and other portions of the proposed plan that may affect cultural resources. Explicit consideration of these resources early in the planning stages of the various measures is required by Section 106 of the National Historic Preservation Act of 1966, and associated regulations (36 CFR 800).

EMPLOYMENT AND RECREATION

Since the major cargo handling systems are very highly automated, extending navigation into the winter months provides for only limited increased employment. Conversely, the damage to the shoreline may have significantly greater impacts on property owners and the recreational industry. Recreation is a major industry in the Upper Lake region and a high employer of local residents.

The value of recreational activities should be compared to the costs associated with damage to the sustaining resource such as productive fish spawning and nursery areas. The potential damage from winter navigation on marinas, landings and recreational fishing piers should also be considered in assessing the costs of winter navigation.

COUNCIL OF
UPSTATE PORTS
NEW YORK
BUFFALO
ROCHESTER
OSWEGO
OGDENSBURG
ALBANY

FRANK W. DURKAM, JR.
Secretary/Treasurer CUPNY
c/o Albany Port District Commission
Administration Building
Albany, New York 12202

Honorable Hugh L. Carey
Governor of the State of New York
Executive Office
State Capitol
Albany, N. Y. 12224

Re: Seaway Season Extension

Dear Governor Carey,

The Council of Upstate Ports of New York (CUPNY) was established in June of 1977 to provide a forum for the discussion and resolution of mutual port problems, to exchange operating experiences and solutions, to plan and coordinate promotional efforts, and to work collectively insofar as practical, in matters of tariffs and port charges. Our five ports, including Albany, also desire to combine the efforts of various State agencies in promoting and developing port services and facilities in response to the needs of the upstate shipping community. CUPNY conducts quarterly meetings to achieve these worthy objectives.

At our meeting on Friday, July 27th, in Ogdensburg, we discussed the status of the Great Lakes/St. Lawrence Seaway Season Extension program and the N.Y. State Department of Transportation critique prepared for DOT by Professor J. L. Carroll, et al. A cursory examination of these documents prompted the CUPNY ports to conclude that the critique is entirely negative in nature and can be detrimental to the development of the upstate ports.

It was agreed that we advise you, the Winter Navigation Board and other concerned parties of our opposition to the consultants final conclusions and recommendations and to request that New York give further consideration to the interests of upstate New York industry before adopting or supporting the consultants analysis. To do so

Re: Seaway Season Extension

would be tantamount to deterring the growth of upstate New York ports by placing a plug in the bottleneck of the Great Lakes/St. Lawrence Seaway system.

Very truly yours,

Richard H. Van Derzee

Richard H. Van Derzee
Member, CUPNY

RHV:ham

ccs: Maj. Gen. Richard L. Harris - Chairman Winter Navigation Board
Mr. John McWilliams - Toledo, Member Winter Navigation Board
Hon. Warren Anderson - Majority Leader, NYS Senate
Hon. Manfred Ohrenstein - Minority Leader, NYS Senate
Hon. Stanley Fink - Majority Leader, NYS Assembly
Hon. James L. Emery - Minority Leader, NYS Assembly
Hon. Hugh T. Farley
Hon. Michael L. Pesce
Hon. Stephen R. Greco
CUPNY Ports

C-11-D-104

Illinois Department of Transportation
Division of Water Resources
300 North State Street/Room 1010
Chicago, Illinois 60610
Telephone 312/793-3126

August 21, 1979

Colonel Robert V. Vermillion
District Engineer
U.S. Army Corps of Engineers
Detroit District
P. O. Box 1027
Detroit, Michigan 48231

Dear Colonel Vermillion:

C-11-D-105

This letter is to provide further clarification of my comments submitted to Colonel Remus regarding the Draft Survey Study for Great Lakes and St. Lawrence Seaway Navigation Season Extension. In my letter dated May 11, 1979, I noted that extension of the navigation season appears to be economically justifiable if no major adverse environmental impacts will occur. Furthermore, the Illinois Department of Transportation would continue to support necessary studies of the economic, environmental and social impacts of navigation season extension.

During this interim period the Division of Water Resources has continued to review the Corps of Engineers procedures for the determination of project benefits and costs. Our studies indicate a full 12-month navigation season on the upper four Great Lakes, including Lake Erie, is economically justified; however, the overall dollar benefits appear to be substantially lower than the value assigned by the Corps of Engineers.

A major concern with the Draft Survey Study pertains to the failure to more fully analyze, document and discuss the impacts of a broader range of alternative dates for an extended navigation season on the St. Lawrence Seaway, and particularly, for the periods of April 1 through January 15 and April 1 through January 30, both plus or minus 2 weeks.

Based upon testimony furnished by the Great Lakes maritime interests to the U.S. House of Representatives Merchant Marine and Fisheries Committee on July 6, a general consensus was expressed for a 6-week extension beyond the present closing date of the Seaway. Such an

See: MAIN REPORT, RECOMMENDATIONS

extended navigation season would provide a strong incentive to shipping lines to provide regularly scheduled liner service to the Great Lakes and would encourage prospective shippers to utilize Great Lakes ports.

Our review of the Draft Survey Study indicates the costs and benefits of a 4- or 6-week extension to the navigation season through the St. Lawrence Seaway have not been identified within the range of alternatives studied by the Corps of Engineers.

We will support a Congressional authorization for the Corps of Engineers to conduct a General Design Memorandum Phase I study of the economic, environmental and engineering impacts of alternative time periods for an extended navigation season on the St. Lawrence Seaway. In order to ensure public acceptance of the required economic and environmental analyses that would be important elements of the study, the Corps of Engineers should formulate and conduct the study in cooperation with the eight Great Lakes states, the Great Lakes Basin Commission and the Great Lakes Commission.

Upon completion of the above proposed study, the State of Illinois will develop a final position on the issue of an extended winter navigation season on the St. Lawrence Seaway.

Sincerely,

Frank Kudrna
Director

FK:SM:af

cc: Jim Fish, Great Lakes Commission
Lee Botts, Great Lakes Basin Commission

C-11-D-104

Minnesota
Department of Transportation
Transportation Building
St. Paul, Minnesota 55155

Office of Commissioner (612) 296-3000

November 26, 1979

Colonel Melvyn D. Remus
District Engineer
U.S. Army Corps of Engineers
Detroit District
P.O. Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

The Minnesota Department of Transportation (Mn/DOT) has the responsibility of ensuring the effective, coordinated functioning of all elements of the State's total transportation system. A most important element of that system is Great Lakes' commercial navigation.

Continued increases in the amount of tonnage moved through the system will soon cause a capacity problem. There have been many proposals for increasing the system's capacity including season extension.

The Corps of Engineers' Draft Survey Study for Great Lakes and St. Lawrence Seaway Navigation Season Extension addressed the costs and benefits of such a program. Mn/DOT has reviewed that report and the Great Lakes Basin Commission's economic reviewal of the study. We have also reviewed the Illinois Department of Transportation's position statement of August 9, 1979.

Based on our reviewal, we feel that a full 12 month navigation season on the upper four Great Lakes is economically justified. We also support the Illinois proposal for the Corps evaluation of an extension from December 15 to January 31 plus or minus 2 weeks depending on conditions on the St. Lawrence. We will also join Illinois in support of a Congressional authorization for such a study by the Corps.

C-II-D-107

An Equal Opportunity Employer

The Great Lakes-St. Lawrence Seaway System is a vital element in the transportation network used by Minnesota's agricultural and mining industries. We view season extension programs as the most effective way to respond to the need for increased capacity being generated by increases in production in both of these industries.

Thank you for your consideration of our position.

Sincerely,

Richard P. Braun
Commissioner

COMPANIES, GROUPS, ASSOCIATIONS

Page	Date	Correspondence
C-II-D-110	2 May 1979	Association of American Railroads
C-II-D-112	3 May 1979	International Longshoremen's Assoc.
C-II-D-114	17 May 1979	The Pillsbury Company
C-II-D-115	5 June 1979	Total Petroleum, Inc.
C-II-D-116	20 June 1979	Cosgro Marine Salvage Company
C-II-D-117	21 June 1979	Charlotte Community Assoc.
C-II-D-119	22 June 1979	Detroit Edison Company
C-II-D-121	12 July 1979	Sunflower Association of America
C-II-D-122	24 July 1979	Cleveland Cliffs Iron Company
C-II-D-126	30 July 1979	Agricom International
C-II-D-127	18 Oct 1979	Michigan Audubon Society

ASSOCIATION OF
AMERICAN RAILROADS
AMERICAN RAILROADS BUILDING · WASHINGTON, D. C. 20036

May 2, 1979

Mr. Dennis Perkinson
Planning Division
Detroit District
Corps of Engineers
Detroit, Michigan 48231

Dear Mr. Perkinson:

Colonel Remus by letter, April 19, 1979, suggested I write you if I had the need for further information concerning the draft report, Great Lakes and St. Lawrence Seaway Navigation Season Extension, March 1979.

It would be helpful in reviewing the subject draft report if you would provide the following data:

C-II-D-110

1. Estimated traffic by type of movement for proposed plans 1 and 7, 1980-2040 and actual 1977 traffic. This is comparable to the types of movements shown on page VI-22 of Appendix VI of the interim report of March 1976 but exclusive of Canada to Canada, Canada to overseas, and overseas to Canada.

2. Estimated general cargo traffic by type of movement for (1) iron and steel articles, (2) chemicals, (3) containerized traffic, and (4) all other general cargo 1980-1990, and actual 1977 traffic.

3. Associated transportation rate savings for traffic requested in paragraph 2 above, that is, exclusive of stockpiling and winter rate savings.

4. Estimated traffic for plans 1 and 7 that would move on the St. Lawrence Seaway 1980-2040 and actual 1977 traffic by the four commodity groups used by the subject report and direction of movement.

5. Estimated transportation rate savings on actual 1977 traffic, by commodity groups, based on existing 1977 operating conditions on the Great Lakes-St. Lawrence Seaway and alternative modes.

6. The draft report estimates tons of traffic to be saved from stockpile and stockpile savings. Please provide me with a separation by tons of coal traffic to be saved from stockpiling and associated stockpiling savings and comparable data for iron ore at the source and at steel mills, 1980-2040. The report (p. E-28) states the normal inventory of iron ore

NOTE: This letter was responded to by Corps letter dated 29 May 1979 to Mr. Tangerose.

at steel mills is 60-days. What assumptions were made concerning coal inventories and iron ore at the upper lake producing plants?

7. The draft report allocates first costs and annual charges by Federal agency. Please provide me with estimated first costs and annual charges that are assignable to the St. Lawrence Seaway.

8. The report by Booz, Allen, and Hamilton, Inc., October 31, 1977, states that they compiled actual freight rates for specific commodities and movements (p. II-1). Would you please furnish me a copy of this compilation?

9. Would you please provide me the estimated ocean vessel rates on grains, general cargo, and containerized traffic from Great Lakes ports, Atlantic, and Gulf Coast ports to Northern Europe?

It would be helpful if you could clarify the following:

1. Base conditions. The subject report uses the improvements recommended by the March 1976 interim report as the base condition or alternatively from which the traffic and benefits are measured.. While I am somewhat familiar with the Corps of Engineers Principles & Standards and regulations, I am not aware that the Corps of Engineers' evaluation procedures provide for using unauthorized projects as alternatives. Could you please refer me to the authority for using the unauthorized interim project as an alternative?

2. Transportation savings. The subject report states that transportation savings were computed in accordance with Section 7(a) of the Department of Transportation Act. My preliminary review of the draft report reveals that Section 7(a) requirements were not fully complied with since the report uses a combination of rates, costs, and rates estimated by the so-called "Logistics Price File." Am I correct in finding that Section 7(a) was not in fact complied with in computing transportation rate savings?

3. Alternatives--containerized traffic. Table A-3 of Supplement A to Appendix E displays alternative modes and routes evaluated for the shipment of export containerized traffic to Northern Europe. It is noted that the shipment of iron and steel slabs from St. Louis did not evaluate a barge-vessel alternative through New Orleans. A preliminary calculation shows this to be the least costly route. What was the reasoning for not including the barge-vessel alternative?

I will appreciate your assistance in providing the data and other information requested.

Sincerely,

James G. Tangerose

James G. Tangerose
Waterways Consultant

JGT:sea

C-11-D-111

INTERNATIONAL LONGSHOREMEN'S
.....ASSOCIATION.....

Affiliated with AFL-CIO and Canadian Labour Congress

President	Secretary
Joseph Perez	Andre' E. Joseph
Address P.O. Box 435	Address P.O. Box 435

LOCAL NO. 1969

City Portage State Indiana 46368

Date May 3, 1979

Colonel Melvyn D. Remus
District Engineer--U.S. Corps of Engineers
Detroit District--Box 1027
Detroit, Michigan 48231

Dear Sir,

C-77-D-112

At this time I would like to thank you and your staff for their courtesy and arrangements; also, the factual information which they presented at the meeting conducted at the Gary Sheraton in Gary, Indiana.

We were also extremely delighted to hear the favorable endorsements, in reference to the extension of the navigational season, by the various leaders of industry, representatives of port authorities and civic leaders, therefore, I now, on behalf of our Union, I.L.A. Local 1969, Great Lakes District AFL-CIO, inform you that we are still in favor of the extension of the navigational season for the Great Lakes and St. Lawrence Seaway.

Our position and feelings which we stated in our September 15, 1978 letter to yourself are the same, although, we would like to add these points of concern:

1. We would like to personally see the continuation of the 5 year base line environmental study and the actual extension of the winter navigational season of eleven months run together.

See: MAIN REPORT
ADAPTIVE METHOD

2. We would also like to see a greater involvement by the Canadian Authorities, the St. Lawrence Seaway Development Corporation, whereas, in order to have an effective eleven month navigational season extension in both the Great Lakes and the St. Lawrence Seaway there will have to be harmony between the Canadian Authorities and our own and the various Seaway Authorities from both governments, for the true economic impact of this project will be having navigational access to foreign market.

See: MAIN REPORT
CANADIAN COORDINATION/CO-PARTICIPATION

3. We also believe that more emphasis should be placed on the fact that water transport is energy efficient, which has become increasingly important in the light of higher oil costs and also their perspective shortage. As you well know, even though it is an estimated figure, a vessel gets four to six hundred ton-miles to a gallon of fuel, compared with 200 or less from a train, 58 or less from a truck.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ENERGY IMPACTS

In conclusion, it is our opinion, that time is the key factor. It seems as though all we read about today is negativism in reference to killing U.S. creativity, low productivity, inflation, and America's trade deficit, therefore, the extension of the navigational season for the Great Lakes and St. Lawrence Seaway is an economic necessity for the industries and their employees which are located on or hinderland within the Great Lakes region.

Until the inception of a eleven month navigational season on the Great Lakes and St. Lawrence Seaway, it is our opinion, that we are truly not this country's fourth seacoast.

With every good wish I remain,

Respectfully yours,

Ray Sierra
Business Agent
I.L.A. Local 1969

C-11-D-113

RS/jb

THE PILLSBURY COMPANY
360 GANSON STREET
BUFFALO, NEW YORK 14203
(716) 849-7311

BUFFALO MILL

May 17, 1979

Colonel Daniel Ludwig
U.S. Army Engineer
Buffalo District
1776 Niagara Street
Buffalo, New York 14207

Dear Colonel Ludwig:

As the Plant Manager of The Pillsbury Company's Buffalo flour mill and a member of the Buffalo Mill Employers Association which includes all of the six flour mills located in Buffalo, I'm requesting your assistance regarding the status of lengthening the navigation season on the Great Lakes.

C-II-D-114

The milling industry transports wheat from Duluth, MN to Buffalo. This mode of delivery accounts for 80% of our raw material inventory usage. Pillsbury unloaded 18 vessels while a total of 94 were commonly handled by the Buffalo mills last year. The extension of the navigation season as much as a month would have a more favorable economic impact on the flour mills as well as the whole city of Buffalo.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
TABLES 43 AND 46

It has been relayed to us that the Army Corps of Engineers is the lead Federal agency in the presentation of the extended season proposal to Congress. The Pillsbury Buffalo facility will give any support required to accomplish this extended navigation season, and I believe this would be true of the city and county as well. Your efforts are encouraged and appreciated.

If you have any questions, please contact me.

Sincerely,

Robert S. Michelotti

vj

TOTAL
Total Petroleum, Inc.
EAST SUPERIOR STREET ALMA, MICHIGAN 48801 TELEPHONE 517 463-1161 TWX 510 441-8431

June 5, 1979

United States Corps of Engineers
Box 1027
Detroit MI 48231

Attention: Mr. Robert Teitler,
Socio Economic Section

Dear Mr. Teitler:

Confirming our telephone conversation on May 15, 1979, regarding winter navigation on the Great Lakes and the economic impact on the northern Michigan areas where winter navigation is so important economically and energy-wise. Total Petroleum, Inc. operates a petroleum products marine terminal located on the West Bay in Traverse City, Michigan. It has been operating for 48 years with a storage capacity of approximately 9,000,000 gallons and an annual throughput of approximately 94,000,000. In 1978, we unloaded 47 cargoes of product.

Based on 1978 terminalling figures and sales, we would have the capability of storing slightly more than one months supply of product for consumer distribution.

It is necessary that we purchase these products from a supplier in the Chicago area and the average freight per gallon from Chicago to Traverse City by tanker is 2.1c/gallon; vs overland truck transport freight of 8.98c/gallon. The additional freight cost would be passed on to the consumer in their heating oils and gasoline. The economics of the northern area is so dependent on tourism and recreational business the year around, and the need for petroleum products so extremely necessary in the continuation and promotion of this industry.

We at Total Petroleum have followed the progress of winter navigation on the Great Lakes and feel it has been very successful benefiting citizens and industry alike.

We thank you for this opportunity to express our interest and desire in the continuation of winter navigation and if we can be of further assistance, please do not hesitate to call on us.

Sincerely,

Robert V. Burke

Robert V. Burke
Terminal Operations Coordinator

C-II-D-115

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ENERGY IMPACTS

COSGRO MARINE SALVAGE CO.

20 Jan, 79

Gentlemen:

In regard to the Great Lakes and St. Lawrence Seaway Navigation Season Extension Program Demonstration "Mr. Edmund Ford" stuck in the Livingston Channel this past winter & for that is a warning and should be taken very seriously.

Just think of the possibility of a ship sinking in the Livingston Channel in this demonstration time not counting the winter time. The pollution problems (oil spills etc.) are more serious in the good weather than it is in the winter, in the ice etc..

Being an former Corps of Engineers employee for five years and a diving contractor for 20 years so far I feel there are more important things to improve or first No. 1 open up the Trenton Channel so we'll have an all American Channel.

No. 2 Pollution Clean up Technology needs improved to handle year around problems if year around shipping is permitted.

Thank You! - Yours truly,

C. E. Cosgro

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Salvage Operations
and; Oil/Hazardous Substance Contingency Plans

Charlotte Community Association
P.O. Box 4760 • Rochester, New York 14612

June 21, 1979

CHARLOTTE COMMUNITY ASSOCIATION ROCHESTER, NEW YORK

TO: Detroit District, Corps of Engineers

RE: Response from the Charlotte Community Association, Rochester New York to the Survey Study for Great Lakes and St. Lawrence Seaway Navigation Season Extension

Gentlemen:

We first became aware of this study by an article in the Rochester Times Union announcing the May 1979 hearings at Ogdensburg. The article quoted the substantial cost benefits to the Rochester area. Our response was to question the validity of those calculations. We called the Corps of Engineers office at Buffalo and were referred to Detroit. We have yet to see any solid data to support the cost benefits.

We attended an informal review in Rochester by the Buffalo Corps Office on June 12 and again challenged the projected savings for the Rochester area.

Background
The Rochester Port established in 1804 enjoyed a brisk trade, largely with Canada, for many years. Wheat from Canada was shipped to Rochester for milling. Lumber for railroad ties was also an important product. As Canada became more independent the volume diminished.

For many years coal was shipped from the Pennsylvania fields through a ferry service to Coburg Canada. In the 1950's this was discontinued as uneconomic.

In 1957 the County of Monroe and the City of Rochester hired Walter Peddon to do a study of the Port. This report urged those bodies to establish a Port Authority and predicted a ten fold increase in business with substantial economic benefits. It predicted a thriving bulk cargo port.

Twenty years later and after writing off 752,000 dollars as a bad debt, those same bodies abolished the Port Authority. The only bulk cargo now unloaded from the Rochester Portland Cement plant in Picton to a transfer point in Rochester is discharged three miles upriver and does not use the port terminal. There is NO general cargo. The existing buildings are used for warehouses for goods moved by rail and truck.

While the shipping activity has declined, the recreation activity has increased. Mooring space is tight. Fishing activity has shown a remarkable upsurge. Water quality has improved at adjacent Ontario Beach Park so that attendance is rapidly increasing. This park is on a bus line and will become more active as energy supplies tighten.

It appears to us that the greatest community benefit of the Port Area will be expansion of recreation. The County of Monroe has recognized this with refurbishing of Ontario Beach Park and the construction of a launching ramp to meet the projected demand for general boating and salmon fishing.

Nature of the Rochester Area Business

Rochester is essentially a high technology town. It ships high value and realitively low volume of cargo. Examples include machine tools, optical instruments, cameras, film, copiers, carburators, motors. Because of the high value shipments must be despatched immediately to optimize return on investment. This is now accomplished by overnight delivery to East Coast ports and prompt forwarding.

Report Projections

1. Table 9 E - 49 shows an increase in volume from 202 m tons in 1980 to 674 m tons in the year 2040. We assumed this was for cement originally. Since the Monroe County population has stabilized at about 700,000. This would mean a ton of cement for every resident. This does not seem realistic.
2. At the informal meeting in Rochester in May 1979 we were told that the savings would be largely in general cargo. Since after 20 years of effort we have NO general cargo it doesn't make sense that extending the shipping season would cause a magic turn around.
3. In terms of capital cost at the port. A 20 million dollar ice breaker bould be stationed at the port. No provision has been made for modifications at the port to handle the cargo. On page E - 55 it is stated "that any harbor facilities are self liquidating and are not a part of the project cost." The City of Rochester, owner of the port, indicated skepticism of overall projections of increased growth. If additional investment would be required should it not come into the cost benefit equation?
4. The statement on Table 7 page 139 of new jobs added does not seem to consider the disbenefits of those jobs lost in trucking and rail.
5. We are now attempting to revitalize our railroads. What would the effect be on this work?

C-1-b-118

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ECONOMIC JUSTIFICATION - HARBORS IN RECOMMENDED PLAN

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
REGIONAL ECONOMIC ANALYSIS
Methodology and Benefits Calculation

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
INTERMODAL IMPACT ANALYSIS

For Rochester the over riding question is whether or not the complete turnaround of shipping of general purpose cargo can be accomplished by extending the shipping season. If not the savings could be almost zero for a significent investment.

We do not favor the proposed extension.

cc: Donable
Horton
Javits
Moynihan

Charlotte Community Association
John Ferraro, President

294 Beach Avenue
Rochester, New York 14612

Detroit Edison
2000 Second Avenue
Detroit, Michigan 48226
(313) 237 8000

June 22, 1979

Colonel Melvyn D. Remus
District Engineer, Detroit District
U.S. Army Corps of Engineers
P.O. Box 1027
Detroit, Michigan 48231

Subject: Corps of Engineers, Survey Study, Navigation Season Extension, report dated March, 1979

Dear Colonel Remus:

On March 8, 1979, Detroit Edison issued a public statement that identified our continuing effort to select the most dependable and economical fuel which, when delivered to and burned in our power plants, enables us to continue to serve electric power to our customers. Our letter to Colonel Remus dated May 3, 1979, reinforced this position. This letter intends to compliment these two earlier statements by addressing briefly, several other major factors in your study.

C-11-D-119

Generally speaking, a longer navigation season, if it can be achieved in a manner that is compatible with our continued plant operations, can only benefit Edison; perhaps by providing us with newer options for the receipt of fuel by water, or, perhaps by enlarging our present options. This may result in more favorable shipping rates, less costly storage and handling requirements at the plant, better delivery schedules, and so on.

Since the details of your implementation plan are not available at this time, our detailed response to your plan cannot be developed. Edison does wish to indicate, however, that we favor extending the season, primarily because we believe an extended season will ultimately benefit the residents of Southeastern Michigan.

Let me conclude this letter by addressing several of our concerns that we hope to work closely with you in seeking a resolution, as your plans develop.

Ice on the Great Lakes provides us with a continuing challenge to sustain the operation of our plants. We have experienced blockage of our cooling water intakes because of heavy ice cover and the buildup of broken and flowing ice. Most of our generating facilities are at the waters edge, occasionally leaving us vulnerable to structural damage caused by ice, and water currents related to ice floes. It is our desire that we be kept continually appraised of

See: APPENDIX A, PROBLEM IDENTIFICATION
EXTENDED NAVIGATION SEASON PROBLEMS
St. Clair River-Lake St. Clair-Detroit River System

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Ice Control Structures

Detroit Edison
2000 Second Avenue
Detroit Michigan 48226
(313) 237 8000

your detailed plans, to assure that results of the engineered methods used to extend the navigaion seacon are compatible with our needs for maint ining and operating our vital generating facilities. We will be happy to work closely with you, as your plans develop.

Thank you for the opportunity to comment on this important and far reaching study.

Peter H. Cook, Supervisor
Civil Engineering Group II

C-II-D-120

Sunflower Association of America

July 12, 1979

The Honorable James Abdnor
House of Representatives
Washington, D.C. 20515

Dear Congressman Abdnor:

At our most recent Sunflower Association of America Board of Directors meeting, the feasibility of extending the shipping season of the Great Lakes from the Duluth/Superior port was discussed at length. The ideal situation, it was agreed, would be a 12-month shipping season. However, extending the season 30 or 60 days would be of great benefit to the entire sunflower industry.

The sunflower acreage keeps expanding, putting greater demands on Duluth/Superior terminals. Last year, for example, oil-type sunflower harvested amounted to 2,559,000 acres. The expected 1979 harvested acreage of oil-type sunflower should reach 4,993,000 acres. All but about 59,000 of these acres are being grown in the states of Minnesota, North Dakota and South Dakota. An estimated 75 to 80 per cent of this seed would be eligible for export via the Great Lakes. The remainder will probably be crushed and the oil either used domestically or exported.

In most years, the Duluth/Superior shipping season ends in the first half of December. The farmers may start their sunflower harvest (if it is an early one) in late September, but most likely in October. By the time the seed arrives in Duluth/Superior and is in position to be exported, it leaves about a 60-day period to move that seed that has been sold for export through the port.

In the fall of 1978, about 60 per cent of the sunflower seed harvested moved to the head of the Lakes and was exported. This amounted to about 900,000 tons. With the increased acreage for 1979, it is going to call for more country storage and a demand for a longer shipping season.

If a longer shipping season was feasible, it would help our exporters establish broader markets for this new cash crop for the American farmer. Your immediate attention to this matter would be greatly appreciated.

Sincerely yours,

Richard Kalgren

Richard Kalgren, President
Sunflower Assn. of America Box 3002 Fargo, ND 5810[illegible]

DIRECTORS
President
Richard Kalgren
Arnold Lenon Co
Vice President
Ron Tschetter
Sgoo Sun Products
Secretary-Treasurer
Richard Wagner
Ada Feed & Seed
Joseph Smith
Agricom International
Herbert Steed
Cargill Inc
D L Wilson
Chahee Coop Elevator
Ron Olson
Continental Grain
Ralph Tyler
Cargill & Co
Harmon Coop Grain
Ralph Hoffman
Honeywell Products
Interstate Seed
Mark Hanson
Mon Dak Seeds Inc
Mon Farm Bureau
Mon Farmers Union
Mon Sunflower Council
Carl Gustafson
Peoples Company
Ed Brown
Pierre Corp Of Mich
Alfred C Toepfer
C-11-D-121

The Cleveland-Cliffs Iron Company
Offices 14th Floor Union Commerce Building
Cleveland, Ohio 44115

R. J. KANE
VICE PRESIDENT
GOVERNMENT RELATIONS

July 24, 1979

U.S. Army Engineer District
Detroit, Michigan

ATTENTION: Chief Environmental Resources Branch
P.O. Box 1027
Detroit, Michigan 48231

C-II-D-122

Gentlemen:

I am attaching hereto the statement made in Lansing, Michigan at the hearing conducted by the Army Corps of Engineers on Winter Navigation.

It is the position of The Cleveland-Cliffs Iron Company that a flexible length of season is necessary to meet the variable needs of the steel industry. For instance, in 1977, the iron ore miners strike lasted almost four months and was concluded about December 1. It would have been disasterous to the national economy if iron ore could not have been shipped well into the year 1978.

Another point is the inroads of foreign ore into the U.S. Rio Doce, the world's largest iron ore mining company, is desparately trying to increase its position in the U.S. market. When the domestic steel mills are in dire need of ore, Rio Doce ore will be available - via a long term contract. Please see attached ad that was placed in the December 12, 1977 Skillings Mining Review.

Sincerely,

Robert J. Kane
Vice President-Government Relations

RJK:cl
Attachments

STATEMENT ON
NAVIGATION SEASON EXTENSION

BY

E. B. JOHNSON
SENIOR VICE PRESIDENT-OPERATIONS
THE CLEVELAND-CLIFFS IRON COMPANY

TO

MICHIGAN DEPARTMENT OF TRANSPORTATION
PUBLIC MEETING, LANSING, MICHIGAN
MARCH 8, 1979

C-21-D-123

The Cleveland-Cliffs Iron Company manages, operates, and owns interests in five iron ore mining and pelletizing joint ventures in Michigan's Upper Peninsula. We and our steel company partners have invested over one billion dollars in these joint ventures since 1970. The employment and general economic contributions of these ventures to Michigan and the nation are substantial.

By 1980 upon completion of current expansions, these mining ventures will be shipping approximately 20 million tons of iron ore annually from the ports of Escanaba and Marquette to steel plants in Michigan, other Great Lakes states, and Canada. Additionally, about 2 million tons of coal will be shipped annually to Marquette from other Great Lakes ports to fuel the power plants serving these mines. These bulk commodities are shipped predominately by water in vessels of many Great Lakes fleets including the Cleveland-Cliffs' fleet.

Iron ore is a global commodity which is freely traded and in abundant supply. It is a critical economic ingredient in the production of steel. Foreign suppliers, frequently government-owned or subsidized, are continually attempting to capture U.S. markets for iron ore delivery. The competitiveness and -- therefore -- the jobs of Michigan's iron ore mining industry are greatly affected by transportation costs, energy costs, and environmental and taxation policies.

The wonderful resource of the Great Lakes has allowed Lake Superior Region iron ore producers and steel company consumers to use energy-efficient and environmentally advantageous water transportation for movement of product and supplies. We have a natural transportation proximity which partly offsets the lower labor costs, government subsidies, lesser environmental restrictions, and higher grade natural ores that our foreign competitors enjoy. Also, foreign sources can ship iron ore to U.S. steel mills 12 months per year.

Despite our transportation advantage, about one-third of the total ore consumed in the United States is imported. And we are all familiar with the more publicized quantity of steel imports: over 21 million tons (about 20% of U.S. steel consumption), adding over $5 billion to the nation's trade deficit in 1978. Any increase in the delivered cost of domestic iron ore to the steel mills or decrease in the availability of that ore when needed forces the steel producers to use even more foreign ore supplies in order to stay competitive in the face of such massive steel imports. Imports of foreign ore and steel represent jobs not available to U.S. workers. Conversely, any reduction in the delivered cost or increase in the availability of domestic ore enhances job security for our workforce.

Cleveland-Cliffs and other fleets historically have operated in winter conditions before and after December 15, the so-called "normal closing" of the navigation season. The fleets have traditionally served the producers and consumers of ore, coal, limestone, oil, etc. by delivering these commodities when needed, not necessarily when the weather was "summer sailing". The accumulation of sailing experience in winter conditions, the need to increase availability of domestic deliveries to compete with foreign capability, and the need to lower the delivered cost of materials have led industry, government, and labor to study the total feasibility of extending the navigation season to encompass a greater period of winter conditions.

C-11-D-12%

The Cleveland-Cliffs Iron Company, as a major Michigan supplier of iron ore to the steel plants in Michigan, other Great Lakes states, and Canada, believes that the navigation season should be extended as long as economically and environmentally feasible and that season length should continue to be adjustable from year to year in accordance with weather conditions and commodity needs. An arbitrary closing date, such as December 15, would be unrealistic and uncompetitive in the iron ore market. We endorse the statement being presented here today by Vice Admiral Paul E. Trimble, President of Lake Carriers' Association.

Cyclical economic conditions and special circumstances dictate a flexible approach. For example, in 1977 a four-month strike at the iron ore mines seriously depleted ore stockpiles at the steel plants. These stockpiles have not yet been restored to required levels despite substantial winter shipments in 1977-78 and 1978-79 seasons. An inability to ship by water at such critical times could result in steel plant facility shutdowns and worker layoffs or force long-term reliance on more foreign ore with consequent loss of mining jobs. A shortening of the navigation season would also increase pressure for costly and environmentally more difficult expansion of the Great Lakes waterway system to provide greater transportation capacity for economic growth.

Materials must move to support the economies and employment of the State of Michigan and the nation. Waterway movement is the lowest cost, most fuel efficient mode for the immense bulk commodity traffic in the Great Lakes states. Shipment by other modes, even if possible, would be more environmentally disruptive, more costly, and more fuel intensive. It is imperative, therefore, that we emphasize our area's natural advantage in the real world of competition with foreign producers.

We appreciate the opportunity to present this statement and we would be pleased to answer your questions.

C-11-D-125

AGRICOM INTERNATIONAL

POST OFFICE BOX 2022, SAN FRANCISCO, CALIF. 94126
CABLE ADDRESS "AGRICOM" TELEPHONE (415) 421-2764
UCA 270227 TELEX 340866

July 30, 1979

Representative James Abdnor
Rm. 1221
Longworth House Office Building
Washington, D.C. 20515

Re: Great Lakes - Season Extension

Dear Representative Abdnor:

We are regularly engaged in the export trading and shipping of sunflower seed. In fact, this is our major activity.

C-11-D-126

The sunflower crop in the ground now will be harvested in October, providing no further delays arise. Our American farmers have planted record acreage and the 1979 production will, most likely, be 75 to 80 percent higher than the 1978 production. The major portion of this seed is produced in North Dakota, South Dakota and Minnesota. Logically, the bulk of the export movement goes through the lake ports of Duluth/Superior.

With the large increase in production, the terminal and loading facilities will be pressed beyond capacity. This will result in delays in loading and thereby require more time to get this increasingly important cash crop afloat.

A twelve month shipping period from the lakes would be the ideal situation but we realize that many things would have to be worked out first. An extension for this year of 30 to 60 days could relieve the potential problems. Your prompt assistance to accomplish such an extension is earnestly solicited.

Yours very truly,

AGRICOM INTERNATIONAL

T. J. Carney

T. J. Carney

TJC:ls

Michigan Audubon Society

Oct. 18, 1979

Corps of Engineers
Detroit, Mich.

Dear Sirs:

The 10,700 Michigan Audubon Society members are solidly against the boondoggle of winter navigation. The destruction to the spawning areas in the St. Mary's river and shores of the great lakes alone is enough to stop the project. Without mentioning the danger from oil and chemical spills. Michigan has no further desire to further subsidized U.S. Steel.

We are furious that your last report mentions no ground swell of opinion on the part of the people of Michigan toward this project. As field man for M.A.S. I am in constant touch with the 39 chapters of our state society, and I have yet to hear anyone in favor of this project.

It is our hope that this project will die without the expense of having to go to court to stop it.

Audubonly yours,

Robert A. Whiting

Robert A. Whiting
Field Representative
Michigan Audubon Society
2504 St. Jude
Jackson, Mich. 49203

C-II-D-127

See: APPENDIX F, ENVIRONMENTAL
ENVIRONMENTAL IMPACTS OF THE PROPOSED PROGRAM
Impact on the Fisheries Resources

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Oil/Hazardous Substance Contingency Plans

See: APPENDIX C, PUBLIC VIEWS AND RESPONSES ON THE REPORT AND ENVIRONMENTAL IMPACT STATEMENT

This is recycled paper — please use it again.

PRIVATE CITIZENS

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Mr. John Behan
15 Montcalm Avenue
Plattsburgh, N. Y. 12901
April 11, 1979

Col. Daniel Ludwig
U. S. Army Corps of Engineers
District Engineer, Buffalo District
1776 Niagara
Buffalo, New York 14207

Dear Col. Ludwig:

Enclosed is a summary of a report concerning the proposal for Winter Navigation of the St. Lawrence Seaway. The report is the result of a semester research project I conducted at the State University of New York College at Plattsburgh's Institute for Man and Environment.

C-II-P-136

The study concerns the impact of Winter Navigation on the 3150 shoreline property owners in the United States' Thousand Islands Region. A random sample of these people were surveyed and their perceptions of various aspects of the Winter Navigation Proposal are contained in this summary.

This study also deals with the impact of Winter Navigation on the year-round residents of Grindstone Island, Clayton, New York. These people depend on the solid ice cover for transport to the mainland during the winter for employment, medical, shopping and other purposes.

This report only represents these two specific groups of people, although it is hoped that this information will provide some insight into the understanding of the problems associated with Winter Navigation as perceived by these people.

Sincerely yours,

John Behan

JB:mw

Enc.

RESEARCH REPORT

SUBMITTED TO
THE INSTITUTE FOR MAN AND THE ENVIRONMENT
OF THE STATE UNIVERSITY
OF NEW YORK COLLEGE AT PLATTSBURGH

THE ST. LAWRENCE WINTER NAVIGATION PROJECT: A SOCIOLOGICAL PERSPECTIVE

Thousand Islands Shoreline Property Owner Survey and Grindstone Island Winter Resident Study

Executive Summary

C-II-D-131

Personnel: John Duhan
Date: February 15, 1979
Primary Advisor: Dr. Wade H. Andrews
Secondary Advisor: Dr. James H. Falvey

PART I

Introduction

This study is divided into two parts: the first is an investigation into shoreline property owners' attitudes in the Thousand Islands Area on the St. Lawrence Seaway toward the proposal to navigate the St. Lawrence River in the winter months.

The second part is a study of the effect of the project on the winter residents of Grindstone Island, New York.

Methodology

A systematic random sample of 14 percent (450) of property owners was drawn from the 3150 shoreline properties in the Thousand Islands area. (Towns of Cape Vincent, Clayton, Orleans, Alexandria, and Hammond. The sample error for a population of this size is less than 5 percent.) A questionnaire was developed and pretested and the final version was mailed to the shoreline property owners. A follow-up letter was mailed to urge non-respondents to return the completed questionnaire. A response rate of 69.3 percent was achieved.

An integrated system of computer programs designed for the analysis of social science data, the Statistical Package for the Social Sciences (SPSS) was utilized in the analysis of the data.

C-11-b-132

RESULTS

General Background Information

(Data are represented with adjusted frequency in percent. Blank responses are ignored in these calculations unless noted otherwise.)

The shoreline property owners in the Thousand Island Region appear to have a fairly high income with 75 percent reporting incomes of over $15,000. (This can be expected as a good majority of the properties were classified as vacation or second homes.) Over 60 percent of the shoreline property owners report an education level of some college or higher.

The property owners appear to be quite stable in relation to the length of time the property has been owned. 45 percent report owning 20 or more years and 34 percent 10 to 19 years. A strong majority of the properties are classified as vacation homes, (61 percent). An additional nine percent were classified as permanent residences.

Fifty-four percent use the property in the summer only, 47 percent use the property during all the seasons.

Knowledge and Awareness of the Project

Eighty-nine percent of the shoreline property owners reported that they had heard of the proposal and only 11 percent had not heard. This indicates a high level of awareness.

Three-fourths of the shoreline owners report they have been following the project "fairly closely" to "somewhat", while another 15 percent report following the development "very closely". This shows a high level of interest among these people.

C-12-D-133

To determine the degree of the accuracy of the knowledge of these people, they were asked to identify the agency responsible for carrying out the demonstration project to determine its feasibility.

Almost 50 percent said they did not know who was responsible and 18 percent gave an incorrect response. About 36 percent identified the Army Corps of Engineers.

Fifty-eight percent of the respondents felt those responsible for carrying out the demonstration project had done a poor to very poor job in informing them about the project. Twenty-five percent felt that a fair job was done and 17 percent felt a good to very good job was done in keeping them informed.

Sixty-nine percent of the respondents were conscious of the two public hearings that were held locally. Twenty-four percent replied there were no (or didn't know of the) hearings.

The newspapers were the most important source of information for 56

percent of the respondents, followed by friends (18 percent), radio and T.V. (11 percent), public group (8 percent), public hearing (4 percent), and mailings (4 percent).

Activities

Twenty-one percent of the shoreline owners signed petitions, 19 percent read the project engineering and environmental reports, 16 percent mentioned "other" (ie. followed newspapers, etc.), 13 percent attended a public hearing, 8 percent joined a public group concerned with the project.

Perceptions of the Project

Over 70 percent of the respondents disagreed to strongly disagreed that the Winter Navigation Plan would contribute to regional economic development. Thirteen percent agreed to strongly agreed, and 17 percent were undecided.

Over 80 percent disagreed to strongly disagreed that the Winter Navigation Plan would enhance environmental quality.

Over one-half of the shoreline property owners disagreed to strongly disagreed that the Winter Navigation Project would make better use of the water transportation system. One third agreed that the project would make better use of the water transportation system.

Forty-nine percent disagreed to strongly disagreed that the project would enhance trade. Almost one-fourth were undecided.

A very strong majority (85 percent) of the shoreline property owners in the Thousand Island Region disagreed to strongly disagreed that the Winter Navigation Project would benefit shoreline owners.

Nearly two-thirds of the respondents agreed to strongly agreed that the project would disrupt fish, vegetational and other wildlife habitats. Twenty percent were undecided and 15 percent disagreed.

Over 70 percent of the respondents felt shore structures such as docks, etc., would be damaged by the Winter Navigation Project. Over two-thirds

of the respondents feel mechanisms to handle oil spills in the Seaway are inadequate.

Uses of the Ice

Over one-half the shoreline owners go out on the river ice in the winter. Forty-nine percent never go out on the ice.

The shoreline owners rarely cross the frozen channel for serious purposes, while nearly one-fourth cross the frozen channel for recreational purposes.

Thirty-five percent of the respondents ice-fish on the river, 32 percent walk on the river ice, 24 percent snowmobile on the frozen river, 18 percent skate, 14 percent cross-country ski; 5 percent ice-boat and 5 percent report "other".

Aesthetic Impact

Two-thirds of the shoreline owners felt the beauty of the river would be decreased by the channel cut in the ice, icebreaking activity, etc. Twenty-six percent were undecided and 8 percent felt the beauty would increase.

C-II-D-135

Effects on Way of Life and Other Perceptions

A considerable amount of space was set aside on the questionnaire to allow the respondents to explain, in essay fashion, how they expected the project to affect them. Many (40 percent) of the respondents felt the project would have little direct effect on their way of life.

The many different effects that were expected to occur on the shore owners' way of life and other perceptions are summarized below, (listed in order of frequency of mentions).

1. Shoreline damage; 27 percent.
2. Lower quality of life, disruption of tranquil winter setting, negate reason for living on the river; 26 percent.
3. Dock and boathouse damage, extra maintenance, etc.; 26 percent.

4. Environmental injury, increase pollution, negative aesthetic impact, etc.; 18 percent.
5. Increased likelihood of oil spills; 13 percent.
6. Decrease in property values, question of liability if damage occurred; 12 percent.
7. Question on technical feasibility; 11 percent
8. Deter winter activities, such as work, recreation; 11 percent.
9. Water level control problems; 7 percent. *(Also many mentioned they felt the inactive winter period allows the river to recover from pollution injuries); 9 percent.
10. No benefits to be obtained from the project; 6 percent.
11. Economically profitable, increase commerce, etc.; 4 percent.

Another open section was provided in the questionnaire to allow the respondents to list any additional comments concerning the project. These are listed below in order of frequency of mentions. (Comments previously listed above are not duplicated)

1. The Winter Navigation Project is not economically feasible, not necessary, waste of money, etc; 17 percent.
2. Damage river's economy; (ie. tourism, fishing, etc.) 13 percent.
3. Shipping companies should pay expenses, too much tax support for big business, only large companies will profit, no profit for New York, is Canada willing to pay; 12 percent.
4. Thousand Islands area should be utilized primarily as a recreational resource, and winter navigation would decrease the recreational value of the area; 11 percent.
5. More information is needed (better publicity), how much money will be generated, etc; 8 percent.
6. Winter navigation will be difficult on islanders, concerns for the safety of others on ice; 6 percent.

7. Can't trust Army Corps of Engineers, the project is a pork-barrel for the Midwest, etc.) 5 percent.

8. See no harm in project, problems can be solved; 3 percent.

The preceding section of the questionnaire was often filled with insightful, intelligent, and interesting comments. It would be impossible to duplicate all of them. The following quotation is not atypical of a response in this section of the survey:

"As a retired person, repairs without redress will be ruinous...great expenditures of taxes for businesses who should PAY (respondent's emphasis) for its cost if they want it. Recurrent mess from each oil spill. Cutting off of winter populations from the mainland and many others.

"The credibility gap is a helluva lot wider than the St. Lavrence! And benefits would accrue to the already rich at the expense of the poor and middle class."

C-II-D-137

Overall Evaluation

One-half of the shoreline owners strongly disapprove of the Winter Navigation Proposal, an additional 21 percent disapprove. Fifteen percent are undecided. Ten percent approve and 4 percent strongly approve.

PART 2

Grindstone Island Winter Resident Study

The second objective of this study is to report the social impacts of Winter Navigation on a unique group of people, the Grindstone Island residents. These people depend on the solid ice cover for transportation to the mainland for groceries, medical attention, employment, etc. The Winter Navigation Project can have a serious effect on these people.

Interviews were conducted with either one or both of the heads of households during November 1978. Seventeen of the twenty-one year-round resident families were interviewed. Much information was obtained about living on the island and the problems that would be encountered with Winter Navigation on the St. Lawrence River.

Over 70 percent of the resident families have lived on Grindstone Island over ten years, one-third are farms. All reported following the project fairly closely, with one-half attending a public hearing, one-half read the project's environmental and engineering reports. Sixty percent identified the Army Corps of Engineers as being the agency responsible for demonstrating the feasibility of Winter Navigation. Three-fourth's of the residents felt a poor job has been done in keeping them informed. The Grindstone Island residents utilize the solid ice cover quite regularly- 88 percent use the ice daily. All the residents cross the frozen channel several times to daily during the winter for serious purposes such as work, medical attention, shopping, etc. The K-6th graders attend a one-room schoolhouse on the island and the 7th through 12th graders board in the village of Clayton, Monday through Friday during the winter.

Almost all the residents snowmobile on the ice, three-fourth's ice fish, three-fourth's walk on the ice, one-half of the residents ice-boat, one-half skate and eighteen percent cross-country ski.

C-II-D-138

Eighty-eight percent of the Grindstone residents feel the beauty of the river will be decreased with Winter Navigation.

The residents of Grindstone Island feel Winter Navigation will have a severe effect on their way of life. Many feel it will be an infringement on their rights, pointing out they have been depending on the ice bridge for generations. They complained that little attention has been given to their situation by those responsible for the Winter Navigation Project. An alternate route that has been suggested would be unsafe due to unpredictable ice conditions in that area, and unacceptable due to the distance involved to get to the nearest village, (between 10 and 15 miles).

Many respondents mentioned the tranquility and quiet beauty of the area in the wintertime and how this would be adversely affected if Winter Navigation were to be allowed. Water quality and pollution were important issues as many islanders feel the river is allowed to purify itself from summertime abuse during the winter period. The effects of Winter Navigation on fish and wildlife was a chief concern of the Grindstone residents. Many felt an oil spill in winter conditions would be disastrous. There was a question of how an emergency could be handled if there was a channel of open water separating them from shore.

Many residents felt they had little effect on the outcome of the project. "If the big companies want it, they'll get their own way and we'll have to move."

All felt the project was in opposition to their interests. "Living on Grindstone all my life, it doesn't seem fair to me that our life will have to be changed. It is God's way of making it easier for us to cross in the winter and man has to spoil it for us."

All mentioned being "cut off" from the mainland. "Here on the island it will be a total disruption of our way of life during the ice season. A total infringement on our rights!"

Many residents felt the project was a profit-motivated venture of large

corporations being unjustly supported by taxpayers. "The river must not suffer for the profit, and there is a doubt as to the extent of this profit, for a few!"

Conclusions and Recommendations

Many of the planning objectives and technical criteria set down by the Army Corps of Engineers in their environmental impact statement[1] have yet to be realized, as perceived by the shoreline property owners in the Thousand Islands region and the permanent residents of Grindstone Island.

These objectives prescribe that the Winter Navigation Project provide a plan which:

-is acceptable to the public.

-would enhance environmental quality.

- would contribute to regional development.

-would have a beneficial effect upon riparian owners.

-would make better use of the water transportation system.

It is understood that this study only represents the Thousand Island's Region and Grindstone Island, and in this light the following recommendations are made:

1. That further study be done using the active approach in gaining insight into the social aspects of Winter Navigation. The study area should be increased to include other groups and other regions.
2. That the unique situation of the Grindstone residents be given special attention, and that all feasible measures are taken to insure that these people are not neglected in the decision-making process.

[1]U.S. Army Engineer District, 1978. Survey Study For Great Lakes-St. Lawrence Seaway Navigation Season Extension, Preliminary Draft, Main Report Corps of Engineers, Detroit, Michigan, p. 38-40.

C-11-D-140

Star Route
Clayton, New York
April 16, 1977

Dear Colonel Remus,

I object strongly to your proposal of installing fixed navigation aids in the St. Lawrence River. There is really no need for them, buoys being quite sufficient. Rock Island Light House off Fisher's Landing and Wellesley Island could be used once again and save alot of money, instead of a new fixed aid.

I insist you have a public hearing so I can air my attitude and ideas.

Frances V. Purcell

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Aids to Navigation

C-11-0-151

April 17, 1979

Alan Cranston
United States Senate
Washington, DC. 20513

re Info. on the status of the proposed Winter Navigation Program

Dear Mr. Cranston

I'm writing you about two very important environmental issues. The first is the proposed Winter Navigation Program that would endanger all of the St. Lawrence River. Many members of my family live, work, and vacation on the river, and any increase of river traffic, as proposed by the Army Corps of Engineers would ruin property along the shores as well as affect the wildlife environment. I propose the year-round navigation studies be discontinued since such proposals would scarr one of the most beautiful spots on earth to satify the economic needs of the few

See: APPENDIX B, FORMULATION OF DETAILED PLANS
IMPACT ASSESSMENT
Social Well-being
and; ENVIRONMENTAL IMPACT STATEMENT
PART V, ENVIRONMENTAL EFFECTS

C-11-4-142

the other vital issue is involved with California. Please use the influence of your office to remove the Northern California Coastline from the proposed Department of Interior Lease Sale Number-53 Off-Shore drilling plan.

Sincerely,

Elizabeth Van Buren
418 8th St.
Petaluma, Ca. 94952

SWAN, FITCH AND PEMBROKE
ATTORNEYS AND COUNSELORS AT LAW
SUITE 910
10 WEST MAIN STREET
ROCHESTER, NEW YORK 14614
(716) 546-3940

WILLIAM H. SWAN
JULIAN M. FITCH
CHARLES A. PEMBROKE, JR.

April 26, 1979

U. S. Army Engineer District
Box 1027
Detroit, Michigan 48231

Atten: NCEED-PB

Gentlemen:

I am on your mailing list and have received your notice of a Public Meeting on May 9th in Massena, New York, and on May 10th in Watertown, New York, concerning winter navigation on the Great Lakes.

I have previously indicated my opposition to such navigation. I will be unable to attend either meeting.

As an owner of several Islands in the St. Lawrence River near the American shipping channel, I wish again to record my opposition.

JMF:D

Very truly yours,

Julian M. Fitch

C-II-D-43

50 Knollbrook Road #7
Rochester, N.Y. 14610
April 27, 1979

U.S. Army Engineer District, Detroit
NCEED-PB
Box 1027
Detroit, Michigan 48231

Gentlemen:

As a long-time owner of resort property on the St. Lawrence River, I am violently opposed to winter navigation on the river. I am a member of Save the River Committee and will continue to back this organization's efforts to keep the St. Lawrence Area the unspoiled waterway that it is and should remain.

C-11-D-144

Sincerely,

Carol Fox

Carol Fox

cc: Save the River Committee
Alexandria Bay, N.Y. 13607

C-II-D-165

Chas. E. Titchener
R.D. #3. Box #73
Windsor, New York 13865
4-29-99

To whom it may concern:

Having listened to my Grandfather tell of the many years he vacationed on the St. Lawrence river, the beauty, the excellent fishing & the sparkling clean water I myself have gone there to vacation & enjoy the beauty, good fishing & everything else he always talked about for almost 30 years now. until the opening of the sea-way, I found everything my grandfather said was absolutely the truth. I'm glad he has long passed away - so he can't see what changes I have seen, in the river in the last 15 or 20 years.

I'm not one to stand in the way of progress - but I sincerely feel that the sea-way the way it is now - and the amount of time it is open for shipping - must make enough money for big business to keep big profits at the expense of the little taxpayer is getting out of hand in this country.

I'm sure that if the appropriations -

Committee & the powers that be, come up with the $2.3 million or so for what ever the project cost. (and I'm sure they will be skyrocketing) the Corps can find some better use & have worth while projects than Winter-Navigation on the St. Lawrence river. (only to make big business richer at our expense). Haven't we spoiled the world: clear water - and the natural wildlife, fishing & etc. enough? Lets leave a little something for the future & generations to come

Sincerely,
Chas. E. Zittleman

C-II-D-145

Charles Timbrook
3 Rd. 73 St.
Windsor, NY.
13865

BINGHAMTON, N.Y. 139
PM
2 MAY 1979

50 YEAR
FLIGHT SIMUL
1929 -

U.S. ARMY ENGINEER DISTRICT
DETROIT ATTN:
NCEED - PB Box # 1027
DETROIT, Michigan
48231

April 30, 1979

U.S. Army Engineer District
Detroit
Attn: NCEED.PB
Box 1027
Detroit, Michigan 48231

Gentlemen,

I wish to state that I am against winter navigation in 1979 on the St. Lawrence river. I have been a summer resident there for 34 years and am strongly in favor of protecting the environment of that area.

Sincerely yours,

Sarah R. Junkz

C-II-D-167

Johnson/Cowan inc.
1601 North El Centro Avenue
Hollywood, California 90028

U.S. Army Engineer District
Detroit
Attn: NCEED-PB
Box 1027
Detroit, Michigan 48231

FITZSIMMONS HYDRAULICS INC.

BOX 93
CLARENCE, NEW YORK 14031

Ship to:
9560 County Road
Clarence Center, N.Y. 14032

APRIL 30, 1979

U.S. ARMY ENGINEER DISTRICT, DETROIT
NCEED-PB BOX 1027
DETROIT, MICH. 48231

GENTLEMAN:

THERE ARE MANY WORTHWHILE PROJECTS THAT URGENTLY NEED THE ATTENTION OF THE U.S. CORPS OF ARMY ENGINEERS.

WINTER NAVIGATION ON THE ST. LAWRENCE RIVER SHOULD NOT BE ONE OF THEM.

PLEASE HELP PUT A PERMANENT HOLD ON THIS PROJECT.

SINCERELY YOURS,

MICHAEL M. FITZSIMMONS

C-11-D-145

CHARLES D. SNELLING
3040 GREENLEAF STREET, ALLENTOWN, PENNSYLVANIA 18104

1 May 1979

U. S. Army Corps of Engineers
U. S. Army Engineering District Detroit
Attention: NCEED-PB
Box 1017
Detroit, Michigan 48231

Gentlemen:

Please provide me copies of the draft main report and draft environmental statement concerning the proposed winter navigation for the St. Lawrence River.

You may be interested in the fact that I favor your program, and I hope to be able to testify as the May 10 meeting. If not, I will surely submit written comments. If I journey from Allentown to Watertown, may I be assured of an opportunity to voice my opinions?

Sincerely,

Charles D. Snelling

CDS/slm

P.S. I have boathouses, docks, facilities and islands within less than a thousand feet of the St. Lawrence seaway channel, so I am certainly a party at interest.

C-II-D-149

Rec'd 1 May 1974

3012 Chestnut St.
Lafayette Hill, Pa.
19444

Dear Sir: —

Do not let winter navigation start in the St. Lawrence River!

Keep the river beautiful & protect us small homeowners.

Yours truly

Mrs. Ollie D Johnson

C-11-D-150

10 BOUDINOT STREET
PRINCETON, N. J. 08540

May 3 - 1979 -

U.S. Army Engineer District - Detroit.
attention N.C.E.E.D. - P.B.
Box 1027 - Detroit. Michigan 48231 -

Dear Sir.

As a summer resident of Grindstone Island for 56 years - add my voice in opposition to Winter Navigation in the St. Lawrence River - People are more important than politics and must be considered in a country founded as ours was, very truly

Caroline P. Wright

C-12-0-151

46 Emerson Rd.
Winchester, Mass. 01890
May 3, 1979

U. S. Army Engineer District, Detroit
Attn: NCEED-PB
Box 1027 Detroit, Michigan 48231

Dear Sirs:

As a landowner on Grindstone Island, Clayton, N. Y. and a member of the Save The River Committee I want to express my great concern over the idea of winter navigation in the St. Lawrence River. Having lived on Grindstone Island all the summers of my life I well know how seriously such a condition would affect the lives of the island people. People and their lives are my first concern but I would think as a second concern, that intelligent minds would not make the mistake of ruining another great and beautiful waterway and all the ecology it entails. Those mistakes have already been made. Why can't we learn from them?! Money isn't everything in this life! We are bemoaning some of the mistakes our park departments have made and wishing we could undo them. Winter navigation and all its side effects would just be another huge mistake! The ecology of the St. Lawrence River should not be ruined because of big business. The beautiful areas of this country are slowly being taken away and I do not believe it is either the wish of the majority of people or in their best interests. It is forced upon them by people who only care about the almighty dollar, not about people and the generations to come. The livelihood and pleasure of thousands of people should count for something!

Please give careful thought to this question and decide that people and the quality of their lives really do count.

Thank you.

Sincerely,

Emily W. Holt

Emily W. Holt

C-II-D-152

May 3, 1979.

Dear Sirs,

I am twenty years old and have been a summer resident of the Thousand Islands, all of my life. My dad has been, all of his life; his dad has been all of his life. I am totally opposed to winter navigation. No good would come from it; only damage.

Through my many years, at the Thousand Islands, I have grown and learned through many worthwhile experiences. I feel that, when I have children, they too have the right to these experiences. Please don't ruin it for the generations to come.

I find it very hard to believe that a beautiful river, filled with American history, would be ruined so that a few people can make more money. This country needs places such as the St. Lawrence River to be preserved, so that people can go there, get back to nature and

C-11-P-33

find some of the sanity that they have lost keeping up with the everyday hustle and bustle.

I attend school at Buffalo State College. A couple of months ago there was a tremendous amount of damage done to homes along Lake Erie. The cause of this damage, from ice, was the ice booms there. This is just as I heard it on the evening news. It would be tragic if any damage was done to the St. Lawrence river.

Concerned,

Heather A. Pearson

Thousand Island Park
Thousand Islands, N.Y. 13692

C-II-D454

From The Badger State
Randel P. Gordon
1408 N. 19 Street
Superior, WI 54880

May 3rd 1979
1408 N. 19th St
Superior, Wi. 54880

Col Melvin Ramus
US Army Corps of Engrs
Box 1027
Detroit, Mich 48231

Dear Sir

In response to your requests to comments on regard to attempts to establish 12 month shipping on the Great Lakes here are a few of mine

There never has been established a need for all the money and resources expended so far for twelve month shipping on the Great Lakes. The only Company shipping from this end of the lakes has been US Steel. It seems this entire program is strictly for the benefit of US Steel.

They would love to operate fewer vessels on a 12 month basis - Get more out of these ships and men Their reasoning is short sighted.

Last February I recalled reading of all the problems The Roger Blough experienced Locked in the ice for over two weeks - in danger of running out of food and fuel. Even the Coast Guard Vessel Woodrush was damaged trying to free her Another Coast Guard vessel finally freed the two Woodrush spent the winter months following this experience undergoing repairs at the Sturgeon Bay Shipyard

C-II-D-155

See: APPENDIX C, PUBLIC VIEWS AND RESPONSES ON THE REPORT AND ENVIRONMENTAL IMPACT STATEMENT
PART C-II, PERTINENT CORRESPONDENCE
Section D, Comments and Responses on the Draft Survey Report

NOTE: See correspondence under "Companies, Groups and Associations" submitted by the Pillsbury Company, Total Petroleum, Detroit Edison, Cleveland Cliffs; also various statements presented at Public Meetings, Part C-I, Supplement 1.

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Icebreaking
Vessel Operating and Design Criteria

The super six new U.S. Steel vessel while in Convoy on her maiden voyage from the shipyard for her initial cargo at Two Harbors lost her entire port rudder - blamed on a faulty weld - and also damaged the twin rudder on the starboard side. She spent 2 months awaiting repair before even taking on her first cargo.

At the time this convoy was formed there weren't any U S owned ice breakers available so were escorted by the Canadian Ice Breaker Caddisin. All US Coast Guard were damaged by attempting to assist mostly US Steel boats during Jan, Feb and March.

It seems strange that U.S. Steel has to run ships in this type of weather severe ice, snow, cold. The Belle River - 1000 ft Coal Carrier also new Ventured at Superior - They Chose not to run as did Pickands Mather - Ford and other Lines.

If you could obtain the actual costs per ton in winter shipping from US Steel you would soon see they are very high. from Dec 15 until April 15.

Alternate shipping is available by rail for their taconite pellets. They have been shipping all rail as have other companies since after World War II. All rail shipments can handle ore, grain or any other tonnage much safer and more dependable. What is the critical shortage of taconite pellets? None.

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
INTERNODAL IMPACT ANALYSIS

C-11-D-156

Winter months offer more hazardous working conditions for both shore and shipboard workers. US Steel has had to go to the extra expense of steaming their cars and ore dock ... blankets due to the pellets freezing—

The Duluth papers and TV stations quotes some Finnish expert saying shipping is possible 12 months per year. In Finland it is their summer. Here we have a choice of alternate methods of transportation. We would like of Coarse to see the US forego or give Finnish Ice Breakers

The idea of using their ships 12 months per year doesn't seem that practical. Normally all shipping lines postpone repairs until the end of the year when they have to go to the shipyard for sight and inspection survey required by the Coast Guard for certification. Every five years they have to go thru drydock for general inspection. Other lines do this in the months of late December - Jan Feb and early March.

I haven't mentioned damage to the lakes shore line property - wild life etc because even the experts don't know.

US Steel had the government pay a great sum of millions for their experiment. It should be dropped completely. If US Steel wants to ship let them financially support the effort 100%

Sincerely
R.D. Gordon

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Safety/Survival Requirements

See: APPENDIX B, FORMULATION OF DETAILED PLANS
IMPACT ASSESSMENT
Social Well-Being
and; Environmental

C-11-D-157

ROBERT S. HOEHN, D. D. S.
1381 MT. HOPE AVE.
ROCHESTER, NEW YORK 14620
AREA CODE 716
TELEPHONE 244-4788

May 1, 1979

U.S. Army Engineer District, Detroit
ATTN: NCEED-PB
Box 1027
Detroit, Michigan 48231

Sir;

As a property owner on the St. Lawrence River, am opposed to winter navigation on the St. Lawrence. Winter navigation can only harm the beauty of one of our remaining natural resources.

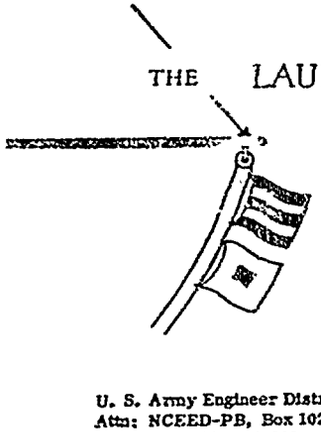
Sincerely,

Robert S. Hoehn, D.D.S.

RSH/jes

C-11-D-19

THE LAUDERDALE MARINA INC.
"on the Inland Waterway"



1900 S.E. FIFTEENTH STREET
FT. LAUDERDALE, FLA. 33316
TELEPHONE: (305) 523-2507

May 4, 1979

U. S. Army Engineer District, Detroit
Attn: NCEED-PB, Box 1027
Detroit, Michigan 48231

Gentlemen:

As a 60 year resident and reasonably good tax payer in the Thousand Island area, please show me as 100% against the winter navigation proposals.

After the outpouring of evidence and sentiment last summer at the large meeting in Alexandria Bay, it is inconceivable to me that the Corps would be pursuing this project.

Pursuing projects such as this does no good for the credibility or the image of the Corps of Engineers, and this project must be finally killed off even if it takes as long as it took to kill off the cross Florida barge canal, another similar bureaucratic monstrosity which we finally got rid of at this end of the country.

Very truly yours,

Robert O. Cox

ROC:sjb

C-17-D-159

C-II-D-160

P.O. Box #593
Thousand Island Park,
Wellesley Island
New York 13692
May 6, 1979

Colonel Melvyn Remus, District Engineer
Department of the Army
Detroit District, Corps of Engineers
Box 1027
Detroit, Michigan 48231

Dear Col. Remus:

Please find enclosed a copy of my letter to David Robb, Director, Office of Comprehensive Planning, St. Lawrence Seaway Development Corporation. My letter deals specifically and extensively with the "Navigation Season Extension-St. Lawrence River-Island Transportation Evaluation" study that was conducted by the Office of Comprehensive Planning, SLSDC, and released in February of 1978.

I trust that you will see that these comments are entered into the appropriate comment file.

Thank you.

Sincerely,

Ann M. Gefell

Ann M. Gefell

P.O. Box # 593
Thousand Island Park
Wellesley Island
New York 13692
May 6, 1979

Mr. David Robb, Director
Office of Comprehensive Planning
St. Lawrence Seaway Development Corporation
U.S. Department of Transportation
800 Independence Ave. S.W. Building 10A
Washington, D.C. 20591

RE: Navigation Season-Extension-St. Lawrence River-
Island Transportation Evaluation, February, 1978.

Dear Mr. Robb:

I had originally planned to address these comments to Clark P. Dilks, Chief, Environmental Planning, St. Lawrence Seaway Development Corporation, responsible for compiling the Navigation Season Extension, St. Lawrence River, Island Transportation Evaluation, released in February of 1978. However, it has been brought to my attention recently that Mr. Dilks is no longer employed by SLSDC and therefore, I shall address these comments to you since you are, in a large way, responsible for and involved in the Seaway Development Corporation's winter navigation projects and plans. I request that these comments be submitted and entered into any formal or informal comment file dealing with this study or "appropriate impacts" file dealing with winter navigation, whether it be demonstration or feasibility.

As an individual who has resided on both Wellesley and Grindstone Islands in the 1000 Islands region of the St. Lawrence River and one who is quite familiar with the variety of different situations affecting Island dwellers, I feel that my comments and clarifications perhaps could aid you in understanding more clearly what really exists here and the problems that we encounter--especially during the cold winter months.

From reading the study, I got the impression that all the results were compiled solely from the completed questionnaires. I feel that much more knowledge--along with accurate first hand descriptions of travel patterns--could have been obtained through a field trip to the area, perhaps through a small organized meeting the the Clayton Municipal Building. Local citizen participation is supposedly encouraged by the Army Corps of Engineers. Since the Seaway Development Corporation and the Army Corps are sisters in this project, I think that such a meeting would have yielded some very valuable and accurate information , as well as accruate population counts, of all the islands. It is my understanding that the Buffalo district Corps of Engineers did send two representatives to Grindstone Island last month, where they did find many more than the "twelve winter residents," most of whom were

C-II-D-191

tapping maple trees for maple sugar at the time the Corps' representatives were visiting.

I will address the following comments to particular portions of the study.

In the Questionnaire Returns section, on page 4, "Section A--Wellesley Island," it is stated that 61 (sixty-one) year-round residents live on the Island. This is vastly incorrect. Is it possible that households were than people were being counted? Not that that would be accurate, either, but it is a possibility. Thousand Island Park and PineView, the section of Wellesley Island located at the west end or upriver portion of the Island, has over 100 (one hundred) residents, year-round, alone. The other Islanders are scattered--but the census is at least 250 (two hundred and fifty). If one now uses 250 as the Wellesley Island population and only fifteen questionnaires were returned to SLSDC, that reduces the percentage from 25% to 6%. I can guarantee that if you sent out questionnaires now that you would get quite a significant increase in the response rate.

Many comments need to be addressed to "Section C--Grindstone Island" (p. 4). "Subsequent to the initial questionnaire distribution during July of 1977, only two returns were received from Grindstone Island, which apparently has 12 (twelve) year-round residents" (p. 4). "After an additional attempt was made to further contact the residents, and receiving 6 (six) completed questionnaires,"it is stated that 50 % (fifty percent) of the winter residents responded. First of all, there are 13 (thirteen) children attending the Grindstone Island School this year! This school has grades Kindergarten-Sixth grade and is the only remaining one-room schoolhouse in New York State. Further, there are between 65-70 (sixty-five to seventy) people who winter on Grindstone Island. The number remains relatively consistent, even though some of the dwellers may change due to a myriad of circumstances. There is quite a significant difference between the study figure twelve (12) and the actual census figure of sixty-five-to-seventy, when one is discussing lifestyle patterns and the possible major disruptions and major inconveniences, despite the study evaluation of Grindstone Islanders being "slightly inconvenienced" by alternative routes. (Discussion of the alternative route will be addressed in the next portion of this discussion.) When the actual number of residents is plugged into the percentage ratings, the number of responses from Grindstone Island decreases from 50% (fifty percent) to about 9.5% (nine and one half percent). Thus, all the statistics regarding mode and frequency are in accordance with the number of completed and returned questionnaires, but do not reflect, inactuality, even a near majority of the opinions and conditions regarding travel patterns of Grindstone Islanders.

C-II-D-162

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Island Transportation Assistance

3--David Robb May 6, 1979

The references to Sugar Island beyond the point that it is dependent upon a ferry, I find totally irrelevant, especially the remark that there are "no bridges spanning the St. Mary's River in the area of Sugar Island that the residents could use in the event of ferry failure. When ferry service is discontinued, whatever the reason or season the island residents are literally marooned." This condition could be discussed and applied in relation to the largest of the 1000 Islands, Wolfe Island, located in Canadian waters near the Lake Ontario-St. Lawrence River joint. The Wolfe Islanders depend on a federally funded Canadian ferry service and ally with Kingston, Ontario, on the Canadian mainland. A vessel track is formed there during the winter months, but the Islanders can maintain their individual means of winter/ice transportation (cars, trucks on the ice, punts, snowmobiles, cross-country skiis) if they so desire, as the vessel track does not run along the length of the Island. This would not be the case with respect to Grindstone Island because the vessel channel runs between Grindstone and the mainland. Granted, as the study notes, there is a bridge (1000 Islands International Bridge, Collins Landing) which connects Wellesley Island to the U.S. Mainland. However, after reading over the "Discussion of Alternative Mitigation Measures" (p. 7) it is unquestionably apparent to me that this route was planned using only charts and maps without any expert advice on ice conditions in the proposed route area or without any input from the people that would have to travel that route.

C-11-D-163

The following comments relate to the aforementioned "Discussion of Alternative Mitigation Measures" (p.7).

1. The Grindstone to Wellesley to Clayton Route has received nothing but laughter from those who regularly travel from Grindstone to Clayton. It is far from feasible to think that residents could use this proposed route and feel only the "slight inconvenience" that is noted in the study. In devising this route it seems that many assumptions were made.
   - "Grindstone winter residents, instead of stationing their automobiles in Clayton would station them on Wellesley Island." Many of the Islanders do not even own cars. This area is considered to be economically depressed and in many cases Grindstone Islanders only need access to Clayton, thus, many do not even own automobiles. It is an easy thing to take for granted that everyone owns an automobile, but is something to be considered and should not be overlooked.
   - "The total distance of this alternative route is approximately 10.75 miles divided as follows:
     1¼ mi. from Grindstone to Wellesley
     3 mi. via Wellesley Island to Bridge
     6½ mi. from Bridge to Clayton."

   This contains many assumptions, too, that leads to greater misconceptions of the transportation patterns. First of all, the 1¼ mi. from Grindstone to Wellesley

that is referred to is at the narrowest point, probably Canoe Point or near Picton Island Channel area on Grindstone to Grandview Point on Wellesley. Canoe Point is at the foot of Grindstone Island and no one lives anywhere near there during the winter months. The nearest winter resident's home is at least four or five miles toward the head of the Island, in the upper half from Aunt Jane's Bay, Flynn's Bay, to Buck Bay right at the head of the Island and around to Thurso Bay. So add about eight miles (on the average) to the mileage. Nothing has been said about the bush and rugged terrain at the foot of the Island--no roads or cleared paths exist on that portion of the Island.

-Nothing was mentioned regarding the bridge toll to get from Wellesley Island to the U.S. Mainland. Wellesley Islanders and regular commuters must pay $7.00 for 28 tickets which expire after one year. The Thousand Island Bridge Authority regulates this toll. Who would pick up the tab for Grindstone Islanders who already must buy or station cars on Wellesley Island, provide gas for additional mileage, perhaps an additional vehicle, and ensure that they have about three, at least two, forms of transportation whereas before winter navigation they may have only needed one?

-Access to distressed people--whether it be on snowmobile, car, or ice punt--is much more readily available on the River channel between Grindstone and Clayton than somewhere in the bush on Grindstone, Eel Bay and Picton Channel (where, by the way, the channel rarely freezes due to the swift water.) There are no phones at the foot of the Island and should someone become stranded, death by freezing would be imminent. In view of all this, I find the relationship between Sugar Island residents being marooned and Grindstone Island residents <u>not ever being marooned</u>, completely ludicrous! The study states regarding this, "This is not the case with respect to Grindstone Island. The island does not depend on any established transportation service; none exists."(p. 6) For hundreds of years, Grindstone Islanders have survived independently of any government support transportation service--whether it be the main or supplementary form. (Your remarks about Sugar Island lead me to believe that residents there are solely dependent on the government ferry service. Not being familiar with Sugar Island, I cannot offer any comments, but I would find that hard to believe. Perhaps you could send me the studies that were done regarding island transportation evaluation studies for affected islanders with respect to winter navigation in the Great Lakes. I would appreciate that a great deal.) This alternative route is far more than an inconvenience, it would far

C-11-D-164

more than double transportation costs to islanders to travel from Grindstone to Wellesley Island to the mainland. It is also a very hazardous route--to say nothing of the travel time involved. It is an unacceptable alternative route to those who reside there.

2. Year Round Powerpunt Usage. With regard to the Grindstone Island usage of a powerpunt, it is generally felt that this mode of transportation is a very dangerous one--only being used when necessary during the freeze-up and break-up periods of the winter. It has been my understanding, through reading the "Lime Island Operations Report" to the Army Corps of Engineers for winters 1976-77 and 1977-78, by James Fulton, that this mode of transportation supplied by the Corps has been unacceptable to Lime Island residents. They are continually being marooned and islanders who previously were able to work on the mainland all year must now lose three or four months of employment due to winter navigation and the inaccessibility to Raber Bay on the mainland that it causes. General Moore of the Army Corps declined when asked if he would like a ride in the ice punt at Lime Island. I understand why--it is not a pleasant experience.

3-6. Ferry Transportation, Bridge Between Grindstone and the Mainland (Clayton), Helicopter Transportation Between Grindstone and Clayton, and and All Terrain Vehicle. These other possible alternatives more or less speak for themselves.

C-II-D-163

The whole Conclusions portion (p. 10) of the report could be almost entirely refuted by sitting down with a few Grindstone winter residents who have read the study. They would be the ones that would have to be convinced that "at no time would the possibility exist that the residents would be totally marooned or unable to commute to the mainland," or that they "may be inconvenienced to some degree by having to travel by an alternative route to the Village of Clayton" (p.10).

The entire study, in my opinion, carries little merit and in no way would give an uninformed or unfamiliar person any indication whatsoever of the authentic possible impacts of winter navigation on the residents of Grindstone Island. To an individual unfamiliar with the travel patterns of island dwellers, winter navigation actually might seem like only a "slight inconvenience." I know much better and feel that it should be dealt with in an honest and responsible fashion. It is my strong belief that it would be in the best interest of the St. Lawrence Seaway Development Corporation to undertake a new study with actual

local participation in order to discuss realistic possible mitigative alternatives for the Island dwellers in the St. Lawrence River that would be affected by winter navigation.

I am embarrassed for the Seaway Development Corporation and the Department of Transportation that such an inadequate, incorrect and deceptive study such as this was allowed to be published. I live in the area being discussed so I know that my information is correct. I have no reason to try and deceive the public, or Congress, by means such as those used in compliling the Island Transportation Evaluation study. I am embarrassed for you as the Director of the Office of Comprehensive Planning that you would allow such misinformation to pass through your office. I personally am outraged at such an evaluation and hope that we will see some reliable studies on the St. Lawrence River in the future.

Once again, I request that these comments be submitted and entered into any offical or unofficial record which deals with this study in particular or winter navigation in general.

C-II-D-156

Sincerely,

Ann M. Gefell

Ann M. Gefell
Wellesley Island

cc: Madelyn Pruski
Public Involvement Section
SLSDC, Massena

cc: Colonel Melvyn D. Remus
Detroit District
Army Corps of Engineers

Colonel Melvyn D. Remus
Corps of Engineers
Box 1027
Detroit, Michigan 48231

May 14,1979

Colonel Remus;

Again, I would like to state my opposition to winter navigation on the St. Lawrence River.

I think it is an irresponsible waste of taxpayers money. You certainly cannot justify the expense of the project. There is a chance the main economy of the area, which is tourism, would be ruined. New York State would not benefit by it, New York State does not want it, the residents along the whole river region do not want it.

I think it has come to the point in time where the taxpayers should have apositive voice in the decisions of their environment. I have lived on this river for over forty years and have seen many changes and the last twenty years of the St. Lawrence Seaway have not been a benefit to us at all.

I have been to all of your hearings and everyone there has been opposed except The Seaway Developement Corp and The Corps of Engineers. Doesn't this tell you anything or are these hearings a big farce to make the individual think he might have a voice in these very important decisions? I hope we haven't wasted our time.

Yours Truly,
Patricia M. Chalk

Patricia M. Chalk
Fishers Landing,
N. Y. 13647

C-11-D-167

See: APPENDIX H, SOCIAL ASPECTS OF A WINTER NAVIGATION PROGRAM
IDENTIFIED SOCIAL EFFECTS
Recreation

Mrs. Joseph A. Blake, Jr.
140 TenEyck Street
Watertown, New York 13601

May 17, '79.

Col. Daniel D. Ludwig, U.S.A.
1776 Niagara St.
Buffalo, N.Y. 14207

Dear Sir: —

After attending your hearing here on the 10th in regard to Winter Navigation on the St. Lawrence River - Dam more than ever convinced it is an unsound project - and should be abandoned now before more time, energy, and effort is spent on it.

C-IT-D-168

When you are older
you will learn that things.
that are meant to be will
work out, but obviously this
is meeting with great opp.
osition by people, the state
of the country, and matters!

Yours very truly,

(Mrs. J.A.Jr.) Agnes Lansing Blake

C-12-0-169

May 17, 1979

Colonel Melvyn D. Remus
Detroit District, Corps of Engineers
Box 1027
Detroit, Michigan 48231

Colonel Remus:

We are owners of an island which borders directly on the St. Lawrence Seaway in the Thousand Inlands and are year-round residents of the area. We are strictly opposed to winter navigation on the St. Lawrence River.

We have attended hearings held by the Corps of Engineers and we feel that, aside from our own personal feelings of wanting the beauty and serenity of the St. Lawrence River left as is, the financial burden to the taxpayers is unwarranted. The people of this area stand to gain nothing and will lose about the only attraction this North Country has left - the tourist industry.

We would like to be placed on record as being against this move.

Thank you.

Very truly yours,

Iris J. Waterson

Floyd C. Waterson

Route #1
LaFargeville, New York 13656

C-II-D-170

See: APPENDIX H, SOCIAL ASPECTS OF A WINTER NAVIGATION PROGRAM
IDENTIFIED SOCIAL EFFECTS
Recreation

Horace H Curtis
3119 Patterson Pl NW
Wash, DC 20015
5/19/79

US Army Engineers District
Detroit Mich
Box 1027

C-11-D-111

Gentlemen

I am emphatically opposed To Winter Navigation on the St. Lawrence

Horace Curtis
Summer place at
Clayton N.Y.

Mercer Island, Wa.
June 1, 1979

Dear Senator Magnuson.

I oppose the Army Corps of Engineer's proposal for winter navigation in the Great Lakes area without having the report on the environment which could be irreversibly devastating!

How do you stand on this issue? Please vote No on this added drain to the taxpayers without a further study on the ecological effects.

Yours truly,

Mrs. Lois D. Hagen
9875 S.E. 85th. Pl.
Mercer Island
Wa. 98040

See: APPENDIX E, GL/SLS ENVIRONMENTAL PLAN OF ACTION

C-II-D-172

7 June 1979

Honorable Jim Collins
2419 Rayburn House Off. Bldg.
Washington, DC 20515

Subject: Great Lakes/St. Lawrence Seaway Winter Navigation - Army Corps of Engineers Project

Dear Congressman:

I am concerned about the news that Congress may authorize the expenditure of an extremely large amount of tax dollars for this project.

Although my initial reaction from limited knowledge of the subject is to discourage approval of the program, I would like to:

1. Receive more information about the project including its benefits and drawbacks.

2. Receive information on your stand or present attitude toward the matter.

Thank you very much for your attention to this and your past cooperation in keeping in touch with your constituents.

Very truly yours,

W. J. Moore
2208 Whitecliff Ln.
Richardson, TX 75080

C-II-D-113

ONNY INDUSTRIES 766 GABLE WAY, EL CAJON, CALIFORNIA 92020
(714) 440-1212 (714) 286-0722

Jonny INDUSTRIES

June 13, 1979

Senator Alan Cranston
Room 229, Russell Senate Office Building
Washington, D. C. 20510

Dear Senator Cranston:

I am opposed to the Army Corps of Engineers running Coast Guard Cutters and Icebreakers through the St. Lawrence Waterway. As a taxpayer, I object to the spending of money in this way and disturbing the ecology.

I understand that this could cost over one billion dollars, and then, who knows when it would stop.

Please vote against the extra wasted money for this project.

Yours truly,

John T. Breymiller

John T. Breymiller, President

JTB:mf

cc: Senator Hayakawa
Representative Wilson
Representative Van Deerlin

C-11-D-174

1948-1978
30th
Anniversary

"Mail of what was made who was how it from"

June 14th, 1977

Senator Birch Bayh
U.S. Senate
Washington, D.C.

Senator Bayh,

Recently I have become interested in a proposal to extend the shipping season for the Great Lakes and the St. Lawrence seaway. The jobs this action would provide to Indiana residents are obviously beneficial to the state. This idea deserves your attention.

Thank you for your time

Kelly Blake
480 White Oak Ave.
East Chicago, In
46312

C-11-D-175

June 12, 1972

Birch Bayh
U.S. Senate
Washington, D.C.

Senator Bayh,

I am writing you about the proposal to extend the shipping season for the Great Lakes and the St. Lawrence Seaway. I think this would provide many Indiana residents with a job.

Thank you for your time

Sincerely yours,
Pamela Ann Early
412 W 15th Apt.
Michigan City, Ind.
46360

C-II-D-176

June 15, 1979
6436 Calhoun
Dearborn, 48126
Iris M. Becker

Dept. ofthe Army
Detroit District, Corps of Engineers
Detroit, Michigan, 48231
Box 1027

Dear Sirs:

We want to add our voices of protest to the extension of navigation and shipping on the Great Lakes. We object to it for several reasons, one of which is that we and our families for generations have enjoyed recreation, fishing, and reasonably clean fresh water, all contributing to the mental, physical, and economic well-being of the people of the surrounding states. We have tried to use our resources well and practice good conservation, and to pass these ideas and natural gifts on to our children. The latter is becoming increasingly difficultto do because of several reasons, among them the philosophy that short-range wealth is more important than long range benefits for all.

We do not believe that the benefits of the plans for a relatively few wealthy people and corporations, most of whom do not have to take any consequences, should take precedence over thewell-being of the residents of the States, the environment of land and water, and ever-increasingi importance of preventing further pollution in the Great Lakes region. We have studiedthe reports and listened tothe arguments, and find the reasoning and some of the plans appalling.

Sincerely,

C-11-D-177

Laura Lewenson 3307 Severn Dearborn Mi 48120
Iris M Becker 6436 Calhoun Dearborn 48126
Sanford Lewenson 7343 Orchard Dbrn 48126
Mark Levy 3525 Campbell Dbrn 48124
Elmer T. Bennett 24620 Lemming Dr. 48124
Mr+Mrs R Wellman 5745 Ayrshire Dbrn 48126
Mr+Mrs K Jarvis 1065 Sycamore Dbrn Mi 48125
Esther C Fillmore 24622 Alpine Harden City 48135
Mr+Mrs Bill Hankins 6349 Hayden Dbrn Mich 48127
Mr+Mrs Irvin Fillmore 24622 Alpine Harden City 48135
Mr+Mrs Richard Day 7107 Johnson Dearborn 48126
Mr+Mrs. Walter Gabbert 9650 Mahlin Detroit, Mich. 48128
Sybil L. Edmonson 6255 Calhoun Dearb., Mi 48126
Alice A Brown 6317 Bingham Dearborn

Mr+Mrs H Dyke 6413 Bingham Dearborn
Mr+Mrs Fred Brown 5837 Mildred Dbrn
Mary Von Kaw 1305 Merton Dbrn 48128
Evelyn E Cormier 2316 Academy Dearb. Mi 481
Elmer Gillespie 6220 Beaconsfield Dbrn Mi 48
Mark Lewenski 6005 Brandville Detroit 48228
Irene V Cable 2316 Columbus Dbrn 48124
Edsel G Mann 33742 Shadyhill Westland 48185
David R Waters 22902 Chesterfield Dbrn 48124
Edward Hosler 11037 Hallcrest Fenton Mi 4815
Mary Wentela 16 Buckingham Dearborn 48120

Marine City, Mich.
June 18, 1979

DEPARTMENT OF THE ARMY
DETROIT DISTRICT CORPS OF ENGINEERS
DETROIT , MICHIGAN 48231 Box 1027
Regarding the subject of extending the navigation season on the St. Laurence Seaway:

I personally am against the use of public funds for the private benefit of businesses which operate on the Seaway during the severe winter months. There is little excuse for this subsidy unless in time of war or great national emergency.

I raise objections for ecological reasons, Studies have shown that the environment may be affected by this unnatural breakup of the ice and the movement of shipping during the severe winter months.

See: MAIN REPORT
ADAPTIVE METHOD

Docks and other projecting installations are adversely affected by the shifting ice created by the constant breakup. This expense is a part of the cost of the project and is not borne by anyone except the property owner. This is most unfair.

See: APPENDIX B, FORMULATION OF DETAILED PLANS
IMPACT ASSESSMENT
Social Well-Being

Oil spills and other disasters, likely enough in the heavy winter, can not be as easily controlled in below zero conditions,

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Oil/Hazardous Substance Contingency Plans

Finally , let it be known once and for all, that the natural wonder of the Great Lakes Seaway is the property and the heritage of all of the people and should not be considered and treated as the private ditch of the shipping companies. I understand that the shipping companies are very loath and very reluctant to apply clean water standards of the various States on the Waterway but prefer to rely on the International status of the Seaway so as to permit lower standards on the dumping of refuse. This is an area to be examined more fully.

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Vessel Waste Discharge

The simplest way therefore to control this late shipping is first of all to withold all subsidies.

Secondly, considering what a precious and beautiful wonder of the world that this Great Lakes Chain really is . let us recognize at the outset , that the sole criteria for the use of the waterway must not be profit alone , nor even used, but based on a broad look at the total picture, a policy should be set which is fair and beneficial to the people as a whole.

Yours Sincerely

Henry L. Claeys

Henry L Claeys

26 JUN 1979

C-II-D-178

GLOVERSVILLE ENLARGED SCHOOL DISTRICT

PARK TERRACE SCHOOL – EXTENSION BLOOMINGDALE AVENUE
GLOVERSVILLE, NEW YORK 12078

J. ROBERT HENRY PRINCIPAL – RLX
TELEPHONE AREA CODE - 518 - 725-3313

C-11-D-179

St. Vivian
Alexandria Bay, N.Y.
June 20, 1979

P. McCallister
Chief Engineering Division
Detroit District, Corps of Engineers
P.O. 1027
Detroit Michigan

Dear Mr McCallister:

Your notice - NCEED-PB - dated June 4, just reached me Today - hardly enough time for this letter to be included in your PIER Appendix & the Final Survey Report. Please do include - and acknowledge

I wish to refer you to an economic report on Winter Navigation in the St Lawrence, May 31, 1979 by the Great Lakes Basin Commission citing economic non-feasibility & disdaining 3 of the Corps main categories of benefits - This study should be included as well as this letter in Your Final Survey Report.

Thank you -

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
ECONOMIC REVIEW OF WINTER NAVIGATION BY THE STATE OF MICHIGAN
AND THE STATE OF NEW YORK

Can the discrepancy of letter date and receipt date be explained? 6/4 – 6/20 –

C-II-D-100

(1) June 20, 1979 - 6PM.

Dear R. McCallister;

When I arrived home this evening I found in my mail your letter inform me that I might write a letter for inclusion in the Pertinent Correspondence Appendix to the Final Survey Report. The letter dated June 4 was received today, 2 weeks later, once again a ploy to keep the views of the homeowner hidden. I resent the manner in

(2) which, my family and fellow opponents of the winter navigation program are being abused. Two days to respond and have delivered, by the U.S. Mail Service, my views on the subject just doesn't seem quite fair. Obviously unfair tactics such as these only make me increase my efforts to bring to light these devious tactics. I will now watch all avenues at my disposal bring this to the attention of my elected representatives to see if they can't help stop this mockery. Yours truly, Frederick S. & Patricia A. Podjulo

Frederick Podjulo
912 Forest
Fulton, NY
13,069

(3) So on after thought I was amazed at the poor presentation of your representatives on the T.V. program 20/20, first under thought of the unfair practices and studies performed on this subway study. It would also be interesting to find out when your get this note, as I couldn't have replied any sooner

See: APPENDIX C, PUBLIC VIEWS AND RESPONSES ON THE REPORT AND ENVIRONMENTAL IMPACT STATEMENT
PART C-II, PERTINENT CORRESPONDENCE
Section E, ABC's 20/20 Presentation

NOTE: See letter from the Corps of Engineers to the American Broadcasting Company

1830 Detroit Street
Dearborn, Michigan 48124
June 20, 1979

P McAllister, Chief, Engineering Division
Department of the Army
Detroit District, Corps of Engineers
Box 1027
Detroit, Michigan 48231

Dear Mr. McAllister:

Thank you for the opportunity to comment on the Navigation Season Extension Program on the Great Lakes. The writer hopes that the comments will not be just included in the Final Survey Report, but will be perused with sincereity and consideration.

There are two areas that need much deliberation:

1. Environmental damage has not been adequately assessed as to the water habitats for small animals, fish feeding and spawning areas, and even the life of microorganisms that are part of the ecosystem.

2. Tax dollars will be used for the financial enhancement and scheduling convenience of commerce and industry, with no method or means for any significant return to the taxpayer for this investment. Another instance of tax dollars being used for the benefit of the private sector.

3. With an extended season, there will be more opportunity for pollution of the waters of the Great Lakes both from ship discharges and from accidents with the longer boats now being introduced to the Great Lakes shipping system.

We hope that those comments will be regarded seriously. One final note, bigger is not always better; and a longer season does not necessarily mean that the quality of life in and on the Great Lakes will be enhanced or even maintained.

Sincerely,
Ray E Goeboro
Mr. and Mrs. Ray Goeboro
Watchdogs for clean water
in our rivers and streams.
Wenne Goeboro

C-II-D-181

See: MAIN REPORT
ADAPTIVE METHOD

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
BENEFITS FROM SEASON EXTENSION

See: APPENDIX B, FORMULATION OF DETAILED PLANS
RECOMMENDED PLAN DESCRIPTION
Oil/Hazardous Substance Contingency Plans
and; Vessel Waste Discharge

170 86th Street
Niagara Falls, New York 14304
June 20, 1979

P. McCallister, Chief
Engineering Division
U.S. Army Corps of Engineers
Detroit District
Box 1027
Detroit, Michigan 48231

Dear Mr. McCallister:

I would like to go on record as opposing extended navigation on the Great Lakes and St. Lawrence Seaway. I would also be opposed to any further tax dollars being spent on the study of this subject.

There seems to have been a lack of consideration for the environment (i.e. wildlife habitat, spawning grounds, etc.) and for lost revenue considerations in the tourist areas (i.e. Thousand Islands area) due to damage that may be caused by navigation in the winter months. It would seem that the trucking industry and railroads could handle any necessary shipping during this period.

Thank you for your consideration of my feelings on this subject.

Sincerely,

Charlene M. Heinrich

cc: U.S.Senator Javits
U.S.Senator Moynihan
U.S. Congressman LaFalce
NYS Senator Daly
NYS Assemblyman Pillittere

C-11-D-182

See: APPENDIX E, GL/SLS ENVIRONMENTAL PLAN OF ACTION
and; APPENDIX H, SOCIAL ASPECTS OF A WINTER NAVIGATION PROGRAM
IDENTIFIED SOCIAL EFFECTS
Recreation

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
INTERMODAL IMPACT ANALYSIS

Mrs. Howard L. Boston
Box 126
Mt. Clemens, Mi. 48043

6-21-79

P. McCallister
Department of Treasury
Box 1027
Detroit, Mi. 48231

Dear Mr McCallister:

The following are very interested people who do not want your shipping all your round, and do not want the navigation season extended

Martha J. Boston, 34200 Jefferson Mt Clemens.
Kay A. Boston

"all" P.O. Box 126 Mt. Clemens

Charles A. Boston 37711 Lakeview, Mt. Clemens Mi.
Howard L. Boston.

Sincerely
Martha J Boston

C-IF-D-183

DEPARTMENT OF THE ARMY
DETROIT DISTRICT, CORPS OF ENGINEERS
BOX 1027
DETROIT, MICHIGAN 48231

NCEED-PB

4 June 1979

TO: Persons and Agencies Interested in the Navigation Season Extension Program

Based on comments received at the recent public meetings held for the Great Lakes and St. Lawrence Seaway Navigation Season Extension Program - Draft Survey Study, the following policy is established for public statements and pertinent correspondence received for this project:

a. The input received at the August and September 1978 public workshops and the April and May 1979 public meetings will be summarized and included in digests of those workshops and meetings, and the digests will be included in the Public Involvement and Coordination Program Appendix of the Final Survey Report.

b. All letters received from the general public and state or local agencies by Detroit District prior to 22 June 1979 on the Navigation Season Extension Demonstration and Survey Programs will be included in the Pertinent Correspondence Appendix of the Final Survey Report.

unfavorable

Mrs Lou Fratcachi
1429 Stemp Rd
Sharonville, OH
45241

P. McCALLISTER
Chief, Engineering Division

(Recd appt. 22 June 79)

Yes letter received June 20th - (20)
① effect recognition of my objection to extending the Seaway Navigation. Any extension of the season could cause loss of life and cost taxpayers unnecessary expense besides adding more problems for the tired old river. Lou Fratcachi

MRS. A. R. BATES • NEWFIELDS ROAD • EXETER, NEW HAMPSHIRE

Department of The Army
Detroit District, Corps of Engineers
Box 1027
Detroit, Michigan 48231

Att'n: P. McCallister

June 23, 1979

Dear Sir—

Your notice dated June 4th arrived June 17th. Where ever the ERROR occurred in the Time I would appreciate having our opinions included in The Pertinent Correspondence Appendix of The Final Survey Report re the Great Lakes & St. Lawrence Seaway Navigation Season Extension Program.

It would be our opinion that The Rail Roads should be involved in this Transportation, and not Ships, which sooner or later will ruin The ecological systems in The St. Lawrence River.

Sincerely, Frances R. Bates
Alfred K. Bates M.D.

Send APPENDIX D, ECONOMIC BENEFITS AND COSTS INTERREGIONAL IMPACT ANALYSIS

Send APPENDIX H, GL/SLS ENVIRONMENTAL PLAN OF ACTION

C-11-D-185

RECEIVED
1979 JUL 10 PM 1 C.

July 5, 1979

Birch Bayh
U.S. Senate
Washington, D.C.

Senator Bayh,

I am writing you about the proposal to extend the shipping season for the Great Lakes and St. Lawrence Seaway. I believe this would provide many extra jobs for unemployed Indiana residents.

Thank You For Your Time,

Maureen Blake
414 S. LaSalle
Hobart, In.
46342

C-11-D-186

August 6, 1979

Col. Melvyn Remus
District Engineer
Army Corps of Engineers
Federal Building
477 Michigan Avenue
Detroit, Michigan 48226

Please add my voice to those who are in opposition to year around navigation on the Great Lakes.

A few years ago when my lake front property near Oscoda was threatened by erosion the official word from the Corps was that the erosion was caused by the high lake level which was cyclic in nature and that the expenditure of public funds for the sole benefit of private property owners could not be justified.

I could see the logic of such a stand and accepted it even though I felt that the erosion and threat of possible winter ice damage was due not through my fault but primarily to the artificially maintained high level of Lake Huron.

C-11-b-187

For as long as I can remember the water in the Great Lakes has iced up every winter which makes it as cyclic as you can get. Furthermore, practically every ship that sails the Lakes is privately owned. With practically the same set of circumstances as applied to me, requesting Federal assistance for the benefit of a private property owner, how can we now give any serious consideration to providing icebreakers and crews paid for with public funds for the sole benefit of privately owned ships! Another classic example of welfare for the rich!

I object to additional subsidies for private industry in general and to the Great Lakes ore carriers in particular. It appears to me that the mine, ship and steel lobbies have pressured some Congressional committee into providing the carriers with an ice free shipping lane for their private benefit on what they call an experimental basis. Past experience shows that this type of expirment will continue as long as public funds are available. I would much rather see the lake returned to its previously agreed upon level let the carriers use smaller ships and let the mills stock-pile ore for use in the winter as they did before this boondoggle. began.

Let me also add that I do not believe that you or the District make up these proposals on your own--the decisions are made somewhere up the line and you merely carry out orders. But someone somehow should shout out to that "someone up the line" and say,"Hey, if US Steel wants to run ships up and down the lake all year around let US Steel finance it and let US Steel guarantee that my lake frontproperty will not be damaged".

Very truly yours,

Ben Kowalcyk

Ben Kowalcyk
3726 Circle Drive
Flint, Michigan 48507

cc: Sen. Donald W. Riegle, Jr.
5224 Dirksen
Senate Office Building
Washington D. C. 20510

See: APPENDIX D, ECONOMIC BENEFITS AND COSTS
BENEFITS FROM SEASON EXTENSION

SECTION E

AMERICAN BROADCASTING COMPANY'S 20/20 PRESENTATION
"NO STOPPING THE CORPS"

The correspondence included in this section was received as a result of the ABC program aired on 31 May 1979 concerning the extension of the navigation season.

Also included is a letter from the Corps of Engineers to the American Broadcasting Company stating the Corps position on a number of comments raised during the program and on the program overall.

ABC-TV'S 20/20 PRESENTATION

Page	Date	Correspondence
C-II-E-3	31 May 1979	Stanley Ben Abram
C-II-E-4	1 June 1979	G. B. Kuehule
C-II-E-5	2 June 1979	Gary Hill
C-II-E-6	4 June 1979	Robert W. Schutte
C-II-E-7	5 June 1979	Gordon T. Davis
C-II-E-8	5 June 1979	David Retzinger
C-II-E-9	13 June 1979	A. Long
C-II-E-11	No Date	Letter to ABC from the Corps of Engineers

WUI

Telegram

4-084175E151 05/31/79
ICS IPMMTZZ CSP

6174733083 POM TDMT MILFORD MA 15 05-31 1041P ESTPOMA
PMS SENATOR TED KENNEDY

STOP ARMY ENGINEERS GREAT LAKES ST LAWRENCE PROJECT, DIRECT CORP TO CLEAN CHEMICAL WASTESITES
STANLEY BEN ABRAM 12 YALE DR MILFORD MA 01757

22:41 EST

MGMCOMP MGM

G. BERNARD KUEHNLE
4720 OAKRIDGE DRIVE
TOLEDO, OHIO 43623

June 1,1979

Dear Congressman Ashley:

After watching ABC's TV program last night called 20/20, I was surprised to discover that the Army Corp. of Engineers, in there attempt to keep navigation open on the Great Lakes and the St. Lawrence Seaway, are spending several millions of dollars each year on a project that the US Congress hears little about and may not know what the price tag really is.

Some questions come to mind after seeing the program (Winter Navigation) 1st. What will the cost be to the tax payer compared to the benefits? 2nd. What will the envirnomental damage be to the shoreline along the St.Lawrence and to the tourist business located in the Thousand Island area?
And finally what financial damage will be done to the Railroads along the St.Lawrence that already could be in need of tax payer support.

I urge you to at least keep a tight check on what the Corp gets in dollars to finance a project that has little to recommend it and from past experience could cost a lot more than is ever admitted.

Yours truly,

G. B. Kuehnle

Gary Hill
Attorney
Corner of Wyoming and Laurel Streets
at 609 Laurel
El Paso, Texas 79903

(915) 544-9459

June 2, 1979

Honorable Richard C. White
United States Congressman
United States Courthouse
El Paso, Texas 79901

RE: Winter Navigation on the
Great Lakes

Dear Congressman White:

I am writing you this letter after viewing a television special on 20/20 News, broadcast in El Paso, Texas, on May 31, 1979, on channel 13, the local ABC affiliate.

In addition to myself and my wife, my mother in law and father in law, Mr. and Mrs. Robert A. Cushing, Sr., who were also viewing this telecast with us at our home, were greatly disturbed by the report that was given. 20/20 News reported that the U.S. Army Corp of Engineers is spending over one billion dollars to navigate the Great Lakes during the winter time, and in addition they are navigating the St. Lawrence River. As was indicated by the telecast, one billion dollars is being spent by the U.S. Army Corp of Engineers for this project, and very few studies have been made to determine the effect on wildlife, fish spawning, and upon the tourist and travel industry in the Great Lakes area.

It was indicated that it would seem that this project would have a negative effect on all things mentioned above.

I wish by this letter to state that my in-laws and my wife and I are vehemently opposed to this project, and as was indicated in the telecast, the United States Congress has a final say in appropriating the money and also getting the go-ahead for this project.

As your voting constituents, we would strongly urge that you oppose this project.

In appreciation of your cooperation, I remain,

Very truly yours,

Gary Hill

GH:pp

Rt 6 Box 301 V
Poplar Bluff, Missouri 63901
June 4, 1979

Congressman Bill Burlison
1338 Longworth House Office Bldg.
Washington, D.C. 20515

Dear Congressman:

It is my understanding the Army Corps of Engineers is presently seeking funding for implementation of Winter Navigation on the Great Lakes. This project was recently presented on an ABC documentary which questioned the feasibility of the project.

Several factors were presented regarding the project and I noted the major issues involved and questioned:

1. GAO has questioned the feasibility of the study done by the Corps.
2. There has not been an Environmental Study done on the project as to its effect upon the environment and economy
3. Base Line studies have not been completed.
4. Revenue losses have not been considered for property and business owners alon the St. Lawrence River.
5. Recent studies by the State of New York show definate environmental damage to fish spawning and wildlife habitat with winter navigation.

It was also noted that major benafactors of the program would be coal, steel, and chemical industries only. Experience with the Corps has proven many times their habit of cost overruns and self-serving projects.

From the information I have obtained regarding this project, millions of the tax payer's dollars could be saved by not providing the funding asked plus eliminating further environmental damage.

Your consideration as to my view would be appreciated.

Very truly yours,

Robert W. Schutte

Gordon Thomas Davis
INVESTOR/INVESTMENTS
ROUTE ONE - BOX TWENTY FOUR
WESTMINSTER, S.C. 29693 U.S.A.
TELEPHONE (803) 647-9815

JUN 7 1979

June 5, 1979

Senator Strom Thurmond
209 Russell Bldg.
Washington, D. C. 20510

Dear Senator:

It was brought to my attention in a recent news broadcast that the Army Corp of Engineers, without any environmental, financial, trade studies has taken upon itself to establish a winter navigation program in the Great Lakes region.

I urge you to vote against any legislation or proposals put before the Senate until the proper studies have been completed to assure us that the environment, finances, health and well being of the people of the United States will not be injured.

This entire Corp of Engineers program could cost the taxpayers millions with wasted results. It looks like the only ones who could profit from this winter navigation program would be the large oil and shipping companies. Don't let our tax dollars be wasted senselessly.

Very truly yours,

Gordon Thomas Davis

GTD:ns

C-II-E-7

JUN 8 1979

3737 North Wisconsin Street
Racine, Wisconsin 53402
June 5, 1979

Honorable Les Aspin
House Office Building
Washington, DC 20515

Dear Mr. Aspin:

On May 31 when I was in Mount Vernon, Ohio, I was listening to ABC television, a program entitled "20/20 Report." Part of the report had to do with the Army Corps of Engineers intent on opening up the St. Lawrence and the Great Lakes for winter navigation. It addressed all of the money the Corps is spending to provide winter navigation without an ecological study or an environmental impact statement, which ought to be required, the same as is required of industry whenever industry wants to do anything.

There was a "dud" Army Officer who said, in effect, "there is no problem", and that an environmental impact statement was not needed.

Could you please look into this and let me have your findings.

Thank you.

Sincerely,

David W. Retzinger

DWR/ig

Gladys Kay
1608 Boulder #6
Denver, Colo 802

Senator Hart:

I viewed 20/20 last night and was very alarmed at the millions of tax payer dollars being wasted by the Corps of Engineers on the Great Lakes water ways and the promotion of trying to open the St Lawrence River. I know you are an environmentalist and very active in this field.

I would like to know if you are trying to put a stop to this clearing of the winter water ways. There surely has to be an ecological check down if this continues. It will also bring about loss of revenue for the transporting systems those living land agents on transportation for their daily food. Why should the shipping be allowed to spend all this money carelessly and deprive other shipping and transporting, as well as destroying

the eco system!

Yours truly
A Long

DAEN-CWP-C

Mr. Leonard Goldenson
Chairman, Board of Directors
American Broadcasting Company
1300 Avenue of the Americas
New York, New York 10019

Dear Mr. Goldenson:

I viewed the segment of ABC's 20/20 News Magazine Program of 31 May 1979, entitled "No Stopping the Corps" and was disappointed by an apparent lack of objectivity. I would like to set the record straight on three important issues addressed in the program: the estimated costs of the season extension program, the impact of the season extension on the railroads, and the completion of environmental impact studies. I have inclosed a fact sheet which I am making available to members of Congress and to the public. A statement made by Ms. Chase concerned our total Corps annual budget of $7 billion. That amount is correct for all programs including civil works, military construction and foreign military assistance. However, less than half, about $3 billion, is for the civil works effort, the Nation's largest water resource development program, which includes the winter navigation investigation.

The conclusion drawn by Ms. Chase in the presentation is that the Corps has commenced Federal assistance to year-round navigation and is in violation of the National Environmental Policy Act. While the Corps has completed Congressionally directed demonstration activities for winter navigation, the 6-week extension which has been recommended by the Chief of Engineers, and additional extensions now being studied by our Detroit District, have not been authorized by Congress and have not been implemented. The President and Congress must still consider Corps recommendations and make a final decision. The public may continue to provide input to this process.

We in the Corps welcome ABC's interest in our work. The powerful tool of the television medium can help, but in this case I believe Ms. Chase forfeited an opportunity to strengthen a program of public interaction which we believe is crucial to responsible planning. A more balanced and objective presentation of the issues involved in the navigation season extension study would have done much to educate the public and

DAEN-CWP-C
Mr. Leonard Goldenson

allow people to arrive at their own conclusions. Isn't that the way a real democracy should function?

Sincerely,

1 Incl
As stated

HUGH G. ROBINSON
Brigadier General, USA
Acting Director of Civil Works

C-II-E-12

FACT SHEET
ON
ABC 20/20 Program "No Stopping the Corps"

ON GREAT LAKES AND ST. LAWRENCE SEAWAY, NAVIGATION EXTENSION STUDY

Estimated Costs of the Season Extension. Ms. Chase stated that the U.S. Army Corps of Engineers has underestimated the ice breaking requirements by $250,000,000, and commented on the Corps' questionable accounting procedures, based on a report of the General Accounting Office (GAO). These allegations are misleading and they fail to give the viewer a balanced perspective on whether the Corps has done an adequate job in estimating the total costs for the season extension through the planning process, which still today has not been completed. The allegation on the costs for ice breaking is misleading because the reported difference in costs relate back to some preliminary cost estimates made public in earlier draft Corps' reports. The Detroit District Engineer since determined these estimates to be too high based on additional data provided by the U.S. Coast Guard, to which the Corps looks for expertise in this matter.

The season extension study has been subjected to several reviews such as the one Ms. Chase cited from the GAO. What Ms. Chase failed to bring out was that the GAO report was issued earlier in the study and that the Corps had been responsive to recommendations from this report and others as a part of the refinement of data in the planning process. The Corps often is in a position of issuing draft reports with its best available information for the purpose of obtaining feedback from the public and Federal, State and local agencies. The important point is whether the Corps provides opportunity for critiques during its study and fully considers the information received, and whether, through this public involvement process, it has done an adequate job in assessing projected costs.

Impact of Season Extension on the Railroads. Ms. Chase stated in the presentation that the Corps had not assessed the impacts of the season extension on the railroad industry. After taping the interview with the Corps, the Detroit District Engineer sent Mr. Jeff Diamond of the ABC News staff additional information which clarified his response during the interview. In his letter of 13 April 1979, which was about six weeks prior to the showing of the segment, Colonel Remus indicated that an impact analysis of the effect on the railroad industry was being conducted and the results would be included in the Corps' final report. The impact assessment will be used in a total evaluation of winter navigation but is not used in computing the benefit-cost ration for any proposed plans. The reason is a matter of law--Congress enacted legislation in 1966, which was signed by the President, prescribing a specific procedure for computing commercial navigation benefits. This procedure is based on transportation savings

without regard to the mode of transportation. Therefore, any recommendation by the Corps will be supported by benefits to the American public. The decision as to whether such benefits should be gained at the expense of another mode of transportation will have to be made by the President and Congress. The Corps intends to provide the information necessary for this decision to be made, but this was not brought out in the presentation.

Environmental Impact Studies. Ms. Chase alleged in her presentation that the Corps had not fully complied with the National Environmental Policy Act and had done insufficient environmental baseline studies to support its tentative recommendations. These allegations simply do not reflect an understanding of the continuing process by which public works projects are planned, designed and implemented. The Corps of Engineers has filed with the Environmental Protection Agency, and provided opportunity for public input, an environmental statement on each of the reports prepared to date to support the tentative or final recommendations. Two points need to be emphasized. First, the process by which these environmental statements are distributed and filed allows for referral of major controversy to the President's Council on Environmental Quality. This has not occurred because the Corps has done a good job in coordinating its environmental studies with the U.S. Fish and Wildlife Service, Environmental Protection Agency and other Federal and State agencies. Second, the process by which environmental studies are made and environmental statements are prepared is not confined to the initial stages of planning. The process continues through the later stages of design and implementation. This has been adopted as a legitimate and necessary process by the Council on Environmental Quality. In fact it has been given a name -- tiering. The environmental statements prepared and filed to date by the Corps provide a basis for its recommendations for further studies and implementation. Additional environmental statements are planned throughout the entire design and implementation phases. Each of these will provide for ample public involvement and each 'll be subjected to the requirements of the regulations issued by the Council on Environmental Quality.

The Corps expects to spend about $126 million over the next ten years in conducting environmental studies and preparing environmental statements, if Congress authorizes further work on the season extension program. At any point in the process, the President or Congress can choose to suspend or terminate implementation based on environmental studies or the results of other studies and experience with the winter navigation program.

SECTION F

CORRESPONDENCE REGARDING THE ENVIRONMENTAL STATEMENT, FY 1979, NAVIGATION SEASON EXTENSION DEMONSTRATION PROGRAM

Letters and comments regarding this aspect of the Navigation Season Extension Program have been included in this section to provide to the reader the public concerns on the demonstration portion of the program.

The correspondence included dates from July 1978 to the date of this report.

DEMONSTRATION PROGRAM LETTERS

Page	Date	Correspondence
C-II-F-4	3 July 1978	Michigan United Conservation Clubs
C-II-F-9	5 July 1978	Honorable John H. Bruce
C-II-F-11	20 July 1978	Onondaga Audubon Society, Inc.
C-II-F-12	24 July 1978	Honorable Philip E. Ruppe
C-II-F-13	1 August 1978	Chippewa Yacht Club
C-II-F-14	6 August 1978	Mr. & Mrs. William Schermerhorn
C-II-F-15	7 August 1978	Mr. & Mrs. Allan Menkel
C-II-F-16	8 August 1978	American Federation of Government Employees, St. Lawrence Seaway Local 1968
C-II-F-18	9 August 1978	Honorable James L. Oberstar
C-II-F-20	9 August 1978	Honorable Frank Horton
C-II-F-22	9 August 1978	Environmental Defense Fund
C-II-F-25	10 August 1978	St. Lawrence Seaway Development Corp., Federal Women's Program Coord.
C-II-F-26	7 Sep 1978	St. Lawrence-Eastern Ontario Commission Resolution
C-II-F-28	-- 1978	Michigan United Conservation Clubs
C-II-F-29	No Date	Resolution No. 229-78
C-II-F-30	10 Oct 1978	Reilly, Like & Schneider, Representing Save the River Committee
C-II-F-34	16 Oct 1978	Town of Alexandria
C-II-F-35	No Date	Town of Orleans Resolution
C-II-F-36	27 Oct 1978	Save the River Committee
C-II-F-38	30 Oct 1978	Department of State, Office of Canadian Affairs
C-II-F-39	1 Nov 1978	U.S. Department of the Interior
C-II-F-41	6 Nov 1978	Winifred Veitch
C-II-F-42	7 Nov 1978	Upgrading & Retaining School

DEMONSTRATION PROGRAM LETTERS (Cont.)

Page	Date	Correspondence
C-II-F-45	7 Nov 1978	Minnesota Wheat Council
C-II-F-46	8 Nov 1978	St. Lawrence County Environmental Management Council
C-II-F-49	14 Nov 1978	Toledo Lucas Port Authority
C-II-F-51	15 Nov 1978	Honorable Marc Lincoln Marks
C-II-F-53	17 Nov 1978	Indiana Port Commission
C-II-F-58	17 Nov 1978	New York State Department of Environmental Conservation
C-II-F-63	22 Nov 1978	Reilly, Like & Schneider, Representing Save the River Committee
C-II-F-71	5 Dec 1978	Michigan Department of Natural Resources
C-II-F-74	6 Dec 1978	The Seaway Transport of Canada
C-II-F-76	7 Dec 1978	Michigan United Conservation Clubs
C-II-F-84	9 Jan 1979	City of Ogdensburg, New York
C-II-F-86	9 Jan 1979	New York State Governor Carey
C-II-F-88	28 Mar 1979	International Shipmasters' Association
C-II-F-91	28 Apr 1979	J. E. Fulton

July 3, 1978

MICHIGAN UNITED CONSERVATION CLUBS
2101 Wood St. ○ P.O. Box 30235 ○ Lansing, MI 48909 ○ 517-371-1041

Melvyn D. Remus, Colonel
Corps of Engineers
District Engineer
P.O. Box 1027
Detroit, MI 48231

ATTENTION: NCEED-ER

Dear Colonel Remus:

RE: Draft Environmental Statement - FY 1979
Winter Navigation Season Extension Demonstration Program
(May, 1978)

These comments are provided on behalf of the Michigan United Conservation Clubs on the Draft Environmental Statement, FY 1979, Navigation Season Extension Demonstration Program (May, 1978).

MUCC has previously stated its opposition to the navigation season extension and to a continuation of the demonstration program based on its environmental, economic, and social costs. We have stated that we believe inadequate baseline data exist on environmental costs of the program to the public trust and that public financing for this program is not in the national interest.

We are pleased to note that the New York State Department of Environmental Conservation has concurred with our recommendation on terminating the demonstration program. Commissioner Peter A. A. Berle in a June 20, 1978 letter to the U.S. Fish & Wildlife Service states that "I find the only responsible position that I can take is to call for disapproval of the Demonstration program, irrespective of its final design." He cites new studies which "identify predictable impacts of serious environmental consequence."

We recognize that Congress has extended the demonstration program until September 30, 1979. The following comments are offered in response to the DES for the FY 1979 proposed activities. Because the interests of MUCC include the Great Lakes system as a whole and include proposed

federal spending on the entire program, comments are provided on proposed demonstration activities on the Lake Ontario - St. Lawrence River system as well as the upper lakes.

Section 3.04 of the DES states that the demonstration program is to "further enhance the goal of extending winter navigation . . ." (emphasis added). As we have pointed out in the past, the Congressional intent of the demonstration program is to determine whether winter navigation is practical and not to justify a pre-disposed "goal." An underlying presumption by the Corps that year-around navigation is a Congressional goal is prejudicial to an objective assessment of the demonstration program pursuant to the National Environmental Policy Act of 1969 (NEPA).

In our July 25, 1977 comments on the FY 1978-79 DES on the demonstration program, we stated we fear this demonstration program may already have taken on a life of its own. FY 1979 demonstration program activities support our observation.

Upper Lakes Proposed Activities

What is one more winter of commercial shipping on the upper lakes going to "demonstrate"? The engineering practicality has already been established by year-around shipping every winter since 1974-75. We find it difficult to understand how many of the items in the $4.2 million FY 1979 program, plus the unaccounted costs of the Coast Guard ice breaking program, can be justified as a "demonstration" of anything new.

In the absence of baseline environmental data on the upper lakes, the experimental design of another winter of shipping is suspect. The DES for FY 1979 contains little new information on impacts on fish and wildlife resources. Only unsubstantiated judgements are offered, such as "As far as is currently known activities proposed . . . would not create any major environmental impacts" (p. iii). Wasn't anything learned during last year's demonstration program about adverse impacts on fish and wildlife or their habitat? Was it documented that there were none? Where are the environmental monitoring data from the 1977-78 demonstration program?

In the discussion on environmental impacts of ice-breaking activities there is no new information presented, no discussion of environmental impacts from churning of ice breaker props, no assessment of the magnitude of damages to shorelines, shallow river habitats and wetlands, and no presentation of alternatives to possibly minimize such problems caused by the demonstration program.

It is apparent from the DES that there are still no practical means of dealing with oil spills under ice in connecting channels and rivers. The DES admits to the "possibility of accidents," but the Corps is

apparently willing to take that gamble with the public trust in our Great Lakes pursuing the "goal" of a navigation season extension.

Will it take a major oil spill on our Great Lakes to once and for all "demonstrate" that the risk is real, that the costs to the public trust could be astronomical and that clean up technologies are totally inadequate under unpredictable winter shipping conditions? Our organization is not convinced that the possibilities of such crises are insignificant. Major oil spills are a fact of life in the petroleum industry. None of the oil tanker disasters around the globe have been predictable. The potential threat to our natural resources and our tourist and travel industry of Michigan is ample reason to terminate the risk of winter shipping of hazardous materials.

Alternatives on the Upper Lakes

Section VI is an unimaginative discussion of the alternatives which does not satisfy requirements of NEPA. Alleged economic impacts on private industries from halting the demonstration program are cited in Section 6.02. We are not familiar with any legislative authority which makes regional economic enhancement a goal of the demonstration program.

NEPA recognizes the "critical importance of restoring and maintaining environmental quality" (Sec. 101). The Council on Environmental Quality "Guidelines on Preparation of Environmental Impact Statements" requires all federal agencies "to the fullest extent possible, (to) direct their . . . programs to protect and enhance environmental quality" (Sec. 1500.1(a)).

We cannot understand how the continued shipment of petroleum and hazardous chemicals during a federally-supported demonstration program can in any way be consistent with that mandate of NEPA. CEQ guidelines require the Corps to "use all practicable means, consistent with other essential considerations of national policy, to restore environmental quality as well as to avoid or minimize undesirable consequences for the environment."

We would ask the Corps if the following statement accurately paraphrases its position on this issue, based on the DES before us:

> "An oil spill under ice in connecting waters is unlikely, but a remote possibility. We can't predict the adverse impacts of such a spill, we have no way to contain such a spill under ice in a fast current, but we will procede with the demonstration program and hope for the best."

If that is an accurate summary, we would then ask how that philosophy is consistent with CEQ guidelines and NEPA?

Page v states: "The only real alternative to the demonstration are 'no action' for one or more portions of the program." We recommend "no action" as the program to adopt; i.e., halting ice breaking activities until environmental baseline data can be collected comparable to the engineering documentation which has been gathered to date. But we believe other realistic alternatives are also available to the Corps.

A severely restricted shipping schedule is a "real alternative." A ban on petroleum and chemical shipments during ice conditions is a "real alternative."

A halt to the shipping program, pending Congressional action on minimum ship design criteria for winter shipping operations, is a "real alternative." It is unconscionable that the U.S. Coast Guard has to resort to "pleas" (Sec. 4.164) to keep underpowered and underdesigned vessels out of treacherous ice-filled waters of the Great Lakes. It is little comfort to be told that the Coast Guard is "realizing increased success" from the shipping industry in keeping unsafe ships off the lakes. Voluntary cooperation from industry based on market incentives has never proved effective in protecting public resources. This program is no exception since it is common knowledge that some ships capitalizing on the "free" ice breaking support of the federal government have absolutely no business sailing in ice conditions.

Lake Ontario - St. Lawrence Seaway System Proposed Activities

MUCC completely concurs with the position of the New York State Department of Environmental Conservation regarding the adequacy of this DES in assessing activities recommended for the Lake Ontario - St. Lawrence Seaway System (May 8, 1978 letter from Commissioner Peter A. A. Berle). In addition, we had anticipated that findings of the environmental assessment just completed by the NYSDEC would have bearing on impacts of the demonstration program on the upper lakes, particularly in connecting channels and rivers such as the St. Marys River. We believe the DES is inadequate and satisfies neither the spirit nor the letter of NEPA. We believe the following quotes from the DES, offered without comment, justify this conclusion:

> "Detailed plans and specifications for the ice boom modifications have yet to be finalized" and "the model study is still underway (Sec. 4.37). "Criteria for . . . tests are being developed" (Sec. 4.42). "Baseline data . . . is presently being gathered" (Sec. 4.49). "The probable environment impact . . . will be determined" (Sec. 4.51). "Possible consequences of boom modifications on these characteristics can be fairly related to the historical context" (Sec. 4.57). "Results . . . will be included in the Final Environmental Statement when it is made available."

In conclusion, the Michigan United Conservation Clubs reaffirms its objection to a continuation of the demonstration program. This objection is based on (1) lack of baseline environmental data to predict and assess potential adverse impacts on the entire Great Lakes - St. Lawrence River ecosystem; (2) financing arrangements by the federal government with no cost assessment to private beneficiaries; and (3) continued shipment of petroleum and chemicals with no practical contingency for containing spills from accidents in connecting waters.

In addition, we find this draft environmental statement inadequate to assess all the environmental consequences of the proposed demonstration program activities.

The recently completed study by the New York State Department of Environmental Conservation and the U.S. Fish & Wildlife Service is the first comprehensive environmental assessment to be completed in the history of the demonstration program. Although that study focuses on the St. Lawrence River ecosystem, we are interested in seeing the results to help us assess the impacts of the demonstration program on the upper lakes, particularly the St. Marys and St. Clair Rivers, as well as the St. Lawrence River.

If the demonstration program procedes in spite of our objections, the Michigan United Conservation Clubs requests the preparation of a revised draft environmental statement which would incorporate that study into its assessment and would adequately define alternatives to the proposed program.

Very truly yours,

Wayne A. Schmidt
Staff Ecologist

sm

cc: U.S. Council on Environmental Quality
Michigan Congressional Delegation

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U.S. House of Representatives
Committee on
Merchant Marine and Fisheries
Room 1334, Longworth House Office Building
Washington, D.C. 20515

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MINORITY COUNSEL
W. PATRICK MORRIS

July 5, 1978

Colonel Melvin D. Remus, USA
Acting Director, Winter Navigation Board
c/o Detroit District, Corps of Engineers
P. O. Box 1027
Detroit, Michigan 48231

Dear Mel:

Without taking the time for research and knowing you have some form of Legal Affairs workgroup that has been assiduously addressing all aspects of the Winter Navigation program the following quick observations apply to your draft "Shoreline Erosion and Shore Structure Damage Study" ...perhaps the draft report under preparation by your legal affairs workgroup contains the essential analysis.

Your Shoreline Erosion Study statement as to Existing Conditions would limit recovery to instances of negligence above the "ordinary high water mark". But what of a deliberate act from which damage flows? And what of the so-called law of the foreshore applicable in some parts of the Lakes where a property owners' title extends to the waters edge, whatever the lake level may be? Can the Government with impunity keep hacking away at a shore and thus keep moving a property line landward---where such a possibility is foreseeable it would seem both unconscionable and negligent for Government to deliberately pursue a course of action that would produce such a result?

As for speed regulation - in ice it is often more threatening to shoreline interests to reduce speed or to maintain speed below posted limits. Ice conditions may be such that a speed limit will be insufficient to maintain continued headway and a vessel will become beset. Then that vessel, alone or with icebreaker assistance, will utilize up to full horsepower to free itself. I have often wondered if that churning in one spot is not more disturbing to the shore and to bottom conditions than if speed

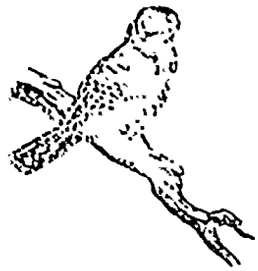
(in excess of fixed limits) had been increased to maintain headway. Thus I suggest that, difficult though it may be, consideration be given to vesting in an appropriate command the authority to vary permissable speed limits to cope with variable ice conditions.

Any thoughts?

Sincerely,

John H. Bruce
Professional Staff (Minority)

JHB/vb



The KESTREL

Onondaga Audubon Society, Inc.

BOX 620, SYRACUSE, N. Y. 13201

A Chapter of the National Audubon Society

Tel. 451-1860

20 July 1978
Syracuse New York

To: Major General Harris
Chairman Winter Navigation Board

From: Onondaga Audubon Society
P.O. Box 620
Syracuse, New York 13201

Dear General Harris:

The Onondaga Audubon Society Inc. supports the position of Commissioner Peter A.A. Berle of the New York State Department of Environmental Conservation regarding the proposed FY79 Navigation Demonstration season along the St. Lawrence river. The studies contained in the recently issued Environmental Assessment on this project clearly indicate that potential for severe environmental impacts exist. Therefore DEC's position on this matter is a prudent one and we urge that the proposed FY79 activities not be conducted. Further we urge that prior to any modifications of the St. Lawrence river ecosystem intensive and detailed studies be conducted to fully assess all possible impacts.

We urge you to actively support the position of the Department of Environmental Conservation on this matter and seek disapproval of the proposed FY79 demonstration activities.

Sincerely yours,

Gregory Smith

Gregory Smith
President

NINETY-FIFTH CONGRESS

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U.S. House of Representatives
Committee on
Merchant Marine and Fisheries
Room 1334, Longworth House Office Building
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MINORITY COUNSEL
W. PATRICK MORRIS

July 24, 1978

Colonel Melvyn D. Remus, USA
District Engineer, Detroit District
Corps of Engineers
Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

We have a flow of exchanges regarding Winter Navigation matters recently. In all instances I have appreciated the promptness and responsiveness of your return advice.

Reference your letter of July 14 regarding the Soo harbor temporary ice anchoring structures and the plans for shore erosion/structure damage protection demonstrations, I am a bit dismayed that the St. Mary's River shore erosion (rip-rap) and structure damage (cluster pile) proposals may not be accomplished. In view of the apparent intransigeance of the New York State authorities and of the long-suffering tolerance of the Soo residents, funding of this demonstration effort would be a most visible "brick-and-mortar" effort to address some of their most persistent complaints and to assuage any sense of abandonment - especially if Congress finds Upper Lakes winter navigation acceptable as an operational program.

I urge your reconsideration of the St. Mary's River projects.

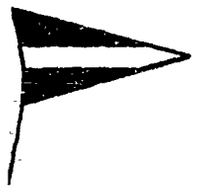
Sincerely,

Phillip E. Ruppe
Ranking Minority Member

PER/jbb

cc: Major General Richard Harris
Commander, U.S. Army Engineer
Division-North Central

C-II-F-12



CHIPPEWA YACHT CLUB
CHIPPEWA BAY
NEW YORK

August 1, 1978

Chairman
Major General Harris
North Central Div. Engineer
U.S. Army Engr. Div., North Central
536 South Clark Street
Chicago, Ill. 60605

Dear Major General Harris:

I am writing as a concerned private citizen and as spokesman for The Chippewa Yacht Club to voice our strong opposition to the Navigation Season Extension Program on the St. Lawrence River. Clearly, the impact on the enviornment, property owners, and the recreation based economies along The River would be devastating.

As I am sure you are aware, the Enviornmental Assessment, published by the New York State Dept. of Environmental Conservation describes the following probable impacts from winter navigation:

- disruption of significant vegetational, fish, bird and other wildlife habitats-including a wintering habitat of the endangered bald eagle
- increased likelihood of damaging effects due to ship-generated action on shorelines and shoreline structures
- disruption of bottom sediments from installing anchors-potential release of organic and heavy metal pollutants found in sediments
- water level fluctuations and subsequent impacts on power production, historic sites, shoreline structures, commercial recreational facilities, recreationally-based economy, wetlands, fisheries spawning sites and aquatic food webs

During 1976, we were all made painfully aware of the problems shipping can bring to the enviornment of The River and our property by the New England Petroleum barge spill. We strongly urge you and your colleagues to cancel any attempts at winter Navigation on the St. Lawrence River.

Sincerely,

William W. Bryant, Jr.
Commodore

cc: All Winter Navigation Board Members:Federal, State and Local Officials

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western union Mailgram

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MAJOR GENERAL HARRIS
NORTH CENTRAL DIVISION ENGINEER
US ARMY ENGINEERS DIVISON NORTH CENTRAL
536 SOUTH CLARK ST
CHICAGO IL 60605

WE URGE THAT YOU VOTE AGAINST THE PROPOSED WINTER NAVIGATION DEMONSTRATION BEING CONSIDERED FOR THE ST LAWRENCE RIVER THIS WINTER WE FEEL AT THIS POINT IN TIME NOT ENOUGH ENVIRONMENTAL DATA AND SOCIAL ECONOMIC CONSEQUENCES DATA IS NOT AVAILABLE SINCERELY

WILLIAM AND BEATRICE SCHERMERHORN
HAMMOND NY

0817 EST

MGMCOMP MGM

TO REPLY BY MAILGRAM, SEE REVERSE SIDE FOR WESTERN UNION'S TOLL - FREE PHONE NUMBERS

A N MENKEL
78 PELHAM ISLAND RD
SUDBURY MA 01776

Mailgram

4-010746E219 08/07/78 ICS IPMMTZZ CSP WSHB
3153245851 MGM TDMT CHIPPEWA BAY NY 100 08-07 1009A EST

~~Int. Water Nav. Proj. Cl. C/M.~~
Boston

SENATOR EDWARD KENNEDY
US SENATE
WASHINGTON DC 20510

AS PROPERTY OWNERS IN NEW YORK STATE ON THE SAINT LAWRENCE RIVER AND MASSACHUSETTS WE ARE TOTALLY OPPOSED TO THE WINTER NAVAGATION DEMONSTRATION PROJECT SPONSORED BY THE WINTER NAVAGATION BOARD. PLEASE LET THE VOICE OF THE RESIDENTS DETERMINE THE FUTURE OF THE SAINT LAWRENCE RIVER

ALLAN N AND SALLY W MENKEL
78 PELHAM ISLAND RD
SUDBURY MA 01776

10:09 EST

MGMCOMP MGM

American Federation of Government Employees

St. Lawrence Seaway Local 1968

Affiliated with the AFL CIO

Massena, New York 13662

81 Ober Street
Massena, New York 13662

August 8, 1978

Colonel Melvyn D. Remus
Acting Chairman
Winter Navigation Board
U. S. Army Engineers
P. O. Box 1027
Detroit, Michigan 28231

Dear Colonel Remus;

This letter represents the views and comments of Local 1968, AFGE in regard to the Winter Navigation Demonstration Program of 1978 and 1979. Because of the belatedness of this letter, I am requesting that this document be read into the record before the meeting of the Winter Navigation Board on August 11, 1978.

As the elected representative of the Saint Lawrence Seaway Development Corporation's bargairing unit, I have a very special interest in the Demonstration Program of 1978, season extension, and year-round shipping on the Great Lakes via the St. Lawrence River. Part of my responsibility is to represent and present the views of Corporation employees on all matters that have a bearing on their working conditions.

The Demonstration Program does have bea. .g on the Seaway personnel presently. Season extension and/or year-round shipping has a major bearing on each employee. To the residents of the north country, this programs means more jobs in an area with high unemployment. Not just work to make work, but jobs for a very important goal. The economy of the United States - with the specific areas of the Great Lakes and the St. Lawrence River - have the benefit of the project.

The key to this Local's views is obvious, work on constructive jobs for the future of this fourth seacoast. With this in mind, we have reviewed the past several years projects on the St. Lawrence River and reviewed and studied the preliminary draft of the Survey Study for the Great Lakes - St. Lawrence Seaway Navigation Season Extension. Many of our people worked on these projects and demonstrations under the most adverse conditions possible. We have found that the agencies involved in these past years have acted in a most responsible way and should be commended for their success. Cautions were taken in all facits of the demonstration.

Before you now is the most important phase of the winter navigation program. For a very small part of the St. Lawrence River, a real demonstration of winter navigation is proposed. This was not proposed without careful analysis of past projects conducted

on the Great Lakes and St. Lawrence River. As I have read and studied the preliminary draft of Winter Navigation, I found a sound program that is prepared to deal with each problem no matter how small in this demonstration program. Complete stopage of the program is called for if problems arise. Each problem will be dealt with immediately giving weight to all solutions presented. To us here at the Seaway Corporation, this represents responsible persons acting in a responsible manner.

On August 1, 1978, I had the opportunity to attend the Public Information Meeting in Alexandria Bay, New York. This meeting, as you are aware, was supposed to serve as the public's opinions and ideas for the proposed winter demonstration program. It was not a meeting to present views on year-round shipping on the St. Lawrence River. The participants of this meeting failed to divorce the two subjects.

The public meeting showed that the participants did not want winter navigation on the river regardless of any programs tested now or in the past. They did not want to hear of any safety valves built into the demonstration program for this year. They are fully aware that there has never been a demonstration program as is proposed for this winter season and could not produce any evidence that would deter this proposed project. Just the general statement of "I don't want winter navigation on the St. Lawrence River" is no basis for stopping a demonstration program.

It is our view that this year's demonstration program is a "must" on the St. Lawrence River. It will serve as a basis for pro and con on the future of winter navigation. Without such a demonstration now, millions of taxpayers dollars would be wasted on feasibility studies, which in our estimation, would once again lead to a demonstration program as is presently being proposed.

We urge you to vote for this one-year demonstration program on the St. Lawrence River as proposed.

Sincerely,

Raymond K. Morgan

President Local 1968

JAMES L. OBERSTAR
8TH DISTRICT, MINNESOTA

ROOM 323
CANNON HOUSE OFFICE BUILDING
(202) 225-6211

DISTRICT OFFICE:
ROOM 231
FEDERAL BUILDING
DULUTH, MINNESOTA 55802
(218) 727-7474

Congress of the United States
House of Representatives
Washington, D.C. 20515

COMMITTEES:

PUBLIC WORKS AND TRANSPORTATION

MERCHANT MARINE AND FISHERIES

SELECT COMMITTEE ON CONGRESSIONAL OPERATIO

August 9, 1978

Colonel Melvyn Remus
Chairman, Winter Navigation Board
Department of the Army
Detroit District, Corps of Engineers
Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

The Conference of Great Lakes Congressmen is most anxious that the technical, economic and environmental feasibility of extending the navigation season on the St. Lawrence Seaway be demonstrated. We have worked for continued authorization and funding of the Winter Navigation Board's programs.

The Environmental Assessment performed by the State of New York's Department of Environmental Conservation has been brought to my attention. I am concerned that the New York Assessment prejudges the environmental investigations which can only be undertaken in conjunction with a physical demonstration.

The 1970 Rivers and Harbors Act specifically directed the Secretary of the Army acting through the Chief of Engineers in cooperation with those agencies which now comprise the Winter Navigation Board to undertake a demonstration program which included "ship voyages extending beyond the normal navigation season".

In asking the Winter Navigation Board to proceed with plans for a field test of modified ice booms in the St. Lawrence during this program, I am not suggesting environmental considerations be ignored. Rather I am requesting the Winter Navigation Board proceed with its plans to test the ice boom modifications with actual vessel transits and as part of that test evaluate the impacts of such transits on the environment. I understand the booms are to be modified so they can be closed on very short notice if either environmental considerations or flow conditions should so dictate.

C-II-F-18

I urge the Winter Navigation Board to proceed with the scheduled demonstration voyages so that we in the Congress will have the benefit of actual field test data in the St. Lawrence when we consider further proposals to extend the navigation season.

With best wishes.

Sincerely,

James L. Oberstar, M.C.

JLO:jjt

FRANK HORTON
U.S. REPRESENTATIVE
34TH DISTRICT OF NEW YORK

COMMITTEES:
GOVERNMENT OPERATIONS
RANKING MINORITY MEMBER
AD HOC COMMITTEE ON
ENERGY

DAVID A. LOVENHEIM
ADMINISTRATIVE ASSISTANT

Congress of the United States
House of Representatives
Washington, D.C. 20515

WASHINGTON OFFICE:
2229 RAYBURN BUILDING
WASHINGTON, D.C. 2051
(202) 225-4916

DISTRICT OFFICES:
314 FEDERAL BUILDING
ROCHESTER, NEW YORK 14
(716) 263-6270

WAYNE COUNTY OFFICE BUIL
LYONS, NEW YORK

August 9
1 9 7 8

Col. Melvin D. Remus
District Engineer
Detroit District, Corps of Engineers
Box 1027
Detroit, Michigan 48231

Dear Col. Remus:

It has come to my attention that the U.S. Winter Navigation Board will be meeting on Friday, August 11, 1978, to decide the future of the winter navigation demonstration program on the St. Lawrence.

As a Member of Congress representing a large portion of the vulnerable southern shore of Lake Ontario, I am strongly opposed to an extended navigation season on the Great Lakes and the St. Lawrence, because of the disruption of the winter ice cover on the St. Lawrence that would occur with winter navigation.

There are three principal interests involved in the regulation of water levels of the Great Lakes and especially Lake Ontario, namely shipping, power and land owners. To date, the land owners interest has been subjugated to the other two interests in the matter of regulation of Lake levels. To extend the navigation season at this time would wholly disregard the riparian interest and cause irreparable damage at great cost.

As we are all aware, one of the key factors in controlling water levels in Lake Ontario is the creation of a stable ice cover in the St. Lawrence during the winter months. Extension of the navigation season would necessitate breaking up of this ice cover possibly resulting in ice jams, which would reduce or shut off the flow of water from Lake Ontario.

Because of my concerns about a possible extended navigation season I was able to get an amendment in the legislation requiring that the long term effects on shoreline and levels be given consideration in determining whether the demonstration will be carried out.

To date, shoreline interests have been unable to obtain needed changes in the regulations of Lake levels from the IJC and the St. Lawrence River Board of Control. Under the present system of regulation, it has been necessary winter after winter to push outflow levels from Lake Ontario through the St. Lawrence to the maximum in order to mitigate the expectation of spring flooding. Until these mid-winter outflow levels become unnecessary through the adoption of a fairer method of Lake level regulation, it would be foolhardy for shoreline interest to support year round navigation.

If at some point in the future, the necessary changes in the level regulation of Lake Ontario are made which would enable Lake levels to consistently be regulated at or below the mean level of regulation, or 244.77 feet, then and only then might it be timely to consider the risks and benefits of extending the navigation season through the winter months.

Under present circumstances, even without extended navigation, we have not been able to achieve sufficient winter outflow levels to afford protection and equity for riparian interests. It is my hope that needed changes in Lake Ontario level regulation plans be given first priority because the subject of extended navigation must be secondary to such changes.

With kindest personal regards,

Sincerely,

Frank Horton

FH:mm

Environmental Defense Fund

475 PARK AVENUE SOUTH, NEW YORK, N.Y. 10016/212 686-4191

August 9, 1978

General John W. Morris, Jr.
Chief of Engineers
Department of the Army
Corps of Engineers
Forrestal Building
Washington, D. C. 20314

Re: St. Lawrence Seaway Winter Navigation Demonstration Project

Dear General Morris:

We have recently had an opportunity to review the environmental assessment prepared for the Fiscal Year 1979 Winter Navigation Demonstration Project on the St. Lawrence River. We understand that the Winter Navigation Board, the Chairman of which is the Corps of Engineers North Central Division Engineer, will be meeting shortly to make a recommendation on whether or not the Corps of Engineers should or should not proceed with this demonstration project at this time. For reasons which we set forth below, we think it would be inappropriate for the Corps of Engineers to proceed with this project at this time.

Any doubts about the inadequacies of the Draft EIS on the project should now be completely dispelled with the completion of the Environmental Assessment. That Assessment discloses a number of potential adverse impacts of the demonstration project which have not been properly addressed pursuant to NEPA requirements. We are particularly concerned about the impact of changes in water levels in the river and ice clearing on the overall ecology of the river. Furthermore, oil spills or discharges of other kinds of toxic contaminants through accidents during the cold winter months can have a devastating impact on the biota of the river which might not occur during the warmer months of the year when the river is naturally open. We would expect, as Mr. Peter A. A. Berle has suggested, that this project might also have a substantial adverse effect on the recreation tourist industry of New York State. Furthermore, we would further anticipate that this project and its logical aftermath would have serious adverse effects on the financial vitality of freight rail systems now servicing this part of the country. None of these impacts have been adequately addressed in the DEIS and should be properly evaluated before a final decision is made to proceed with the demonstration project.

In our view, the opening of the St. Lawrence Seaway, a heavily subsidized waterway, contributed to the financial demise of the Penn Central and other railroads in the Northeast. As a result of the

OFFICES IN NEW YORK CITY (NATIONAL HEADQUARTERS); WASHINGTON, DC; BERKELEY, CALIF.; DENVER, COL.

studies conducted pursuant to the Regional Rail Reorganization Act and the Rail Revitalization and Regulatory Reform Act of 1976, the principal rail carrier servicing this entire part of the country is now Conrail. It is well known that Conrail's financial situation is nowhere near as favorable as had been anticipated by the U.S. Railway Association. Increasing subsidies to other transportation modes, including the St. Lawrence Seaway System, can only exacerbate the financial problems which Conrail and other freight carriers servicing this region will predictably face. In the absence of an adequate system of waterway user charges, it is incumbent upon the Corps of Engineers to assess these losses to other modes as part of the economic analysis for this kind of project.

In a letter dated June 23, 1978 to Colonel Melvyn D. Ramus, District Engineer in Detroit, Michigan dated June 23, 1978, the Fish and Wildlife Service, Boston Regional Office took the position that the information contained in the Environmental Assessment should cause a significant revision of the Draft EIS. We fully concur with this statement. In our view, the Draft EIS should undergo such a revision pursuant to paragraph 7a of your EIS NEPA Regulations prior to any decision to proceed with the project. Furthermore, that same letter indicates that the Environmental Assessment does not constitute the project report of the Secretary of the Interior pursuant to Section 2(b) of the Fish and Wildlife Coordination Act. In our view, such a report must be prepared prior to any decision to proceed with this kind of project. Indeed, the President's recent Water Policy Reform Message and accompanying Directives, including the President's Memorandum dated July 12, 1978 to the Chairman and Members of the Water Resource Council and other parties, makes this mandatory. Therefore, a decision to proceed with the demonstration project prior to the development of a comprehensive mitigation plan pursuant to the Fish and Wildlife Coordination Act would constitute a violation of that Act.

Finally, we are aware of the fact that the Corps of Engineers is now studying an expansion of the navigable capacity of the Great Lakes to accommodate large vessels. In our view, any program to open up the St. Lawrence Seaway to year-round shipping is necessarily linked with any such proposal to expand the navigable capacity of the Great Lakes. Clearly, such a year-round shipping program would have a significant effect on the benefits of any proposal to expand the navigable capacity of the Great Lakes. In view of this fact, it would be appropriate for the Corps of Engineers to consider in a revised environmental impact statement the demonstration project in the context of the Corps of Engineers' larger program for expanded navigable capacity in the St. Lawrence Seaway and the Great Lakes.

In summary, we would urge a postponement of a final decision to proceed with the St. Lawrence River Winter Demonstration Project pending the revision of the Draft EIS and preparation of a mitigatio plan as called for in the June 23, 1978 letter from the Fish and Wildlife Service to Colonel Ramus.

Yours very truly,

James T. B. Tripp
Counsel

cc: Winter Navigation Board Members

Colonel Melvyn D. Ramus,

Mr. Peter A. A. Berle

DEPARTMENT OF TRANSPORTATION
SAINT LAWRENCE SEAWAY DEVELOPMENT CORPORATION
WASHINGTON, D.C. 20591 MASSENA, NEW YORK 13662

August 10, 1978

Honorable Robert C. McEwen
2211 Rayburn House Office Building
Washington, D. C. 20515

Dear Mr. McEwen:

As Federal Women's Program Coordinator for the Saint Lawrence Seaway Development Corporation I represent 40 plus women employees. In this capacity I respectfully ask you to support the Winter Navigation Demonstration Program for the St. Lawrence River.

We are women in transportation and we feel that the accomplishment of the long range goals established by the Winter Navigation Board would strengthen opportunities for continuing employment and would increase job opportunities for the unemployed in Northern New York.

Because water transportation has been proven to be both energy efficient and cost effective, we feel it is in the national interest to further develop this vital transportation artery.

We also feel that to disallow a program designed to prove the feasibility of an extended navigation season without proof of any harmful impact to the environment would be similar to discouraging research in space exploration or medical advancement.

In keeping with your continuing interest in the Great Lakes-St. Lawrence Seaway and the economic development of the north country, we are asking you to support and present a positive response to the needs of your constituents who depend on shipping activities for their livelihood.

Your consideration and support of the one year demonstration program for the St. Lawrence River will be appreciated.

Sincerely,

Louise B. Rothberg

Louise B. Rothberg
Federal Women's Program Coordinator

C-II-F-25



ST. LAWRENCE-EASTERN ONTARIO COMMISSION

317 WASHINGTON ST., WATERTOWN, N. Y. 13601

PHONE (315) 782-0100
EXTENSION 263-4

ERNEST J. LA BAFF, Chairman WILLIAM E. TYSON, Executive Director

RESOLUTION

WHEREAS, the New York State legislature in establishing the St. Lawrence-Eastern Ontario Commission recognized that the St. Lawrence River Valley constitutes a unique area containing a valuable yet vulnerable natural resource base of statewide and national significance, and

WHEREAS, the St. Lawrence-Eastern Ontario Commission, under contract to the New York State Department of State has proposed a Regional Coastal Resource Management program in response to the requirements of the Federal Coastal Zone Management Act of 1972, and

WHEREAS, the Commission has stated, in its draft coastal resource management program that all feasible measures should be taken to protect the environmental quality of the St. Lawrence River Valley, and

WHEREAS, the Winter Navigation Board has proposed to conduct a Demonstration Program in a limited section of the St. Lawrence River during the 1978-79 winter, and

WHEREAS, the St. Lawrence Seaway Development Corporation is completing arrangements to conduct such a program, and

WHEREAS, the State of New York has expressed major concerns regarding the environmental impact of such a program and has requested that such a program not be conducted until adequate environmental studies have been completed, and

WHEREAS, a comprehensive monitoring program to assess the impact of the demonstration program has not been established, and

WHEREAS, the disruption of the ice cover on the St. Lawrence River may have a serious negative effect on the electrical generating capacity of the Moses-Saunders Power Dam, and

WHEREAS, there remains a question of liability should the demonstration program result in decreased energy output from the Moses-Saunders Power Dam and other hydro-electric installations along the St. Lawrence, and

WHEREAS, the economy of much of New York State section of the St. Lawrence River Valley is based upon the productivity of its natural resources, and not its use as a water transportation corridor, and

THEREFORE, BE IT RESOLVED, that the proposed Demonstration Program not be undertaken until a comprehensive monitoring system to adequately assess the changes of the biological, chemical and physical nature that occur during the demonstration be designed and installed, and the question regarding the liability associated with possible losses of hydroelectric power production are adequately addressed,

FURTHER, BE IT RESOLVED, that the Winter Navigation Board request the Congress of the United States to extend the termination date of the Winter Navigation Demonstration program and authorize the allocation of adequate fiscal and technical resources in support of the monitoring system and to ensure that there will be no decrease in the level of power production at the Moses-Saunders Hydro-Electric facility.

I certify that this is a true and correct copy of an original resolution passed unanimously by the St. Lawrence-Eastern Ontario Commission on September 7, 1978.

Edward F. Cole

Commission Counsel

1978

MICHIGAN UNITED CONSERVATION CLUBS
2101 Wood St. • P.O. Box 30235 • Lansing, MI 48909 • 517-371-1041

President Jimmy Carter
The White House
Washington, DC 20500

Dear President Carter:

RE: Proposed FY 1979 Winter Navigation activities on the St. Lawrence River

On behalf of the Michigan United Conservation Clubs, I wish to take this opportunity to urge your support of the position of the New York State Department of Environmental Conservation to disapprove continuation of the winter navigation demonstration program on the St. Lawrence River.

MUCC, a statewide coalition of some 100,000 members and 430 affiliated organizations, fully concurs with the position outlined by DEC Commissione Peter A. A. Berle. We have reviewed the Environmental Assessment prepared by the DEC in conjunction with the State University of New York, viewed the demonstration corridor in the field, and discussed extensively the findings of the assessment with Dr. James W. Geis, Project Manager. We believe that Commissioner Berle's conclusions are prudent and supported by the available information.

A public hearing held in Alexandria Bay, New York demonstrated an outpouri of citizen opposition to permitting winter shipping on the St. Lawrence River. We urge you to ask members of your administration who serve on the Winter Navigation Board to respect that public opinion and support the position of the state of New York.

Very truly yours,

Thomas L. Washington
Executive Director

sm/ws

WH 1363

RESOLUTION NO. 229-78

RESOLUTION OPPOSING ICE BOOM MODIFICATIONS AND VESSEL TRANSITS BEYOND THE NORMAL NAVIGATION SEASON PRIOR TO THOROUGH SOCIAL, ECONOMIC, AND ENVIRONMENTAL STUDIES

By Mr. Thompson, Chairman, Planning & Conservation Committee

WHEREAS, the Army Corps of Engineers, U.S. Department of Army, and the St. Lawrence Seaway Development Corporation, U.S. Department of Transportation, are preparing plans for extending the navigation season on the St. Lawrence River beyond the normal, early April to mid-December, navigation season,

WHEREAS, the St. Lawrence River is one of St. Lawrence County's most valuable natural resources and supports a large river-based tourist industry, recreation, sport-fishing, hunting, trapping, businesses, and seasonal and year-round residences,

WHEREAS, an extended navigation season may adversely affect St. Lawrence County and its residents by causing decreased power production, by causing increased shoreline erosion and structure damage, and by disrupting critical fish and wildlife habitats,

WHEREAS, the Corps of Engineers is proposing authorization of an extended navigation season prior to collection of adequate baseline data and preparation of an adequate environmental impact statement which addresses ecological, human, and economic issues,

WHEREAS, collection of adequate baseline data, preparation of adequate environmental assessments, and preparation of an adequate environmental impact statement which addresses ecological, human and economic issues are required to allow assessment of the effects of an extended navigation season on St. Lawrence County's resources, people and economy,

THEREFORE BE IT RESOLVED, that the St. Lawrence County Board of Legislators oppose any gapping of ice booms for navigation and any vessel transits in the St. Lawrence River beyond the normal navigation season as part of either a demonstration program or an extended navigation season until baseline studies, as recommended by New York State, have been completed and adequate environmental assessments have been made and appropriately considered and a complete environmental impact statement has been prepared, and

BE IT FURTHER RESOLVED, that a copy of this resolution be forwarded to Senator Daniel P. Moynihan, Senator Jacob K. Javits, Congressman Robert C. McEwen, Governor Hugh L. Carey, Senator Ronald B. Stafford, Senator H. Douglas Barclay, Assemblyman David O'B. Martin, the Army Corps of Engineers, the St. Lawrence Seaway Development Corporation and other members of the Winter Navigation Board.

REILLY, LIKE AND SCHNEIDER
COUNSELLORS AT LAW
200 WEST MAIN STREET
BABYLON, N. Y. 11702

MOHAWK 9-3000

CABLE ADD
RELIK

EVINO LIKE
BERNARD J. REILLY
WILBUR H. SCHNEIDER
GEORGE HOFFMAN
EDWARD A. BROOKS, JR.
WERNER J. ZUNDBRUNN
RICHARD C. HAND
ENRICO J. CONSTANTINO
PATRICIA A. DEMPSEY

October 10, 1978

Department of the Army
Buffalo District Corps of Engineers
1776 Niagara Street
Buffalo, New York 14207

Re: Application for a Permit under Authority of Section 10 of the River and Harbor Act of 1899 St. Lawrence River
File No. 78-872-16

Gentlemen:

We represent Save the River Committee, an organization repr senting property owners, businessmen, environmental and other pub lic interest organizations.

Our client opposes the above captioned application and respectfully demands a public hearing.*

We have made a preliminary investigation of the status of this project and its relationship to the "FY 1979 Winter Navigati Demonstration on the St. Lawrence River". (Winter Navigation Pro- ram)

Our sources of information for this investigation included telephone conversations with Mr. Walter Fray of your office, Davi Westheiser, project manager for the FY 1979 Demonstration Program Norman Muench, chief of the program development branch, and his associate, Jim Smith of the Detroit office of the Engineers, and Frank Kozak, Esq., assistant division counsel of the North Centra Division of the Army Engineers in Chicago, Illinois.

From these inquiries, I have been able to piece together th following facts:

1. The work described in the above captioned public notice is related to and in furtherance of the Winter Navigation Program

* This letter confirms the oral request for public hearing on Sep ember 29, 1978 of Mr. Barry Freed, a representative of Save the River Committee.

2. No environmental impact statement covering the Navigation Program or the work described in the public notice was sent by the Army Engineers to the Congress or to the House or Senate Public Works Committees and Appropriation Committees or Subcommittees which review the Engineers' programs and projects.

3. A draft environmental statement covering the Winter Navigation Program was issued in May 1978 by the Army Engineers as part of the requirements of compliance with the National Environmental Policy Act; the final environmental statement has not yet been issued. The May 1978 environmental impact statement does not describe the specific work or location covered by the above captioned public notice.

4. The public notice contains the statement "A preliminary determination indicates that an Environmental Impact Statement will be required for this ice boom and ice stabilization devices." This statement is based upon an incomplete environmental assessment signed September 27, 1978 by Arthur K. Marks of the Office of Environmental Analysis in the Buffalo district office, which assessment states that a review of permit files in similar type structures have had no appreciable impact on the human environment and that no significant adverse comments have been generated due to the installation of existing ice booms in the St. Lawrence River.

5. A number of oral and written requests have been received by the Buffalo district office demanding a public hearing. No determination, however, has yet been made whether to hold a public hearing.

6. The Buffalo district office has informed various federal and state agencies of the project and solicited their comments. These include the U.S. Fish & Wildlife Service, the U.S. EPA, the U.S. Department of Commerce, the U.S. Coast Guard, the U.S. Department of State, the U.S. Federal Energy Regulatory Commission, the Power Authority of the State of New York, and the New York Department of Environmental Conservation. No notice has been sent to any official agencies in Canada although I am advised that such notices will be handled through the U.S. Department of State.

The FY 1979 Winter Navigation Program was the subject of public hearings held by House and Senate Public Works Appropriation Subcommittees in February 1978 and are reported in hearings before the House of Representatatives on H.R. 12928, 95th Congress, 2nd Session, Part I, Public Works for Water and Power Development and Energy Research Appropriations Bill, FY 1979, and are also reported

in Senate hearings before the Senate Subcommittee on Appropriations under the same title. Following such hearings, House Report #95-1247 was printed concerning H.R. 12928, and subsequently also a Conference Report printed August 14, 1978 (H.R. Report #95-1490) was issued.

Thereafter the conference bill was approved by the House and Senate and was sent to the President for signature. On October 5, 1978, the President vetoed the bill and, on the same day, the House failed to override his veto thus killing the bill. Thus, if the Winter Navigation Program or the project described in the public notice depends upon funds to be provided by such Public Works bill, there are no funds available for such purposes.

Such funds will not become available unless the Congress adopts a continuing resolution making the necessary funding legally available to carry out the Winter Navigation Program and the public notice project. Such a continuing resolution has not yet been adopted.

From these facts, I draw the following legal conclusions:

1. There is no present legal authority or funding available to pay for the Winter Navigation Program or the public notice project.

2. The failure of the Army Engineers to file an environmental impact statement covering the Winter Navigation Program with the Congress is a violation of the National Environmental Policy Act. (Atchison, Topeka & Santa Fe Railway v. Callaway, 7 ELR 20377, D.D.C May 2, 1977)

3. The failure of the Army Engineers to hold a public hearing on the public notice project prior to reaching the preliminary determination that an environmental impact statement will not be required for the ice boom and ice stabilization devices is also a violation of NEPA. (Hanly v. Mitchell,(Hanly I), 2nd Cir., 4 ERC 1153, May 1972, cert. denied 4 ERC 1745; Hanly v. Kleindienst, (Hanly II) 2nd Cir., 4 ERC 1785, cert. denied 5 ERC 1416)

4. Given the lack of legal authority and funding and the Army Engineers' failure to comply with NEPA, as previously indicated the issuance of the permit requested by the St. Lawrence Seaway Development Corp. to perform the work described in the public notice is an impermissible segmentation of the Winter Navigation Program and a form of incremental decision making prohibited by NEPA. (See Rodgers Environmental Law 1977, cases cited at pages 787-792, including Sierra Club v. Callaway, 499 F2d 982, 990 (1974) 4 ELR 20731, 20735.

October 10, 1978

Department of the Army
Buffalo District Corps of Engineers

We respectfully request that this letter be entered in the record of the proceedings on the public notice project as setting forth our client's initial statement of facts and legal grounds for denying the requested permit.

Confirming my conversation with Mr. Fray, our law firm is to be placed on the distribution list for receipt of further notices and documents relating to the above project. Mr. Fray has also promised to furnish us with a copy of the application and a copy of the mailing list. We would also appreciate being notified when the Engineers receive copies of comments from other federal, state and any other state agencies or authorities.

Very truly yours
REILLY, LIKE & SCHNEIDER

Irving Like

IL:mc

cc: Mr. Barry Freed

Butterfield Lake Mud Lake 1000 Islands Clear Lake Millsite Lake

THE PERFECT VACATION LAND

Justices of the Peace
John R. Johnson
Edward J. Jarvis

Councilmen
Fred Dobbins
Gary Adams
Douglas G. Williams

TOWN OF ALEXANDRIA

COUNTY OF JEFFERSON

ALEXANDRIA BAY, NEW YORK 13607

Kenneth E. Nelson
Supervisor

Ellen S. Peck
Town Clerk

Horace I. Greene
Supt. of Highways

Hazel Simpson
Historian

October 16, 1978

U.S. Corps of Engineers
Buffalo
1776 Niagara Street
Buffalo, New York

Dear Sir:

The Town of Alexandria Board would like to go on record as being opposed to Winter Navigation on the St. Lawrence River. We are taking this position until further studies can be made into the effects it will have on our environment and other impacts it may hold.

Supervisor
Town of Alexandria

Kenneth E. Nelson (RP)

C-II-F-34

Supervisor
Ralph W. Timerman
Highway Superintendent
Harley Mills
Town Clerk
Patricia Caswell

Town of Orleans

LaFargeville, New York 13656

Town Justices
Aulden Shaw
Eugene Kleinhans
Councilman
Anthony Vaadi
Harlow Bauter

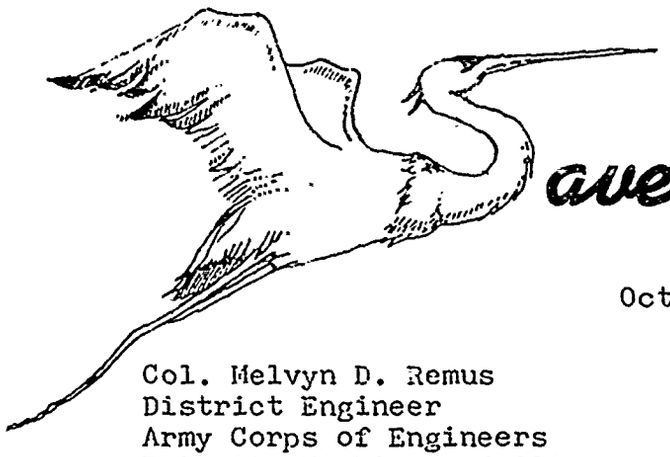
RESOLUTION
BY THE TOWN OF ORLEANS
TOWN BOARD

Whereas, the Town of Orleans is located on both sides of the St. Lawrence river, therefore, having considerable area of river front and whereas, an oil spill has already occurred in that area causing loss of revenue to business and property owners in the area, the Board feels that an oil spill in the winter would do even more damage and whereas, we feel that large boats traveling the river could cause considerable damage to the boathouses and docks, by the waves created under the ice, and whereas, we feel that it might cause harm in some way, to the fish population, because of more pollution, by ships traveling the year around, as well as, perhaps, other environmental damage, now therefore be it RESOLVED, that the Town Board, Town of Orleans, is against winter navagation in the St. Lawrence Seaway.

That adoption of the fore..oing resolution was duly put to a vote and upon roll call the vote was as follows:

Ralph Timerman,	Supervisor	Voting Aye
Eugene Kleinhans,	Town Justice	Voting Aye
Anthony Vaadi,	Councilman	Voting Aye
Harlow Bauter,	Councilman	Voting Aye
Aulden Shaw,	Councilman	Voting Aye

The resolution was thereupon duly adopted. (Resolution No. 46)



Save The River!

October 27, 1978

Col. Melvyn D. Remus
District Engineer
Army Corps of Engineers
Detroit, Michigan 48231

Dear Colonel Remus:

Our committee challenges the adequacy of the Final Environmental Statement FY 1979 concerning the Navigation Season Extension Demonstration Program.

1) We object to receiving copies of such an important report just twelve days before the deadline for comment and request an additional thirty (30) days extension for further study.
2) No account is made of objections raised at the August 1, 1978 and September 15, 1978 public hearings at Alexandria Bay and Ogdensburg, New York.
3) We object to all decisions which do not have a representative from New York State on the Winter Navigation Board.
4) We object to Major General Richard Harris' assessment that the program is "technically adequate" when he, himself, does not recommend tests on the St. Lawrence involving vehicle transits unless they account for changing water levels. We do not find the draft diagrams adequate in fully explaining the exact nature of these tests. Furthermore we are deeply concerned that the Seaway Development Corporation's application for these demonstration tests includes vehicle transits and gapping of the ice boom, although the Corps' public notice out of Buffalo makes no mention of these important and controversial aspects of the tests. These discrepancies must be addressed in order that the public fully understand exactly what is going to occur and what is not.
5) We concur with the environmental study conducted during the winter 1977-78 at the test site which was commissioned by your office and stated an adverse environmental impact.

SAVE THE RIVER COMMITTEE **BOX 322, CLAYTON, NEW YORK 13624**

6) We object to not considering the environmental impact of the total program along with the effects of testing.
7) We object to the nature and location of the tests. An area above the Thousand Islands with an unloaded or no vessel will not show the effects of winter navigation on the most narrow and hazardous section of the channel, namely the 1000 Islands region.
8) Furthermore, and finally, we object to authorization and funding having gotten this far without Canadian participation in the overall planning and decision making. The river, is, after all, three-forths in Canadian territory.

Our position is clearly stated. We want an adequate base line data survey conducted throughout the entire proposed channel before spending funds on technical feasibility tests. Second we want this survey study carried out with local and Canadian participation at the highest level.

Enclosed please find one of our informational brochures. We represent some 36 river side and island communities, have opened an office at 3 Market St., Alexandria Bay, and have gained the support of newspaper editorials, the Governor of New York's office and several town and county boards. Attached please find documents to that effect. This challenge is to be considered in conjunction with a response being drafted by our attorneys. It is complimentary to our attorneys response and does not supersede it.

Sincerely,

Barry Freed

Barry Freed
SAVE THE RIVER COMMITTEE 315/482-3042
315/482-9926

cc: Irv Like, Attorney
cc: Environmental Protection Agency
Enclosures
BF/ag

DEPARTMENT OF STATE

Washington, D.C. 20520

October 30, 1978

Major General Richard L. Harris
Chairman, Winter Navigation Board
536 South Clark Street
Chicago, Illinois 60605

Dear General Harris:

In his absence, Dick Vine has asked me to answer your letter of September 5, 1978, reporting the Winter Navigation Board's decision to proceed with a demonstration program during fiscal year 1979.

I agree with you that it would be appropriate to begin consultations with the Canadian Government with a view toward developing a coordinated approach toward navigation season endeavors and making appropriate applications to the IJC. We believe an early opportunity to discuss the Winter Navigation Board's proposed program with Canadian officials is a necessary first step in this process. My office has, therefore, invited the Canadians to a meeting in Washington during the week of November 13. We have, however, not as yet had a response from the Canadian Government.

I share your interest in proceeding promptly to address the Winter Navigation program with the Canadian Government and we will stay in close touch with your headquarters regarding preparations for a meeting with the Canadians.

Sincerely yours,

Richard J. Smith

Richard J. Smith
Director
Office of Canadian Affairs

C-II-F-38

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

NOV 1 1978

Lieutenant General J. W. Morris
Chief of Engineers
Department of the Army
Washington, D. C. 20314

Dear General Morris:

The Department of the Interior has under review your final environmental statement for the FY 1979 Navigation System Extension Demonstration Project for the Great Lakes System. We seriously question the adequacy of this statement as to its treatment of the fish and wildlife resource base of the Saint Lawrence River feature of the program.

The development of an adequate fish and wildlife information base, the identification of the project feature's impact on this resource base, and the consideration of mitigation are not set forth in the impact statement. These views have been made known to your District office. While we are not opposed to the implementation of the other features of this Demonstration Program, we do oppose the implementation of the Saint Lawrence River feature in the FY 1979 program. The review of the statement of findings by Major General Richard L. Harris, Division Engineer, Chicago, and Brigadier General Hugh G. Robinson, Deputy Director, Civil Works, accompanying the impact statement does recommend the deletion of this feature from the FY 1979 program. However, the filing of this impact statement implies NEPA compliance for the entire program. While we fully support your recommendation to delete the Saint Lawrence River feature from the FY 1979 Demonstration Program, the feature could receive budgeting consideration at a later date with a claim that NEPA requirements have been satisfied by the filing of the final statement. We would like to have a more comprehensive commitment that the feature will not be implemented until the fish and wildlife concerns have been addressed.

Due to the short timeframe available to express our views and seek a mutually acceptable resolution of our differences, we appear to have two options for seeking corrective action. The first option is to obtain a commitment from your office that the Saint Lawrence River feature of the Demonstration Program will not be implemented until the recommended fish and wildlife studies are completed, impacts evaluated, and a mitigation package is agreed to by the principals; the principals being the State of New York, Saint Lawrence Seaway Development Corporation, Corps of Engineers, and the Fish and Wildlife Service. The second option is to refer the issue to the Council on Environmental Quality for resolution. We would prefer to see the first option employed since the second option could delay implementation of the other features of the program and also require a significant commitment of manpower and time for both our agencies.

We trust that you share our concern for the protection of the fish and wildlife resource base of the Saint Lawrence River and that you will be able to provide us with a commitment that implementation of this feature will no. take place until the desired studies are completed. On. such satisfactory method of compliance could be a commitment to prepare a supplement to the final statement which would address these issues prior to implementation.

We would appreciate an early response to this letter so that we can bring about a prompt solution to the issue before us.

Sincerely,

Assistant SECRETARY

CC: Council on Environmental Quality

C-II-F-40

TO: COL Jerry Smith NCD R2[15] 11-2 9 Nov 78

[illegible] 2 encls.

Route #1
Waddington, N.Y. 13694
November 6, 1978

Department of the Army
Corps of Engineers, Detroit District
P. O. Box 1027
Detroit, Michigan 48231

Dear Sirs:

I wish to comment on the Final Environmental Statement, Fiscal Year 1979, Navigation Season Extension Demonstration Program.

Summary, 4. ADVERSE ENVIRONMENTAL IMPACTS:....."the potential for adverse impacts to water quality and wildlife as a result of accidental spills of oil and other toxic cargoes from vessels grounding, collision, or ruptured cargo or fuel oil tanks does exist." Comment: The St. Lawrence Seaway Development Corporation, Massena, N.Y. has not finalized the SLSDC Oil Spill Contingency Plan, high priority areas have not been designated and river communities participation has not been gained. Thus, while the St. Lawrence River would be subjected to greater oil or toxic cargo spill risk, no completed SLSDC plan to minimize damage by rapid and coordinated action, exists.

Section I, paragraph 1.66, 2 lists the Ad Hoc Committee on the St. Lawrence Demonstration Activities as SLSDC, the Great Lakes Environmental Research Laboratory, U. S. Army, Cold Regions Research and Engineering Laboratory and the Detroit District, Corps of Engineers plus representatives from Ontario-Hydro, the Power Authority of the State of N.Y., N.Y. State Department of Environmental Conservation, and the St. Lawrence Seaway Authority of Canada. No representatives of the PEOPLE OF THE RIVER AREA are listed. Why?

Yours truly,

Winifred Veitch

Winifred Veitch

CC:EPA

November 7,1978

Colonel Melvyn D. Remus
Acting Chairman,
Winter Navigation Board
District Engineer, Detroit District
U.S. Army, Corps of Engineers

re: Statement of findings FY 1979
Navigation Season Extention Demonstration Program

Colonel Remus:

Perhaps for some people, it is encouraging that modifications to the Demonstration Program are now recommended, but as a resident of the St. Lawrence Valley, I find the program will still adversly effect the St. Lawrence River environment. There still is no effective plan for monitoring impacts to the environment. It is one of the reasons General Harris has given a negative recommendation to the program. He believes that lack of a plan which would trigger corrective actions, to stop adverse effects on the environment, is unacceptable and irresponsible. I, as a person taking a positive attitude towards the enhancement of the St. Lawrence River, believe that this program will create just the opposite. In fact, after reading this statement, I am convinced that any program which has as its objective, navigation in the Winter Months, will by its very nature be detrimental to the environment.

There are several parts in this statement both confusing, and disturbing. The first concerns dredging. You now claim that dredging will be excluded in the 1979 program. Previously, it had been claimed that to modify existing booms and install new ones, some dredging would be necessary. Now,you assert dredging is not needed. Does this mean no modification or additional booms are needed to prevent ice floes? If the answer is yes, then your present position contradicts earlier statements and actions. Since there is a pending application for a permit to install additional booms, will these booms be

free floating? It seems that this proposal to go ahead without dredging, is an attempt to salvage a project which is becoming hard to justify. The present position to eliminate dredging, admits to the adverse impact will cause. The dredging required for the demonstration project is minimal compared to the entire Extended Navigation Program. Logically, since dredging of the River is necessary to contain ice movement, and since any sucessful ship movement can only be accomplished by ice contol, and since for the Extended Program, dredging is necessary to slow current flow, as well as, boom installation; then by eliminating dredging for the Demonstration Program, to comply with objections of the New York State Department of Environmental Conservation, then this project can not be accomplished. On this basis alone I suggest termination of the FY 1979 Demonstration Program.

Another disturbing part of your statement, concerns the Fish and Wildlife Service's determination that the Bald Eagle will not be endangered by the Program. The NYDEC has concluded just the opposite. It should be pointed out, that the NYDEC did the actual study. Is it not reasonable to wight the evidence of the people doing the work, than rely on opinions from an agency, one step removed from the field? In the absence of any other study, it makes the FWS determination skeptical.

The third point I would like to take up, is the on going controversy about levels and flows. Despite the claims, that additional studies indicate minimal impacts on levels and flows, it does not seem to convince Generals Harris or Robinson. In fact, General Harris recommends deferment of any ship transists, untill a satisfactory resolution of this issue is obtained. A position that makes sense. It is universally agreed, that higher water levels will cause damage to shoreline structures, and cause shoreline erosion. Add the effects of ice floes contibuting to the above damages, and you have a major proolem. The statements answer, is the use of rip-rap and pile clusters, in the St. Mary's River. This method may or not work. However,

the St. Lawrence or the St. Mary's Rivers are not labratories where experiments are to be made. They areliving systems, full of millions of organisms, surviving in a delicate balance. A pile cluster may save one dock, but what unforseable damage may it likewise cause?

A fourth point, is the lack of Canadian participation in this project. But, this vitally important factor has not stopped the U.S. Government from going ahead. The present policy is to proceed in only U.S. territory,(ie. additional booms on just the N.Y. side of the River), hoping Canada will come in at a later time.This approach is irresponsible to the U.S. citizen, for it is not in his best interests. Without Canadian participation, there can be no winter navigation. Yet the Government has spent about $16 million, and asking for more, which could be literally thrown down the River. This kind of boondoggle spending is a contributing factor for the President's recent vetoes of Public Works Bills. General Harris is aware of this point since one of his objections is the lack of Canadian participation. Untill Canada ~~has~~ states its position regarding winter navigation, there should be a discontinuance of the Winter Navigation Program.

In conclusion, I would like to restate my opposition to the Demonstration Program. I am in agreement with the NYDEC assessment that the demonstration program be terminated. Adverse effects to the environment are simply unacceptable. The NYDEC has claimed that there does not exist enough base line data to gauge the long term effects, a demonstration Program may have. If anymore money is to be spent, let it be for research to gain more insight to the eco-system of the St. Lawrence. Such a program would be more constructive than one which tears up sections of the River. This would have a greater beneficial effect to inhabitants of the River as well.

346 W17th
c/o Upgrading and
Retraining School
N.Y,N.Y. 10011

MINNESOTA COUNCIL

November 7, 1978

Melvyn D. Remus
Colonel, Corps of Engineers
Working Committee Chairman
U. S. Army Engineers
Detroit District
P. O. Box 1027
Detroit, Michigan 48231

Dear Sir:

It has come to my attention that the possible continuation of the highly important Winter Navigation Demonstration program in the St. Lawrence River is in jeopardy.

Because the Minnesota Wheat Research and Promotion Council, of which I am president, represents 36,700 members, and they all rely on the Great Lakes for the export of wheat. Many of these same farmers produce sunflowers, barley, corn and/or soybeans.

Transportation is currently the weakest link in our agriculture program. We produce principally for overseas markets, and without adequate facilities, we cannot survive.

It is extremely difficult for me and Minnesota's farmers to understand why a program of this magnitude can be delayed by environmental issues, when the program itself is designed to determine the effects winter navigation will have on the environment. Could it be the cart is before the horse again?

An important link in our overseas market development for wheat is a constant supply, which is regulated by utilization of the lakes on a year-round basis.

Please accept this letter as our continued support for the winter navigation demonstration program on the St. Lawrence River and year around shipping on the Great Lakes.

Best regards,

Charles D. Rhoades
President

C-II-F-45

BOX 602 RED LAKE FALLS, MINN. 56750 218-253-4270

ST. LAWRENCE COUNTY

ENVIRONMENTAL MANAGEMENT COUNCIL

State University College Potsdam, New York 13676

Phone (315) 265-3115

November 8, 1978

Colonel Melvyn D. Remus
Detroit District, Corps of Engineers
Department of the Army
P.O. Box 1027
Detroit, Michigan 48231

Attn: NCEED-ER

Re: Final Environmental Statement: FY 79 Navigation Season Extension Demonstration Program

Dear Colonel Remus:

In commenting on the draft document we stated that we considered it to be inadequate for the purposes of NEPA and requested that a new document be prepared. We also consider the final document to be unacceptable and premature.

A final project description for the demonstration program activities on the St. Lawrence River was not included in either the draft or final EIS. Paragraph 1.49 page I-24 of the FEIS says "detailed plans and specifications for the ice boom modifications have not yet been finalized." The proposed demonstration program for the St. Lawrence River (Appendix D of the FEIS) is submitted in "DRAFT" form. The environmental assessment carried out by the New York State Department of Environmental Conservation "was conducted without the benefit of the final model results and more-detailed engineering information" (Edith Tebo, EPA, Volume II. page I-8) and without benefit of thorough baseline studies. For these reasons, we do not consider the FEIS technically adequate.

The study conclusions in the "Environmental Assessment: FY 1979 Winter Navigation Demonstration for the St. Lawrence River" identify predictable impacts of serious environmental consequence. Of particular concern are potential adverse impacts on shoreline structures, on shoreline erosion, on critical fish, bird and other wildlife habitats, and on the significant habitats identified in Technical Report N of the Environmental Assessment.

To the contrary, the FEIS (Page IV-38, paragraph 4.107) states:

> ...review of all existing information indicates that no unacceptable adverse environmental impacts should result from the demonstration program if conducted under the designated constraints.

We take issue with this summary statement. Sufficient environmental data does not exist to substantiate this statement. Baseline data must be obtained prior to any demonstration program so that the impacts which may occur from altering the system can be assessed.

We raise the following concerns in regard to the proposed ice boom modifications and schedule of vessel transits on the St. Lawrence River. The St. Lawrence Seaway Development Corporation's design of ice booms and ice stabilization devices and supplemental ice booms are part of a modification of the ice control system designed for a December 31 closing (see Figures on pages I-23, I-28 and I-29, page IV-10 paragraph 4.36, and Appendix D, pages 15 and D-2). As stated on page 10, Appendix D:

> Any extension beyond 31 December would probably require improvements to the existing booms well in excess of the demonstration funds available.

All proposed schedules for vessel transits described in the FEIS (pages I-30 and I-31) include vessel transits between January 1 and March 30. Considering that the ice control system is designed for a December 31 closing, it would be irresponsible to authorize a demonstration program with vessel transits scheduled after that date.

Appendix E mentions "recurring failures of that (St. Mary's River) ice boom." What are the potential causes of boom failures on the St. Lawrence River and what design criteria or operation will prevent such failures? What will be the impacts on New York and Canada from possible boom failures? How will possible boom failures affect shore erosion, shoreline structures, critical habitats, power production and levels and flows of the St. Lawrence River?

An adequate EIS for this project should include a discussion of the secondary impacts, which are not included in this document. According to the "DRAFT" "Proposed FY 79 Ice Boom Demonstration St. Lawrence River," August 5, 1978 (Appendix D of the FEIS):

> The proposed modifications would allow navigation through December 31 as far downstream as Massena.

The design and modifications of the ice booms and ice stabilization structures for a December 31 closing is a first step in an operational two week extension of the navigation season on the St. Lawrence. Therefore, a discussion of the secondary impacts should include a discussion of the environmental impacts on the riverine system from Cape Vincent to Massena. This discussion is particularly important because:

> ...the environment of the Demonstration Corridor is atypical in comparison with the upstream and downstream baseline sites selected to characterize the remainder of the St. Lawrence River. (4.58, page IV-21)

It is not possible to extrapolate the results from the Demonstration Corrido to the rest of the St. Lawrence River.

Further, we are concerned about the lack of opportunity for public participation in critical areas of planning for the Demonstration as a result of General Harris' endorsement of the FEIS as an adequate document. To quote from his statement of findings:

> I believe that all appropriate steps were taken in the preparation and presentation of the environmental statement to disclose fully all known environmental issues and it is technically adequate.

Completion of the NEPA process ends the mandatory opportunity for formal public comment. However, the draft and final EIS were inadequate. Both documents were prepared prematurely and without sufficient information to provide for full disclosure or participation from the public. The operational plan and environmental monitoring plan are both essential elements of the Demonstration program and yet neither plan is being developed as part of the NEPA process. Thus they are being developed without opportunities for public review.

We remain opposed to the demonstration program on the St. Lawrence River. The final EIS is not an adequate document because it: 1) lacks a complete project description for the St. Lawrence River, 2) does not discuss the secondary impacts of the project, 3) does not include an adequate discussion of environmental impacts and 4) cannot adequately discuss the mitigation measures needed to eliminate or reduce the environmental impacts until the impacts are defined.

Sincerely,

Anne W. Forsyth

Anne W. Forsyth
Executive Secretary

AWF/nal

cc: Environmental Protection Agency
Room 53, West Tower
401 M. Street, S.W.
Washington, D.C. 20460

> ...the environment of the Demonstration Corridor is atypical in comparison with the upstream and downstream baseline sites selected to characterize the remainder of the St. Lawrence River. (4.58, page IV-21)

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Sincerely,

Anne W. Forsyth

Anne W. Forsyth
Executive Secretary

AWF/nal

cc: Environmental Protection Agency
Room 53, West Tower
401 M. Street, S.W.
Washington, D.C. 20460

Benefits of $636,978 could be realized daily by our area by extending the shipping season. We feel that these figures, multiplied by all the other ports on the Great Lakes that could similarly benefit, are compelling reasons to progress with the demonstration project. We will certainly appreciate your support in this urgent matter.

Sincerely,

Frank E. Miller
Director of Seaport

FEM/vg

MAR[illegible] LINCOLN MARKS
24TH DISTRICT, PENNSYLVANIA

COMMITTEES:

INTERSTATE AND FOREIGN COMMERCE
DISTRICT OF COLUMBIA
SELECT COMMITTEE ON AGING

Congress of the United States
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Washington, D.C. 20515

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231 CHESTNUT STREET
MEADVILLE, PENNSYLVANIA 16335
(814) 724-6713

November 15, 1978

Colonel Daniel D. Ludwig
District Engineer
U.S. Army Corp of Engineers
Buffalo District
1776 Niagara Street
Buffalo, New York 14201

Dear Colonel Ludwig:

I am writing in regard to the current consideration of an application submitted by the St. Lawrence Seaway Development Corporation for a "Section 10" permit for the installation of certain works in the St. Lawrence River to extend the winter navigation season for the Great Lakes.

It is my understanding that a decision has or soon will be made on whether to postpone the Season Extension Demonstration Program that is scheduled for implementation during the upcoming 1978/79 winter. While I am aware of the concerns over the environmental and water level ramifications, I am also aware that there is a very detailed plan of operation for the demonstration program which takes into account these problems.

Needless to say, the increase in commercial trade from an extension of the navigation season will bring a great economic boost to the Great Lakes region. This being the case, postponement of the demonstration project has a high opportunity cost in terms of foregone commercial trade through the Great Lakes ports. I believe adequate preparation should be made for the potential problems that may be caused by the demonstration project, but that the project should be implemented as previously scheduled for this winter.

I will appreciate being advised as to the status of this "Section 10" application as well as notification of the final decision at the appropriate time.

I am looking forward to your reply and thank you for your time and attention to this matter.

Best wishes.

Sincerely,

Marc Lincoln Marks
Member of Congress

MLM/B/b

c.c. Major General Richard Harris

STATEMENT OF
INDIANA PORT COMMISSION
BEFORE
WINTER NAVIGATION BOARD

NOVEMBER 17, 1978
ROMULUS, MICHIGAN

MY NAME IS RALPH B. JOSEPH; I AM THE DIRECTOR OF OPERATIONS FOR THE INDIANA PORT COMMISSION AND AM DULY AUTHORIZED TO MAKE THIS APPEARANCE BEFORE YOU AND TO PRESENT THIS STATEMENT IN BEHALF OF INDIANA'S STATEWIDE PORTS AUTHORITY.

THE SUBJECT BEFORE YOU TODAY IS THE CONTINUATION OF THE WINTER DEMONSTRATION PROJECT WHICH WAS BEGUN SEVERAL YEARS AGO AND WHICH TO DATE HAS SHOWN INCREASINGLY ITS TECHNICAL AND ECONOMIC FEASIBILITY. THOUGH DEMONSTRATION EXPERIMENTS HAVE TAKEN PLACE SINCE 1970, AT AN ESTIMATED COST OF ABOUT $15 MILLION, WE UNDERSTAND THAT ADDITIONAL WORK IS NEEDED BOTH TO IDENTIFY THE OPTIMUM MIX OF WINTER NAVIGATION MEASURES AND TO FINITELY PROVE THEIR FEASIBILITY.

OBJECTIONS HAVE BEEN RAISED TO THE CONTINUATION OF THE DEMONSTRATION PROGRAM ON THE GROUNDS THAT A FIVE-YEAR BASELINE ENVIRONMENTAL STUDY MUST FIRST BE UNDERTAKEN. WE DISAGREE STRONGLY WITH THIS POSITION AND ARE MAKING THIS APPEARANCE BEFORE YOU IN ORDER TO URGE YOU TO EMPLOY ANY AND ALL MEANS AT YOUR DISPOSAL TO ASSURE THE UNINTERRUPTED CONTINUATION OF THE DEMONSTRATION PROGRAM

THE INDIANA PORT COMMISSION IS PROUD OF ITS RECORD IN AVOIDING TO THE GREATEST EXTENT FEASIBLE, ANY ADVERSE ENVIRONMENTAL IMPACTS IN ANY OF ITS MANY FACETED PROGRAMS. ALONG WITH THIS ENVIRONMENTALI PROTECTIVE ATTITUDE, WE ALSO STRONGLY BELIEVE IN, AND FOSTER AN ENVIRONMENTAL-ECONOMIC BALANCE WHICH ALONE CAN ASSURE THAT THE NATION'S ECONOMIC WELL-BEING IS GIVEN NO LESSER ATTENTION THAN THE PRESERVATION OF A HEALTHY PHYSICAL ENVIRONMENT.

THE ST. LAWRENCE SEAWAY DEVELOPMENT CORPORATION, AS THE DEMONSTRATION PROJECT SPONSOR AND A RESPONSIBLE PUBLIC AGENCY, HAS, ACCORDING TO THE BEST OF OUR INFORMATION, CONSISTENTLY DEMONSTRATED A BALANCED APPROACH, LARGELY IN AGREEMENT WITH OUR OWN PHILOSOPHIES ENVIRONMENTAL STUDIES UNDERTAKEN ON BEHALF OF THE DEMONSTRATION PROJECT ARE UNDERSTOOD TO HAVE SHOWN THAT NO ADVERSE IMPACTS WOULD ENSUE. AT THE SAME TIME, THE CORPORATION HAS FOSTERED AND DILIGENT SUPPORTED THE SEASON EXTENSION PROGRAM BECAUSE IT IS KEENLY AWARE O THE ECONOMIC BENEFITS WHICH ARE BOUND TO ACCRUE FROM IT.

PERHAPS IT IS ESSENTIAL, IN ORDER TO PROVIDE SOME FOCUS UPON TH ECONOMIC ASPECTS AT STAKE, TO RECITE BUT A FEW FIGURES FOR THE PORT OF INDIANA - BURNS WATERWAY HARBOR. WE SHOULD NOTE AT THE OUTSET THAT OUR PORT, WITH ITS RELATIVE NEWNESS, IS STILL ONE OF THE SMALLEST FEDERALLY MAINTAINED WATERWAYS IN THE GREAT LAKES SYSTEM. IT FOLLOWS THAT THE POSITIVE ECONOMIC IMPACT SEASON EXTENSION WOULD HAVE ON OUR FACILITIES, AND THE PUBLIC IT SERVES, IS BUT A SMALL FRACTION OF THAT ENTIRETY KNOWN AS THE U. S. GREAT LAKES SYSTEM.

AS OF THE BEGINNING OF THIS YEAR, SOME $46 MILLION HAVE BEEN INVESTED IN BURNS HARBOR. BY THE END OF THIS YEAR, THAT SUM IS EXPECTED TO HAVE GROWN TO OVER $51 MILLION. DURING LAST YEAR'S SHIPPING SEASON, THE PUBLIC PORT FACILITIES HANDLED SOMETHING IN EXCESS OF 925,000 TONS OF CARGO IN FOREIGN AND DOMESTIC COMMERCE. WE ARE EXPECTING TO REACH ALMOST THE 1 MILLION-TON MARK DURING THE CURRENT SEASON. THE VALUE OF CARGO HANDLED LAST YEAR EXCEEDED $340 MILLION. WHILE OVER 300 PERSONS WERE EMPLOYED AT OUR PORT FOR SOME PART OF THE YEAR, THEIR AGGREGATE EMPLOYMENT WAS ESTIMATED TO BE AN EQUIVALENT OF ONLY 200 FULL-TIME MAN-YEARS. THE DIFFERENCE BETWEEN MAN-YEARS OF EMPLOYMENT AND TOTAL NUMBER OF PERSONS EMPLOYED IS LARGELY DUE TO THE SHORT NAVIGATION SEASON AND THE LACK OF EMPLOYMENT OPPORTUNITIES DURING THE WINTER. NEVERTHELESS, SALARY AND WAGE DISBURSEMENTS TO PERSONS DIRECTLY EMPLOYED AT PORT FACILITIES AMOUNTED TO MORE THAN $3.25 MILLION. TOTAL DIRECT ECONOMIC IMPACTS, INCLUDING THE AFOREMENTIONED INCOME FROM EMPLOYMENT, EXCEEDED $16 MILLION FOR A NAVIGATION SEASON BARELY NINE (9) MONTHS LONG. IF WE APPLY THE CORPS' REGIONAL IMPACT MULTIPLIER OF 2.7 WE OBTAIN A BENEFIT FIGURE OF $43.2 MILLION FOR 1977, AND WE ESTIMATE THAT FOR THE CURRENT YEAR, REFLECTING BOTH INCREASED SHIPPING VOLUMES AND PRICES, THIS FIGURE WOULD BE NEAR $50 MILLION.

IT CAN BE SEEN THAT OUR RELATIVELY SMALL OPERATION RESULTS IN LOCAL AND REGIONAL BENEFITS WHICH IN THE CURRENT YEAR WILL EXCEED THE SUM INVESTED BY ALL PARTIES - THE FEDERAL AND STATE GOVERNMENTS AND THE PRIVATE SECTOR - IN OUR PUBLIC USE FACILITIES. IT FOLLOWS

THAT ANY EXTENSION OF THE NAVIGATION SEASON WOULD HAVE A MATERIAL IMPACT ON THE "ECONOMIC DIVIDEND" THESE INVESTMENTS DERIVE. THE ARITHMETIC IS SIMPLE AND WE NEED NOT BURDEN YOU WITH IT. SUFFICE IT TO SAY, THAT AT OUR PORT A ONE MONTH EXTENSION OF THE NAVIGATION SEASON WOULD AT LEAST CONTRIBUTE A 10% INCREASE IN PORT TRAFFIC AND ECONOMIC IMPACT. WITH ONLY LIMITED PROTECTED STORAGE AVAILABLE AT OUR PORT, WE DO NOT HAVE THE WINTER STOCKPILING ATTRIBUTE AVAILABLE TO SOME OF THE OTHER LAKE MICHIGAN FACILITIES. THUS, WE ALSO DO NOT EXPERIENCE IN ANY SIGNIFICANT MANNER THE SURGE OF ACTIVITY PRIOR TO SEASON'S END WHICH IN SOME PORTS PROVIDES SOME RELIEF FOR THE WORK FORCE AND FACILITIES UTILIZATION WHEN NAVIGATION CEASES.

A TOPIC WORTHY OF SPECIAL MENTION IS THE SEASON EXTENSION IMPACT ON THE EXPORT MOVEMENT OF BULK GRAIN. WE DO NOT NOW ENJOY ANY BULK GRAIN TRAFFIC DUE TO THE LACK OF STORAGE FACILITIES. WHILE OUR LOCATION AND THE PHYSICAL ASPECTS OF OUR PORT ARE AS SUITABLE AS ANY FOR THE BULK GRAINS EXPORT TRADE, THE SHORT NAVIGATION SEASON IS BELIEVED TO BE A SERIOUS IMPEDIMENT TO THE DEVELOPMENT OF THIS TRAFFIC. OTHER GREAT LAKES PORTS REVERT TO RAIL SHIPMENTS TO TIDE-WATER PORTS DURING THE WINTER MONTHS; WE CANNOT AVAIL OURSELVES OF THIS ALTERNATIVE DUE TO AN UNFAVORABLE RAIL RATE STRUCTURE. IN SHORT IT IS OUR CONSIDERED OPINION, BASED ON NUMEROUS STUDIES, THAT THE PROPOSED SEASON EXTENSION WOULD MATERIALLY ALTER THE ECONOMIC FEASIBILITY POSTURE FOR BULK GRAIN FACILITIES. EVEN A FOUR-WEEK SEASON EXTENSION IS BOUND TO TIP THE SCALES FROM AN UNFAVORABLE TO A POSITIVE POSTURE.

Best Available Copy

JUST WHAT THIS MEANS IN TERMS OF REGIONAL, IF NOT NATIONAL BENEFITS, HAS BEEN MADE ABUNDANTLY CLEAR ON NUMEROUS PRIOR OCCASIONS. SUFFICE IT TO SAY THAT SIGNIFICANT CONTRIBUTIONS TO SUCH CRITICAL ISSUES AS BALANCE OF PAYMENTS AND ENERGY CONSERVATION ARE AT STAKE. THESE ISSUES ALONG WITH THE PREVIOUSLY QUANTIFIED LOCAL AND REGIONAL ECONOMIC BENEFITS MUST BE CONSIDERED IN THE ENVIRONMENTAL-ECONOMIC EQUATION. NOW MORE THAN EVER, WE CANNOT AFFORD THE LUXURY OF SEEKING ENVIRONMENTAL BENEFITS ALONE, ESPECIALLY WHEN OUR SOCIO-ECONOMIC NEEDS ARE NOT BEING MET, AND A REAL THREAT IS POSED TO OUR ECONOMIC WELL-BEING.

IN CONCLUSION, WE URGE THE BOARD AND ALL OF ITS MEMBERS TO AGGRESSIVELY PURSUE ITS PROGRAM OF CONTINUED DEMONSTRATION PROJECTS. THE FULL IMPLEMENTATION OF THE NAVIGATION SEASON EXTENSION CANNOT COME TOO SOON TO SUPPORT BOTH REGIONAL AND NATIONAL SOCIO-ECONOMIC NEEDS. ANY DISRUPTION IN THE ESTABLISHED TIMETABLE IS BOUND TO RESULT IN DETRIMENTAL EFFECTS WHICH ARE BOTH AVOIDABLE AND MOST UNDESIRABLE. OUR COMMISSION IS LOOKING TO YOU AND THE VARIOUS PUBLIC AGENCIES REPRESENTED ON YOUR BOARD TO STRIKE THAT IMPERATIVE BALANCE BETWEEN ENVIRONMENTAL AND ECONOMIC FACTORS. TO CARRY OUT THAT MANDATE, THIS WINTER'S DEMONSTRATION MUST PROCEED AS PLANNED.

INDIANA PORT COMMISSION

RALPH B. JOSEPH
DIRECTOR OF OPERATIONS

Copies of this Statement have been furnished to:
Major General Richard L. Harris, Division Engineer
U. S. Army Engineer Division, North Central
Chicago, Illinois

PETER A. A. BERLE
COMMISSIONER

STATE OF NEW YORK
DEPARTMENT OF
ENVIRONMENTAL CONSERVATION
ALBANY, NEW YORK 12233

NOV 17 1978

Dear General Harris:

As Commissioner of the New York State Department of Environmental Conservation, I fully endorse our attached statement objecting to the U. S. Army Corps of Engineers Environmental Impact Statement for the Demonstration Phase of the Winter Navigation Program on the St. Lawrence River and Lake Ontario.

I also wish to inform you and the members of the Winter Navigation Board that I am prepared to take all possible action necessary to protect New York State's Great Lakes resources from Winter Navigation activities.

Sincerely,

Peter A. A. Berle

Attachment

cc: Colonel Melvyn D. Remus, Detroit District Corps of Engineers
Mr. Douglas M. Costle, Environmental Protection Agency
Mr. Charles Warren, Council on Environmental Quality

Major General Richard L. Harris
Division Engineer
U. S. Army Corps of Engineers
North Central Division
Chicago, Illinois 60605

New York State Department of Environmental Conservation
50 Wolf Road, Albany, New York 12233

Peter A. A. Berle,
Commissioner

November 14, 1978

Colonel Melvyn D. Remus
District Engineer
U. S. Army Engineering District
Post Office Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

This letter constitutes our response to your Final Environmental Statement for the proposed Fiscal Year 1979 Navigation Season Extension Demonstration Program on the St. Lawrence River.

1. The Final Environmental Statement represents an improvement over the Draft with respect to the description of existing environmental conditions prior to the project and the identification of environmental impacts. However, the analysis of environmental impacts and the disclosure of adverse impacts identified during preproject studies is inadequate. In particular, those probable environmental impacts identified and characterized in the report, "Environmental Assessment: FY 1979 Winter Navigation Demonstration on the St. Lawrence River," are systemmatically discounted in the Final Environmental Statement. This is particularly disturbing on pages IV-30 to IV-37, sections 4.83 to 4.104, where unfounded and unquantified alternative explanations are presented in an attempt to discredit negative environmental impacts identified and evaluated in the Environmental Assessment Study. The above referenced sections contain both false and uninformed subjective judgments. The unprofessional and irresponsible character of these sections casts the entire Final Environmental Statement in a questionable light.

The summary statement (see: pii, no.3) that...(the program) should not create major, unacceptable environmental impacts....", is in direct conflict with the conclusions reached in the Environmental Assessment Study. This error is repeated at numerous points throughout the Final Environmental Statement (see: piii, L17 to piv, L3; piv, no. 4; piv-38, sec. 4.106-4.108). No new evidence is offered nor is technical justification provided within the Final Statement to support your conclusion. We challenge the adequacy of Final Environmental Statement on the basis of this glaring misrepresentation.

2. The ice boom modification and vessel transit test designs described in the Final Environmental Statement are based largely upon a hydraulic/ice modeling study directed by the St. Lawrence Seaway Development Corporation (see: PI-32 to 33 and piv-9 to 19). Validity to the final designs and specifications is inferred by referencing several advisory groups, including an ad hoc Committee on the St. Lawrence River Demonstration. As advisors to this group, the New York State Department of Environmental Conservation has consistently pointed to the inadequacies of that modeling effort and its resultant products. These concerns have been raised in the Environmental Assessment Study and in written correspondence with your office. We have most recently supplied analyses of model calibration data contained in the SLSDC report, "Proposed St. Lawrence River Ice Boom Demonstration, Final Draft, August 1978." These analyses raise serious additional questions regarding model calibration and, consequently, the design of ice boom modifications and tests. If the record attempts to demonstrate our sanction of the SLSDC modeling effort by listing us as advisors, the record is in error. More importantly, we wish to restate our objections to the modeling studies, their review, and their "certification" by the ad hoc Committee. The integrity of the proposed St. Lawrence River Ice Boom Demonstration as detailed in the Final Environmental Statement must be seriously questioned as a result of these unresolved prior objections.

3. The results of the Environmental Assessment Study and related positions taken concerning the Navigation Season Extension Demonstration Program by the Department of Environmental Conservation and Governor of New York State are disclosed in a more objective manner in the "Statement of Findings" transmitted concurrently with the Final Environmental Statement. However, the conclusion of the Statement remains that the program should proceed with the provision that a monitoring plan with appropriate environmental safeguards be developed. The significance of an environmental monitoring plan is increased by repeated reference to it throughout the Final Environmental Statement (see: piv, l 12-27; PI-32, no.3; PI-38, sec. 1.78; PIII-2, sec. 3.06; piv-16, sec. 4.50; piv-38, sec. 4.106-4.108) as a mitigating measure to negative environmental impacts presented in the Environmental Assessment study.

We wish to point out that no such operational or monitoring plan has been included in the Final Environmental Statement, nor have subsequent documents prepared by the SLSDC (entitled, "Operational and Monitoring Plan for the Proposed St. Lawrence River Ice Boom Demonstration," issued September 15, September 29 and October 31, 1978) satisfied this requirement. In point of fact, we have responded verbally to the September 15, 1978 version and in writing to the September 29, 1978 version of this document (by letter to you dated October 27, 1978), identifying specific deficiencies. These comments have been continually ignored, even in the most recent version of the report. The latest report fails to provide an environmental monitoring plan, although a

topical outline by that title is included. Both the latest version of this report and the Final Environmental Statement fail to detail an objective review mechanism to implement such a monitoring program and provide, "....responsive and responsible action to stop the actions on the program prior to the occurrence of unacceptable impact ...."

Neither the Final Environmental Statement, the Statement of Findings, nor the related SLSDC documents respond adequately to the conclusion in the Environmental Assessment Study, that the current environmental data base for the St. Lawrence River is inadequate to use as a reference against which to compare indicies evaluated in any environmental monitoring program of any final design. The "Statement of Findings" and referenced operational and monitoring plans fail to provide new evidence which bears on the competence of the Final Environmental Statement. Our challenge to the adequacy of the Final Environmental Statement remains unchanged.

4. Appended to the "Statement of Findings" are certifications signed by General Harris and General Robinson. The Harris statement asserts that comments received in response to the Draft Environmental Impact Statement have been properly considered and that the Final Environmental Statement is technically adequate. However, his certification defers action on the vessel transmits portion of the St. Lawrence River portion of the Demonstration Program until three "management considerations" are resolved, (i.e., reconciliation of levels and flows questions, Canadian co-participation, and an integrated operational and environmental monitoring plan).

We disagree with the Harris statement concerning the adequacy of the Final Environmental Statement for the reasons outlined above. Many of these same concerns were recorded in our response to the Draft Environmental Statement, and your response to them in the Final Statement remains inadequate. Although we applaud the temporary deferment of action on the St. Lawrence portion of the program, we do not agree that this action nor the stated reasons which prompted it improve the adequacy of the Final Environmental Statement.

With respect to the "management considerations" included in the Harris statement, we wish to reiterate that an integrated environmental monitoring plan with threshhold criteria has not been developed. Additionally, as stated above, a quantitative program cannot be designed to responsibly address the widespread and pervasive nature of identified probable impacts to the aquatic and riverine ecosystems of the St. Lawrence River with the present state of baseline information. Finally, we would offer as a fourth "management consideration" the reconciliation of negative environmental impacts identified

in the Environmental Assessment Study through comprehensive data acquisition and objective impact analysis based on ecosystem simulation and modeling.

5. An even more responsible decision would have been to defer implementation of any action on the St. Lawrence River portion of the Demonstration Program on the basis of probable negative impacts to fish and wildlife resources and the human environment as enumerated in the Environmental Assessment Study. Concurrent with deferment should have been a commitment to conduct necessary baseline and environmental assessment studies to adequately characterize the complex natural and socioeconomic systems of the St. Lawrence River Basin. This would permit an unbiased assessment of probable impacts and the selection of monitoring criteria, in the event of a decision to proceed with the program. This course of action would have been consistent with the responsibility of implementing Federal agencies under current Council of Environmental Quality Guidelines. The failure of the Corp of Engineers and the Winter Navigation Program to consider and select such an alternative leaves us with no recourse but to challenge the procedures and results of the NEPA process as applied to the Navigation Season Extension Demonstration Program and to seek redress of this objection through all available means and procedures.

Sincerely yours,

Terence P. Curran
Director
Office of Environmental Analysis

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November 22, 1978

Richard L. Harris
Major General, U.S.A.
Division Engineer
North Central Division
U.S. Army Corps of Engineers
536 S. Clark Street
Chicago, Illinois 60605

Re: FY 1979 Winter Navigation Demonstration Program - Final Environmental Statement (August, 1978)

Dear General Harris:

I write as counsel for Save the River Committee (SRC), an organization comprised of property owners, businessmen, environmental and other public interests groups. The following comments are being submitted by SRC in response to the October 10, 1978 publication of the FY 1979 Final Environmental Statement (FES) on the Navigation Season Extension Demonstration Program and your August 25, 1978 letter in the Statement of Findings. Copies of this letter have been provided to the Detroit District of the Corps and the U.S. Environmental Protection Agency.

Although I am advised that the official comment period on the Winter Navigation FES expired on November 13, 1978, I respectfully request that these comments be treated as though timely received, and reviewed in that context, for the following reasons: 1) Specific written request was made on the Army Corps to have the FES, upon issuance, forwarded to my office. (See letter of 10/30/78, attached hereto as Exhibit "A"). In addition, I had earlier requested, during a telephone conversation with the Project Manager for the Navigation Season Extension

Demonstration Program, Mr. David Westheiser, that I be placed on the Corps' distribution list for this project so that I might receive all pertinent documents. Despite these requests, I did not receive the FES until November 9, 1978, following a telephone request for same; 2) I am advised that notice of issuance of the FES did not appear in the Federal Register until October 22, 1978. Computing thirty days from that date, as is warranted in this case, the following comments are timely.

SRC has reviewed the FES and supporting appendices and finds the FES to be inadequate and in violation of both the National Environmental Policy Act of 1969 (NEPA) and the Endangered Species Act of 1973.

Preliminarily, I note that the Army Corps of Engineers, in connection with the FY 1979 Winter Navigation Program, has made application for a permit pursuant to Section 10 of the River and Harbour Act of 1899 to install an ice boom in the St. Lawrence River, consisting of three spans on each side of a 225 foot navigation channel. I attach hereto and incorporate herein as Exhibit "B" a copy of an October 10, 1978 letter to the Buffalo District Office of the Corps of Engineers in which various legal objections are made to this application (Exhibit "B", p. 3). In addition to these objections, it is the position of SRC that the permit authority in this instance does not rest with the Army Corps but has been preempted by the terms of the State of New York Power Authority's License issued by the Federal Power Commission in connection with the St. Lawrence Hydroelectric Project (Project No. 2000). Moreover, this application for a permit represents an incremental (and impermissable) step in the implementation of the FY 1979 Demonstration Program. This type of incremental decisionmaking is prohibited by NEPA since it would permit a premature sunk investment of resources that would tend to bias the ultimate decision in favor of the project under review. See eg., Calvert Cliffs Coordinating Committee v. AEC, 449 F2d 1109, 1128 (D.C. Cir. 1971), cert. den., 404 U.S. 924 (1972); NRDC v. Callaway, 524 F2d 79, 89, 92 (2d Cir. 1975); Scientists Institute for Public Information , 481 F2d 1079, 1092-94 (D.C. Cir., 1973); NRDC v. NRC, 539 F.2d 284, 8 ERC 2065, 2078-80 (2d. Cir. 1976). Finally, SRC contends that the public notice issued in connection with the Army Engineers application for a permit to construct ice booms on the St. Lawrence River is defective under NEPA since it fails to describe the full scope of the Corps' planned activities and the environmental impacts associated therewith, to wit, the placement of an ice boom in Canadian waters. Thus, not only was it error under NEPA for the Army Engineers to fail to prepare an EIS on the activities described in the public notice (see Exhibit "B", pp. 2-3), but this error was compounded by

its failure to describe and evaluate the environmental impacts of the activities planned to take place in Canadian waters. See NEPA, 42 USC §§4321, 4331, 4332 (2)(c), 4332(2)(f); CEQ, Memorandum to Heads of Agencies on Applying the EIS Requirement to Environmental Impacts Abroad (9/24/76).

With regard to the FES for the FY 1979 Winter Navigation Demonstration Program, SRC contends that it fails to meet the requirements of NEPA in various respects.

First, neither the draft nor the final EIS, prepared for the Demonstration Program or those prepared for previous programs were, to our knowledge, submitted to the Congress and/or to the House or Senate Public Works Committees and Appropriation Committees or Subcommittees which review the Engineers programs and projects. This constitutes a violation of NEPA. See NEPA, 42 USC §4332(2)(c); CEQ Guidelines, §§1500.5(a)(1), 1500.6(c), 1500.12. See also, Atchison, Topeka and Santa Fe Railway v. Callaway, 7 ELR 20377 (D.D.C., 1977). NEPA was intended to ensure that both the Congress and the public will be timely advised of the predicted consequences of proposed legislation for major federal action and the alternatives thereto. Failure to comply with this requirement precluded meaningful Congressional consideration of the environmental impact of this project and foreclosed timely public participation in the legislative process.

Second, SRC contends that the FES fails to adequately assess the project's environmental impacts, consider alternatives to the proposed action, and to then engage in a careful weighing of the projects costs and benefits, all required by NEPA. The New York State Department of Environmental Conservation prepared an assessment of the FY 1979 Winter Demonstration on the St. Lawrence River and therein found that the demonstration program, and particularly the intended winter ship movements and ice boom modifications, would have serious physical and environmental impacts, the latter of a potential long-term character. (Summary Volume of the NYS DEC Environmental Assessment is attached to the FES as Appendix "H"). Among the probable adverse impacts which the DEC Assessment found would occur as a result of boom modification and ship passage in the St. Lawrence River demonstration corridor are the following:

- Disruption of significant vegetational, fish, bird, and other wildlife habitats, including the wintering habitat of the federally endangered bald eagle

- Increased likelihood of damaging effects due to ship-generated wave action on the shoreline and shoreline structures

- Disturbance of bottom sediments associated with the placement of new boom anchors and the potential release of organic and heavy metal pollutants present in those sediments

Moreover, the DEC assessment found that additional adverse impacts could be expected to occur if one assumed that the final test design includes passage of one to eight ships per day throughout the winter and the passage of at least one commercial vessel of approximately 700 feet in size. These include:

- Increased risk of ice boom failure

- Effects on shoreline ecological systems well beyond the Demonstration Corridor as a result of the modification of water levels and flows

- Negative impacts on the recreational service industry that provides the economic base for the region

- Water level increases that could adversely impact historic sites, shoreline structures, and commercial recreational facilities

It was these predictable environmental impacts which led the Commissioner of the DEC to recommend disapproval of the Demonstration Program irrespective of its final design.

SRC believes that the FES fails to adequately consider and/or resolve the anticipated adverse impacts delineated in the DEC Assessment. Central to the findings of the DEC Assessment i that there does not presently exist sufficient quantitative base line data with which to assess the losses both to the natural ec system and to local industry, that would result from implementat

of the Demonstration Program. This applies to losses suffered not only in the Demonstration Corridor but those experienced along the whole of the St. Lawrenc .iver as well. This lack of data makes compliance with various of NEPA's mandates problematical.

NEPA (42 USC §4332(2)(a)) makes the completion of an adequate research program a prerequisite to agency action. The adequacy of the research must be judged not only in light of the scope of the proposed program but also with regard to the extent to which existing knowledge raises the possibility of potential adverse environmental effects. EDF v. Hardin , 325 F. Supp. 1401, 1403 (D.D.C., 1971). The Hardin case specifies the following condition for adequacy:

> "The Act (NEPA) envisions that program formulation will be directed by research results rather than that research programs will be designed to substantiate programs already decided upon. Thus (Section 4332(2)(A))...requires a diligent research effort, undertaken in good faith, which utilizes effective methods and reflects the current state of the art of the relevant scientific discipline". Id.

Moreover, it is no excuse under NEPA to argue that the necessary information regarding the uncertainties and unresolved issues is not presently available. Even under the "rule of reason" applicable to NEPA cases, if critical information is lacking, the agency must nevertheless "..see to it that the necessary research is conducted." Brooks v. Volpe, 350 F. Supp. 269, 279-80 (W.D. Wash., 1972), aff'd, 487 F.2d 1344 (9th Cir. 1973). The agency cannot excuse data inadequacies by promising to continue research after a decision is made, EDF v. Hardin, supra; Concerned Citizens of Buck Hill Falls v. Grant, 388 F.Supp. 394 (W.D., Pa. 1975); nor is monitoring of the project (as is suggested by the Corps here) an acceptable substitute for prior assessment in the impact statement. This option offers "too little and too late" to enable the EIS to be of any effective use. NRDC v. Callaway, 524 F2d 79, 90 (2d Cir. 1975).

In this instance, the FES admits that "...the potential for producing long term effects may not be detected during the present level of winter activity, especially when a detailed baseline condition supported by a monitoring program has not been

established which would be adequate for measuring small, long term impacts". (FES, p. IV). With respect to the potential environmental damage caused by oil spills during the Demonstration Program, the FES leaves little doubt that the biological and ecological impacts will be severe (FES, IV 62-63). But the FES also makes plain that it is presently impossible to accurately predict the full magnitude of these impacts. Thus, the FES states that there exists a divergence of opinion on the nature and magnitude of the biological effects of oil pollution because data is either incomplete, superficial, or both, and because oil is a variable mixture of many chemical compounds the properties of which may differ greatly in other mixtures (FES, IV 62); that spills in winter, in some instances, could be especially serious due to the combination of conditions which could slow down recovery of the oil and the relatively unknown effects of the dispersion of oil in ice (FES, IV, 60); that oil pollution could have a devastating effect on aquatic life and water fowl (FES, IV 63, 64); that high risk factors increase the potential for major spill accidents and environmental losses and that few regulations exist which usurp the Ship Master's ultimate responsibility for safe operation of his vessel (FES, IV 64); that a recent survey demonstrated that a very limited degree of oil spill capability is available for use in cold regions and that current technology falls far short of the desired total response capability in all functional areas including remote sensing, containment, recovery, temporary storage, and disposal (FES, V-12); that little is known about the behavior of oil beneath ice and that this spill would be the most difficult to deal with due to the lack of tested recovery methods, (FES, V-27); and that a river system may pose additional problems due to the water region and potential for rapid dispersion of the pollution (FES, V-31). In short, the FES is threaded with admissions that the full environmental impacts of an oil spill occurring during the Demonstration Program, while likely to be quite serious, cannot be assessed due to limited data and technical expertise. Finally, SRC contends that FES does not adequately address the adverse environmental impacts described in the DEC Assessment on the FY 1979 Winter Demonstration Program. The FES responses to the Assessment's findings that the demonstration activities will have under-ice impacts on fishery resources, fishery habitat, vegetation and wildlife in the near-shore areas, and will damage shorelines and shoreline structures are generally couched in generalities, are not supported by scientific data or studies and fall far short of meeting the Corps' NEPA-imposed duty that it take a "hard look" at the project's environmental impacts, Calvert Cliffs Coordinating Committee v. AEC, supra , and that it consider and evaluate responsible scientific opinion concerning such impacts. Committee for Nuclear Responsibility Inc. v. Seaborg 463 F2d 783,

789, cert. den., 404 U.S. 917 (1971); CEQ Guidelines, 40 CFR §1500.10(a).

We also note that the Preliminary Draft Survey Study for the Great Lakes - St. Lawrence Seaway Navigation Season Extension Program confirms the present inability to prepare an EIS that complies with NEPA since it acknowledges that "...there exists a lack of information concerning biological conditions in the Great Lakes - St. Lawrence Seaway System during winter months" (Survey Study, p. B-38), and that "...environmental investigations have fallen far short of answering the significant questions concerning impacts and system-wide environmental feasibility". (Survey Study, p. B-39; see also, pp. B-60, C-II-14, 17).

Because of the foregoing examples, which demonstrate a pervasive lack of knowledge regarding the environmental impacts associated with implementation of the Demonstration Program, and their concommitant costs, the FES could not, and, in fact, fails to adequately assess the alternatives to proceeding with the project. NEPA, 42 USC §4332(2)(c)(iii); see also, Monroe County Conservation Council v. Volpe , 472 F2d 693, 697-98 (2d Cir. 1972) (The requirement for a thorough study and a detailed description of alternatives is the linchpin of the entire impact statement); Calvert Cliffs Coordinating Committee v. AEC, supra, 449 F2d at 1114; NRDC v. Callaway, supra, 524 F2d at 93. Similarly, given the present state of knowledge, the FES demonstrably fails to weigh (or quantify) the project's environmental costs against any asserted economic and technical benefits as must be done under NEPA. See, eg., Chelsea Neighborhood Association v. U.S. Postal Service, 516 F2d 378, 386-87 (2d Cir., 1975); NRDC v. Morton, 458 F2d 827 (D.C. Cir, 1972). The fact that the purpose of the Demonstration Program is to investigate the practicability of a technique and not to accomplish an operation extension of the navigation season does not thereby relieve the Corps of its NEPA duty to weigh and assess the project's costs and benefits, and to compare these with various alternatives. The Demonstration Program itself represents a federal action having significant effect on the environment. In addition, it bears a direct relationship to the overall Winter Navigation Program and represents an incremental step toward the objective of designing and implementing the technology necessary to achieve short-term season extension. Thus, in our view, the Winter Demonstration Program, the St. Lawrence Seaway Study and the Great Lakes Study are all part of one interconnected proposal for expanding navigable capacity throughout the St. Lawrence, Great Lakes system. By considering the Winter Navigation Program in isolation, it will not be possible to evaluate the overall program's cumulative environmental and economic impacts as NEPA requires.

In this context, SRC has made a preliminary review of the cost/benefit analysis contained in the Draft Survey Study. (Appendix E, "Economics Benefits and Costs"). It is our view that this analysis, and the data and assumptions upon which its findings are based, is seriously flawed and does pass muster under NEPA. There are reasons based in history for viewing Corps-prepared economic cost/benefit analyses with suspicion. See GAO, "Improvements Needed in Making Benefit-Cost Analyses for Federal Water Resources Projects", Rep. No. B-17 7941. This present analysis appears to provide no exception. SRC contends that it does not provide a responsible basis, and one satisfactory under NEPA, for concluding that expansion of the Seaway System and its shipping capacity is economically justified eithe. with respect to the productivity of the investments involved, the economic viability of the project as compared with alternative transportation strategies, or in terms of the environmental damage and costs to the St. Lawrence/Great Lakes ecosystem as compared with more benign alternatives.

Very truly yours,

Irving Like
Counsel for Save the River
Committee

IL/jg

CC: Detroit District, U.S. Army
Corps of Engineers
U.S. Environmental Protection Agency
Save the River Committee

RAL RESOURCES COMMISSION
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STEVENS T. MASON BUILDING, BOX 30028, LANSING, MICHIGAN 48909
HOWARD A. TANNER, Director

December 5, 1978

U. S. Army Corps of Engineers
Detroit District
P. O. Box 1027
Detroit, Michigan 48231

Gentlemen:

The Michigan Department of Natural Resources has completed its review of the Final Environmental Impact Statement for the Navigation Season Extension Demonstration Program for Fiscal Year 1979, and we are pleased that many of the questions we have raised in the past are now being capably addressed. However, we feel that a number of concerns are still not being adequately considered, and reiterate that justification of an action extended navigation season depends upon a full assessment of the environmental costs to be borne by society at large.

Chief among these concerns are the dangers and effects of an oil spill. From review of oil spill information in this document (pages V-1 through V-31), it is apparent that current regulations are inadequate to prevent ill-equipped or underpowered vessels from navigating during the winter extension period. Underpowered or otherwise inadequate vessels are more likely to be caught in or damaged by winter ice and greatly increase the potential for the spillage of oil and other hazardous substances. It seems reasonable that the Coast Guard or other authority should have the ability over and above "pleas" and "requests" to prevent ill-equipped ships from navigating the Great Lakes under hazardous conditions. The demonstration program should not wait for survey program results, but should establish formal and enforceable interim regulations on cargoes, routes, escorts and/or vessels to reduce risks and potential impacts from environmental incidents. At minimum, this effort should satisfy concerns raised on page IX-19 by the Secretary of the Interior, and on pages IX-53 and 54 by the Michigan United Conservation Clubs, as well as to enforce Governor Milliken's 1977 formal request that cargoes of oil and hazardous substances not be moved through ice without Coast Guard escort.

A concurrent concern is that preparedness in the event of a spill is inadequate in the upper lakes. Page I-32 states that two vessels have been outfitted and permanently assigned to oil pollution control duty in the St. Lawrence River. Appendix F, however, shows that the only such

vessels available to the entire upper lakes are berthed in Chicago, "about 5 to 7 days" voyage to the St. Marys River, and even longer to the Detroit-St. Clair River system. From this response time and other assumptions (multiple spills, poor channel conditions, severe weather), we are not assured that recovery rates shown are indicative of an actual situation.

Since Congress has begun considering some eleven separate legislative proposals for preventing oil spills in U.S. waters (page V-19), it would seem to be advantageous to expand the demonstration program to evaluate and make recommendations considering these proposals and to establish criteria for evaluating the suitability of particular ships and cargoes navigating during an extended season.

An additional major concern is the apparent fact (the timing of each proposed activity as it relates to other activities is not entirely clear) that the environmental evaluation is to be undertaken concurrently with other activities which affect the areas to be evaluated. If so, study of these areas will be undertaken without adequate baseline information. Information necessary to evaluate the effect of this project on wetlands, for example, should include an inventory of the vegetation types, sediment types, fish spawning areas, waterfowl feeding and breeding areas, and so forth. This information should be gathered prior to the demonstration program.

Specific concerns have been expressed that people directly affected by the program have yet to be fully considered in terms of satisfactory arrangements for alternate means of transportation and similar problems. Of particular note are the residents of Lime Island who remain unhappy with the substitute mode of transportation they have been offered. The people affected are relatively few in number, but this program is causing considerable disruption in their lives and these needs should be assessed accordingly. In addition, we have reservations as to whether the problem of ice damages to shore structures, public as well as private, have been adequately assessed, and we question the notion of the permittee being fully aware of the potential for damage to shore structures, thereby releasing the Corps from responsibility for this matter.

It has been noted that too little attention has been given to bottom habitat damage throughout this entire program. This should be more adequately investigated.

Finally, it is stated on page III-5 that coastal zone programs for each of the Great Lake states are "not complete" and "still in development." The Corps should be advised that Michigan (as well as Wisconsin) had, as of August 15, 1978, fully completed both draft and final review and approval processes for the coastal management program. As a result, the

Federal Coastal Zone Management Act requires that the Corps determine whether its demonstration program is in fact consistent with Michigan's program.

Thank you for the opportunity to comment on this Final Environmental Impact Statement. We do feel this impact statement is the best attempt to date to identify and evaluate the potential effect of the numerous proposed and ongoing activities designed to extend the Great Lakes' shipping season. Nevertheless, many questions remain unanswered concerning the potential effects on wetlands, littoral areas, shorelines and their indigenous plant and animal life, the bottomlands, etc., and above all, the consequent long-term impact on the quality of the human system. Thus far a major emphasis of the program has been consideration of direct economic aspects, with the development of environmental data being of lesser consideration. Yet the environmental aspects will have major long-term economic impact.

Caution must be exercised that full consideration be given to all aspects of the program lest it be reduced to little more than an effort to justify extended navigation, instead of a program to determine feasibility.

We appreciate your time and consideration in this matter.

Sincerely,

Howard A. Tanner

Howard A. Tanner
Director

La Voie maritime
Transports Canada

The Seaway
Transport Canada

Cabinet du président
Office of the President

December 6, 1978

Mr. D.W. Oberlin,
Administrator,
The Saint Lawrence Seaway
Development Corporation,
800 Independence Street S.W.,
Washington D.C. 20591

Dear Dave:

I would like at this time, so that you have a document in your files on Navigation Season Extension, to reconfirm to you our unrestricted support for the demonstration program for the St. Lawrence River booms that you have prepared for the Winter Navigation Board.

We feel that this experiment must proceed as expeditiously as possible in order to gain through this experience, the knowledge that we must accumulate first, to confirm what model studies in laboratory have indicated and, second, to guide us in the many important and costly decisions that have yet to be taken before extending further the present 8½-month season.

The LBA report which has yet to be made available will not change anything to our investment plans in what we call cold weather improvements. These were selected and given a priority rank within a 10-year program to firm up the present season and to extend it to 9½ months. The 10-year period was never given much importance because I always felt that we needed at least that much time to select and install a reliable guidance system and to resolve our problems with the power companies, both of which are essential to a firm 8½-month season. Inasmuch as we have to go through that stage before going any further, I am not too perturbed by a report which identifies benefits from a longer season insufficient at this time to warrant large expenditures which may not materialize and therefore alter materially the picture.

.... 2

Place de Ville
Ottawa, Canada

As I have said publicly, we on the Canadian bank of the River have been following with some wonderment the controversy raised primarily by the State of New York Environment Agency because we cannot understand the strong opposition that is manifest. Within the Seaway, we have been quietly, without fuss, extending the navigation season for the last 15 years at least. Vessels in ever greater numbers have been sailing regularly up to Montréal Harbour each winter for the last 20 years now. We have not seen any of the disastrous results that are predicted and feared by the opponents to our project. I can only suggest that our experience should be taken into consideration. To refuse to evaluate it would negate the progress that has been achieved on this side of the border.

I thought that I should let you have this indication of my feelings on this question. I could add to what I have just written but it would not give you any more assurance of our backing in your efforts to extend the season further sometime in the future.

Sincerely,

Paul D. Normandeau, Eng.,
President.

Winter navigation is designed to divert cargo from railroads to water transport (at full federal subsidy, of course). We fear that will deal a devastating blow to our faltering rail system in the midwest.

The Corps and the U.S. Coast Guard have been involved in a "demonstration program" for the last seven years. This winter will mark the fifth year of de facto winter navigation. What has been demonstrated through this program is that winter shipping can be done. And of course, if it can be done, it should be done, if you listen to the winter navigation lobby. That is exactly the attitude that brought us the sea lamprey and toxic chemical contamination of the Great Lakes. It is the same attitude that would bring us super ships on the lakes, 32- or 36- feet deep channels and harbors, and the industrialization of our Great Lakes to whatever purpose will yield short term economic advantage.

What has been ignored, to date, is the tremendous value our citizens place on our unique natural resources. Tourism and travel is one of the largest industries in our Great Lake State. Clean waters and abundant natural resources are critical elements in that booming industry. The impacts on those resources have been virtually ignored by the Corps of Engineers, the U.S. Fish and Wildlife Service, and the other interests on the Winter Navigation Board. Only in the last few months have the U.S. Environmental Protection Agency and a few other voices in the bureaucratic wilderness started asking hard questions.

We have serious concerns about the risks of oil or chemical spills under ice in our connecting rivers. The fact is that there is no way to deal with such a spill to prevent massive environmental destruction. We don't find much comfort in the argument that "it hasn't happened yet" or "the chances of a spill are small." Major oil spills are a fact of life all over the world. It can happen here and it will happen here. A 300,000-gallon spill in 1976 on the St. Lawrence River occurre in the summer. The clean-up cost $8 million and only 10 percent of that oil was ever recovered. What would have happened to that oil in the St. Marys River or the

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St. Clair River in January?

Oil spills are one problem. The Department of Natural Resources has raised another one--the routine discharges of ship bilges and ballast tank water in the winter. The Corps, in its infinite wisdom, responded that this is illegal. Wouldn't it be nice if we could make problems disappear so easily in the real world?

It is difficult to believe, but in the seven-year history of the demonstration program, absolutely no studies have been conducted as to adverse impacts on fish and wildlife resources. We have no documentation from the upper lakes to use to either support or oppose winter shipping. Unfortunately, the Congress told the fox to guard the hen house when it assigned the demonstration program to the Corps. But in partial defense of the Corps, it has relied on the U.S. Fish and Wildlife Service for protection of those resources; that agency has rolled over and played dead. The state natural resources agencies in the midwest have done little better.

Though we don't have any studies from the upper lakes, we do have our own observations and those of our members who live, fish and hunt along places like the St. Marys River and the St. Clair River. And we have some preliminary studies from the St. Lawrence River which pose questions of major significance.

The New York Department of Environmental Conservation (DEC), the counterpart of our Department of Natural Resources, has been more aggressive in its approac The DEC insisted on at least a minimum of studies regarding collection of baseline data and a prediction of environmental impacts prior to the first year of demonstration shipping, which was scheduled for this winter. Those studies were funded by the Corps through the U.S. Fish and Wildlife Service and were conducted by the State University of New York (SUNY). As a result of those studies, the proposed program on the St. Lawrence River has been stopped in its tracks. It is unfortunate that our own DNR did not have the foresight and interest to take a similar stance

years ago.

The demonstration program on the St. Lawrence River and Lake Ontario is now opposed by N.Y. Governor Hugh Carey, the N. Y. DEC, the SUNY, the Power Authority of New York, Quebec Hydro, the Ontario Ministry of Natural Resources, local businesses, politicians, and property owners, as well as conservation groups such as the National Audubon Society.

This uproar is over a proposed demonstration limited to 15 miles of the river with strictly controlled passages of only a few ships per day. Compare that to the full scale commercial program plowing through Michigan's waters and the entire upper lakes with no environmental monitoring. This is one of the absurdities in an absurd program based on politics and pork barrelling rather than sound environmental studies and objective analyses.

We could spend the rest of the day outlining the problems of winter navigation. Instead, we wish to show you a few slides and then respond to any questions you may have.

Attached is a resolution we are proposing to you. Because of the timing of this controversy, we would ask that you consider this resolution or one of similar intent at tomorrow's meeting.

PRESENTED BY WAYNE SCHMIDT, MJCC STAFF ECOLOGIST

ATTACHED:
1. Proposed Natural Resources Commission Resolution
2. November 13, 1978 article - New York Times
3. July 12, 1978 position of New York Department of Environmental Conservation
4. November 20, 1978 article - Sports Illustrated

MICHIGAN NATURAL RESOURCES COMMISSION

RESOLUTION

WHEREAS, the Navigation Season Extension Demonstration Program was authorized by the Congress in 1970 to "demonstrate the practicability of extending the navigation season on the Great Lakes - St. Lawrence Seaway;" and

WHEREAS, operational activities of winter shipping and ice breaking have potential for serious system-wide impacts on water quality and natural resources of the upper lakes; and

WHEREAS, according to Region V of the U.S. Environmental Protection Agency, "the repeated extensions of the demonstration program have resulted in de facto year-around winter navigation on some parts of the upper four lakes and their connecting channels without resolution of environmental concerns and without adequate or acceptable environmental studies;" and

WHEREAS, the serious nature and magnitude of those impacts have been suggested by studies conducted in 1977-78 by the New York Department of Environmental Conservation on the St. Lawrence River; and

WHEREAS, the potential for oil or chemical spills under ice in connecting channels and the lack of adequate contingency plans for cleaning up spills pose unacceptable risks to the natural resources of the Great Lakes:

NOW, THEREFORE BE IT RESOLVED that the Michigan Natural Resources Commission opposes any further construction or operational actions associated with winter navigation prior to a determination of the environmental feasibilit of those actions; and

BE IT FURTHER RESOLVED that the Michigan Natural Resources Commission urges a cancellation of proposed operational activities for the Fiscal Year 1979 Navigation Season Extension Demonstration Program.

# # #

blw

SPORTS ILLUSTRATED
NOV. 20, 1978

CONSERVATION / Robert H. Boyle

A winter of discontent heats up

Thousand Islanders are up in arms about what they call a multibillion-dollar boondoggle by the U.S. Army Corps of Engineers, a project the Corps claims will keep the St. Lawrence open for year-round navigation

Will the St. Lawrence, which is one of the most productive rivers in North America and justly famed for its duck hunting and muskie and bass fishing, be gutted? Will the spectacularly beautiful Thousand Islands be destroyed as a resort area? Will the economy of New York's North Country collapse because of "man-made" icebergs, shipwrecks, oil spills and power brownouts? Is the U.S. Army Corps of Engineers attempting a multibillion-dollar boondoggle? These are some of the questions currently being debated in a St. Lawrence River war that is likely to spread throughout the rest of the Great Lakes system. Indeed, the Michigan United Conservation Clubs, 180,000 members strong, already have charged that the U.S. Fish and Wildlife Service is eager to sell out to the Corps in exchange for $50 million in research grants.

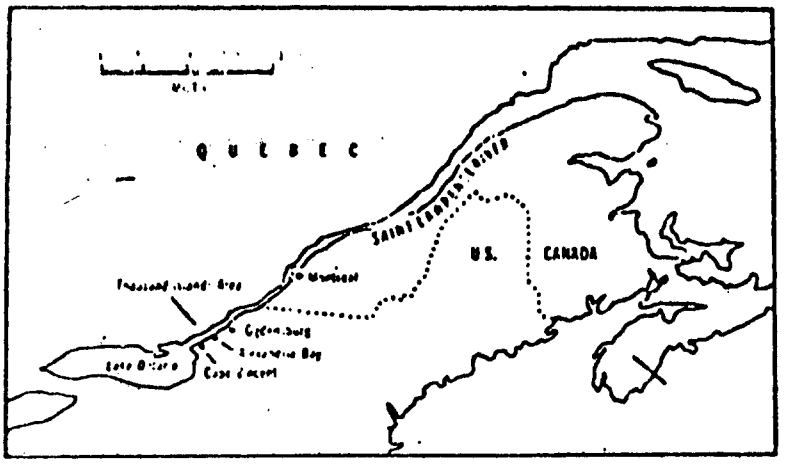
The central issue in this bitter controversy is winter navigation on the river, which is a section of the 2,432-mile-long St. Lawrence Seaway and is ice bound from December to April. The Corps and the St. Lawrence Seaway Development Corporation, a division of the U.S. Department of Transportation, want to test the practicability of keeping the river open in the winter. Their opponents are an unlikely lot of bedfellows, including as they do the Power Authority of the State of New York, the National Audubon Society, Ontario Hydro, local businessmen and property owners who have formed the Save the River Committee, the New York State departments of Commerce and Environmental Conservation, Governor Hugh Carey and the Ontario Ministry of Natural Resources.

It sounds crazy to wage a war over ice. What harm could possibly be done by running a couple of vessels up and down a 15-mile test stretch of the river? A lot, contend opponents, who say that the Corps hasn't done its homework on what could happen as a result. Moreover, they assert that the thing, innocent as it sounds, is in truth just the first step in a massive plan to deepen and widen the St. Lawrence for year-round shipping, to the detriment of the Thousand Islands' $48 million-a-year tourist industry. Although the Corps has yet to provide a full description of the project, opponents say that some of the Thousand Islands would have to be dynamited to widen and straighten the existing ship channel through them and that 84 million cubic yards of river bottom would have to be dredged. Dredging would endanger fish

continued



C-II-F-81



To break the ice, a tug and freighter will ply a stretch of the St. Lawrence near Ogdensburg

and waterfowl by modifying habitats and releasing toxic chemicals and heavy metals now bound up in bottom sediments.

Moreover, disposal of the dredge spoil, which would cover an area 335 feet high, 40 feet wide and 32 miles long, presents a considerable problem. There is also concern about the possibility of wrecks and oil spills. Blizzards, which are not infrequent in the area, can cause "whiteouts," in which it is impossible to navigate properly, and there is no way known to clean up oil flowing beneath ice.

Completed in 1958 by the U.S. and Canada, the St. Lawrence-Great Lakes Seaway, which opened the North American interior to ocean shipping, was supposed to be a profitable undertaking. Instead it has been a bust. The initial estimates for tonnage were far too high, while the operation and maintenance estimates were far too low. According to the original bearing, operation and maintenance were supposed to cost $88 million by 1976. Instead, the cost was $398 million. Last year the Canadians wrote off $812 million in Seaway debts, and in 1970 the U.S. wrote off $224 million in unpaid interest charges and freed the St. Lawrence Development Corporation from further interest payments. But no matter how much of a loser the Seaway has been, Congress has continued to supply money to it. In addition, in the last eight years the Corps has received $16 million to study the practicability of winter navigation.

Three studies originally scheduled for submission to Congress next year are involved. One is to determine the maximum safe ability of ships navigating through the ice. A second is supposed to survey the economic, social and environmental consequences of winter navigation. The third study, the Demonstration Program, consists of a variety of investigations by means of which the Corps hopes to extend the commercial navigation season in the entire Seaway system. Part of the Demonstration Program calls for an ice-breaking tug and a 730-foot lake freighter to run up and down a 15-mile stretch of the St. Lawrence near Ogdensburg, N.Y., a maximum of 438 times. The Demonstration Program also calls for the Seaway Development Corporation to create 225-foot-wide navigation gaps in two booms, which are used to stabilize river ice to maintain flows for power generation, and to put 18 new ice-stabilizing structures in the river. The Power Authority contends that the gaps, which would allow the passage of ships, would also allow ice to move through, ruin power plant intakes and alter water flow velocity.

The Seaway Development Corporation has spent $1.5 million to construct a 422-foot-long scale model of the stretch of the St. Lawrence that is to be used for the Demonstration Program. This model is not set up in the North Country, however, but in a shed at the Howard County Fairgrounds in Maryland. David C. N. Robb, the Seaway's Director of Comprehensive Planning, says of this unlikely location: "The model lets us create a wide variety of river and ice conditions at will and at very little expense." Still, data obtained from the model has been seriously questioned. As a matter of fact, the Seaway Development Corporation has yet to respond to criticisms on flow rates and wind conditions made by Günther Frankenstein, chief of the Ice Engineering Branch of the Corps' own Cold Regions Research Laboratory.

Last August a group known as the Winter Navigation Board approved the continuation of the Demonstration Program by an 8-to-5 vote. Composed of representatives of government agencies and shipping interests, the board was created by the Corps and while it includes such members as the Port of Toledo and the Marine Engineers Beneficial Association, it has no representation at all from New York. Barry Freed of Fineview, N.Y., a TV scriptwriter who serves as the volunteer publicity man for the Save the River committee, asks, "Why not add the Port of Oswego, which with other New York ports would lose money because they would be bypassed? Why not property owners along the St. Lawrence? There is not one single representative on the board who lives within 500 miles of the Thousand Islands, the area that will be hurt most."

Last winter Dr. James Gers of the State University of New York College of Environmental Science and Forestry directed a study for the Department of Environmental Conservation to assess the probable impact of the Demonstration Program on the St. Lawrence. As a result of the study, the DEC now opposes the test on three main grounds: toxic chemicals in the sediments at the boom sites could be stirred up by the installation and movements of the booms' anchors during the tests; pressure waves generated beneath the ice by the test vessels would cause extensive damage to shoreline property and structures, and finally, there would be disruption of fish and wildlife habitats, including those of wintering bald eagles (an endangered species) that feed at open water pools, which would become iced over.

Before the DEC assessment was published, the regional offices of the U.S. Fish and Wildlife Service in Minneapolis and Newton Corners, Mass. were curiously ambivalent about the Corps' project. In fact, last July 7 Howard N. Larsen, the regional director in Newton Corners, wrote the Corps that "the Demonstration project will not jeopardize the continued existence of the Bald Eagle." But in his very next sentence, Larsen

(continued)

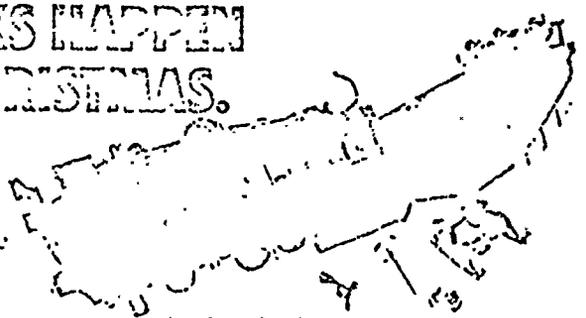
waste. "We are interested in obtaining information about the impact of the project on those wintering eagles."

According to Wayne Schmidt, staff ecologist of the Michigan United Conservation Clubs, the Fish and Wildlife Service has agreed to go along with the Corps on winter navigation on the whole Seaway system merely to obtain $50 million in research grants, which, according to projections, will become available because the Corps will need additional data from Fish and Wildlife as the project progresses. "The $50 million is being held out as the carrot for the service," Schmidt says. Noting that standard practice calls for intensive study of a project when it is proposed, not when it is under construction, Schmidt says, "The Corps is saying, 'Give us approval now, and you can study the environmental impact as we go along, and if we discover any adverse impacts, we may stop.' There's a nice bureaucratic catch phrase for this: 'Programmatic approach with a reversibility mechanism.' That is totally absurd. Nobody believes that the Corps will make a huge investment and then stop in its tracks if something is wrong. The DEC report alerted us to what could happen. Demonstrations of winter navigation on the St. Mary's River (between Lakes Superior and Huron) began four years ago, and winter shipping has become a fact even though it has not been authorized on a permanent basis. I'm now getting too many letters from members who are saying the fishery isn't what it used to be, and it's one of the greatest in Michigan. Now the Corps is talking about putting a whole lot of new booms and dams on the St. Clair and Detroit rivers, but they don't call them dams. They call them 'compensating works.'"

Not until last summer did the Corps unveil the Demonstration Program to the public along the St. Lawrence. The Corps was booed roundly at a packed five-hour meeting in the village of Alexandria Bay. It was also denounced almost unanimously at a meeting in Ogdensburg, where George Griebenow of the Fish and Wildlife Service spoke up on behalf of the Corps. "It was embarrassing," says a local resident. "Instead of defending our resources, Griebenow talked about using the river as a navigation channel because Midwest grain had to get out."

In September the Seaway Development Corporation applied to the Corps for a permit to modify the booms with gaps and to install ice stabilizers. So far, the Corps has not even ruled whether there will be a public hearing on the application. New York State argues that additional permits would be required from the DEC and that Canada's assent is also needed. The Save the River Committee has found discrepancies between the Seaway's application to the Corps and the Corps' own public notice of the project. "I'm 50 years old and I belong to the Establishment," says Mrs. Bea Schermerhorn, a marina owner on Chippewa Bay and former chairwoman of the committee. "I try to work through channels, but I want a straight deal. This fight has just begun." END

MOST TRAIN WRECKS HAPPEN THE WEEK AFTER CHRISTMAS.



Watch a small child fumbling with a tiny HO-gauge train. He has difficulty setting it on the track or hooking the cars together. And when the train can't take the way a child plays, it ends up in the closet. Or in the trash.

That's why Lionel makes big O-gauge trains ...scaled right for a youngster's developing coordination. Because he can handle it with ease, your child will enjoy a big Lionel more than a tiny train that thwarts him at every turn.

Built to last.

Small-scale trains are fine for hobbyists. But when it comes to children's toys, only the strong survive. That's why Lionel builds a strong, rugged train...for the way kids play. The big Lionel shrugs off train wrecks and derailments and endures to grow into an absorbing adult hobby.

Don't be misled by price.

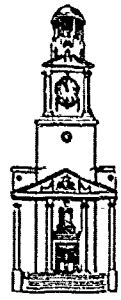
A small, fragile train that spends its life in the closet is no bargain. Now, for about the price of an HO set, you can bring home the big train that delivers a childhood's worth of enjoyment.

LIONEL

The big train for small hands.



CITY OF OGDENSBURG, NEW YORK



MARY K. FREDERICKS
City Clerk
Ph. (315) 393-3540

January 9, 1979

Dear Sir:

The attached resolution concerning winter navigation on the St. Lawrence River was passed by the Ogdensburg City Council at its regular meeting on January 8, 1979.

Very truly yours,

Mary K. Fredericks

Mary K. Fredericks
City Clerk

enc.

RESOLUTION OPPOSING ICE BOOM MODIFICATIONS AND VESSEL TRANSITS BEYOND THE NORMAL NAVIGATION SEASON, PRIOR TO THOROUGH SOCIAL, ECONOMIC AND ENVIRONMENTAL STUDIES

Whereas, the Army Corps of Engineers, U.S. Dept. of Army, and the St. Lawrence Seaway Development Corp., are preparing plans for extending the navigation season on the St. Lawrence River beyond the normal early April to mid-December navigation season;

Whereas, the St. Lawrence River is one of Ogdensburg's most valuable natural resources providing recreation, sport-fishing, hunting, trapping and business for the people of Ogdensburg;

Whereas, many Ogdensburg residents own property, which is used either seasonally or year-round, bounded by the St. Lawrence River;

Whereas, Ogdensburg's water supply is obtained from the St. Lawrence River and disruption of bottom sediment, caused by dredging and or wave motion under ice, may cause serious water pollution problems;

Whereas, an extended navigation season may adversely affect Ogdensburg and its residents by causing decreased power production, by causing increased shoreline erosion and structure damage, by disrupting critical fish and wildlife habitats, and by increasing the possibility of water intake obstructions;

Whereas, the Corps of Engineers is proposing authorization of an extended navigation season prior to collection of adequate baseline data and preparation of an adequate environmental impact statement which addresses ecological human and economic issues;

Whereas, collection of adequate baseline data and preparation of an adequate environmental impact statement which addresses ecological, human and economic issues are necessary to allow assessment of the effects of an extended navigation season on Ogdensburg's resources, people and economy;

Therefore Be it Resolved, that the City of Ogdensburg opposes any gapping of ice booms for navigation and any vessel transits in the St. Lawrence River beyond the normal navigation season as part of either a demonstration program or an extended navigation season until baseline studies, as recommended by New York State, have been completed, and adequate environmental assessments have been made and appropriately considered, and a complete environmental impact statement has been prepared, and

Be it Further Resolved, that a copy of this resolution be forwarded to Senator Daniel P. Moynihan, Senator Jacob K. Javits, Congressman Robert McEwen, Governor Hugh L. Carey, Senator Ronald Stafford, Senator H. Douglas Barclay, Assemblyman David O'B. Martin, the Army Corps of Engineers, the Saint Lawrence Seaway Development Corp, and all members of the Winter Navigation Board.

Best Available Copy

STATE OF NEW YORK
EXECUTIVE CHAMBER
ALBANY 12224

HUGH L. CAREY
GOVERNOR

January 9, 1979

Dear General Harris:

I have reviewed your recent letter regarding the Winter Navigation Demonstration and Feasibility Programs. This issue is a very important one for the North Country Region of our State and I, therefore, wish to share some detailed comments with you.

New York State has serious reservations relative to the Corps of Engineers overall system benefit-cost analysis. Also, a determination of the economic impact on New York State is essential. There appears to be significant losses to the State's transportation rail network, tourism industry, power generation capacity, shoreline property values and environmental resources, which the Corps has not quantified.

In connection with the environmental assessment of Winter Navigation on the St. Lawrence River and Lake Ontario, we have already provided you with our concerns about the deficiencies in the Final Environmental Impact Statement. We have transmitted to you our requirements for adequate environmental baseline studies before further consideration can be given to the Demonstration Program. In addition, applicable state permits for stream protection and freshwater wetlands, and a Section 401 Water Certification, will be required before a Winter Navigation Demonstration Program is conducted.

Relative to the feasibility studies, I will oppose the program unless the authorization request for the Lake Ontario - St. Lawrence River part of the system contains a requirement that environmental feasibility be established, before authorization

for construction and operation is sought. In addition, I am concerned that approximately $16 million in studies will be expended without co-participation between the United States and Canada. An agreement on co-participation should be reached before any further work is initiated.

Further, I am dismayed the non-federal members of the current Winter Navigation Board consists of those who generally represent commercial navigation special interests and do not adequately serve a wide range of public interest. The failure to allow New York State a vote on the navigation board is a denial of our basic right to shape policy direction affecting our State. This deficiency should be corrected.

In summary, New York wants to cooperate to ensure that the effects of a Winter Navigation Program will be fully evaluated before any decisions are made on whether to proceed. I have asked my staff to continue regular communications with you regarding Winter Navigation on the St. Lawrence, so there will be no misunderstanding regarding the importance which I personally attach to our concerns in this area.

Sincerely,

Major General Richard L. Harris
North Central Division
Corps of Engineers
Department of the Army
536 South Clark Street
Chicago, Illinois 60605

Grand President 1979

INTERNATIONAL SHIPMASTERS' ASSOCIATION

CAPT KURTH GRAINGER
1510 TORRISON
MANITOWOC WI 54220

March 28, 1979
Manitowoc Wis
54220

Colonel James R C Miller
Dept of the Army
Chicago District Corp of Engineers

Dear Sir:

Meant to write you earlier but have been acting as Chief Cook and Housekeeper for awhile. February 24th my wife Loraine slipped on ice and broke her left leg and crushed a nerve in it. That rather upset the schedule of any I had set up. She is doing fine now. Cast removed last Saturday as to the break but the Nerve needs further healing. Using crutches to get around and get around pretty good too. Being the left leg she drives the car and gets around same as always but slower when on foot. No Dancing as yet like we did at Convention.

Writing to you to more or less explain our, the I.S.M.A. stand as being against Winter Navigation. I've read most of the reports on the feasibility of it "Ship wise" but as yet have seen nothing on the Personnel aboard the ships response to it. We are very much concerned on that being by passed in favor of actual manpower aboard the ships make timesaver

firsthand knowledge of the conditions. Believe they all should be considered in some magnitude as the other studies made on feasibility. Your presentation of slides and overall coverage of them was a Welcome and well received topic to cover.

The response to questions and overall response of our members showed they were not prepared to agree that Winter Navigation on the Great Lakes was so feasible. Possible yes but feasible no. I feel we've gone on record as being against it as presently being done.

Want you to know we aren't against progress but also we're concerned about at who's expense that progress is being made. Have intentions of some study on just the personnel actively engaged in Winter Navigation "aboard the ships." They certainly could give more input to feasibility of the program than the personnel that are not aboard.

Hope you enjoyed yourself at our Convention at Green Bay and will be continuing to come to them. Next one is at Toledo Ohio next February and you'll be contacted regarding it at a later date. George Lyskowski N.C. Assistant will also be contacted.

Oh yes, while writing on this subject there another one I would like to get some inside information on. The dredging of Two Rivers is a standing issue that needs some sort of compromise as I see it from the Two Rivers side of it. If its question of different agencys or committees disputing pollution or not pollution someone certainly can

INTERNATIONAL SHIPMASTERS' ASSOCIATION

CAPT KURTH GRAINGER
1510 TORRISON
MANITOWOC WI 54220

seem a test on whether it is or not. Living in Manitowoc myself I was under the impression the containment basin built here was for the dredging spoils of Two Rivers as well as others. There been some figures quoted as to cost and return from it. Just how does the Two Rivers figures compare with the cost and return of the last few years of Winter Navigation and study on it on some basis of cost and return. Any information you can provide to bring the dredging dispute to an end certainly would be appreciated by our Organization but for moves by the Two Rivers people who are in need of it. Give my hello's to Fred Staudt and George Lydowski next time you talk to them.

Sincerely yours,

Capt Kurth R Grainger
Grand President of ISMA
1510 Torrison Drive
Manitowoc Wis 54220
Phone 414 682 1592

C-II-F-90

April 28, 1979

Congressman Robert W. Davis
House Office Building
Washington, D.C. 20515

Attention: Mr. Vince Mengedier

Dear Sir:

Attached is copy of Corp of Engineers "Lime Island Air Boat" report for winter of 1978 - 1979. This past winter was the sixth winter that we have had to put up with this experimental machine. Prior to that, for two winters, we were marooned with no transportation during this very trying and so called "Winter Navigation Demonstration Program".

If you will please take the time to read the report I'm sure you will agree that it is a very rough, dangerous and undependable means of getting our mail and supplies from the mainland. We have been requesting a different and more dependable mode of transportation across this three miles of ice since winter of 1973 - 1974. To date, nothing but sympathy and talk - very little of each.

Why should the tax payers be forced to support U. S. Steel? In our case we are paying taxes to force ourselves into isolation each winter. What right does U. S. Steel or the Corp of Engineers have to force this condition on anyone? This island is our home, our bread and butter, and our access to mail and supplies is cut off.

Where in the world does the Corp of Engineers come up with the fantastic cost-benefit ratio? How is winter shipping going to create all the thousands of jobs they are talking about? Just who is going to benefit from this winter fiasco other than U. S. Steel? All over the lakes the Coast Guard is called the U. S. Steel Navy - also compliments of John Q. taxpayer.

When the boats should be sailing in the open water months, they are in the ship yard repairing the ice damage. The Corp of Engineers says it is a very remote possibility that a tanker could be holed and spill oil or chemicals under the ice. Who is kidding who? The all new U. S. Steel's Gott didn't make one round trip without extensive damage and it was specially designed to run in ice.

Shipping should be stopped in late December and resume late March or early April as before and allow the old St. Marys river a chance to clean itself and allow islanders to return to a normal life style. If year round shipping were to stop, The Corp of Engineers is now pushing for "January 31st on an interim basis". (Quote - Evening News 4/27/79). If year round shipping or shipping to January 31st (plus or minus two weeks, which means February 15th), the Lime Islanders will again be stuck with no transportation across the ice. We <u>will not</u> put up with the present air boat another year. Normally we remove our tug boat from the water around December 15th.

Let's wake up now, before it is too late and decide once and for all if we are going to continue to allow U. S. Steel and the Corp of Engineers to run rough shod over everyone or put a stop to it.

Yours truly,

J. E. Fulton

J. E. Fulton

C-II-F-91

SECTION G

CORRESPONDENCE RELATING TO THE PRESIDENT'S PROPOSED COST SHARING

The correspondence contained in this section concerns our request to the Governors of States for their comments on the President's proposed cost sharing and their answering letters.

CORRESPONDENCE REGARDING COST SHARING

Page	Date	Correspondence
C-II-G-3	29 May 1979	Letter to Governor Carey
C-II-G-5	29 May 1979	Letter to Governor Milliken with similar letters sent to: Governors Thompson, Dreyfus, Bowen, Quie, Rhodes and Thornburgh
C-II-G-7	28 June 1979	State of New York, Governor Carey
C-II-G-8	2 July 1979	State of Michigan, Governor Milliken
C-II-G-10	5 July 1979	State of Illinois, Governor Thompson
C-II-G-11	26 July 1979	State of Wisconsin, Governor Dreyfus
C-II-G-20	12 June 1979	Ohio Department of Natural Resources
C-II-G-21	20 June 1979	Commonwealth of Pennsylvania, Department of Environmental Resources

NCEED-PB

29 MAY 1979

Honorable Hugh L. Carey
Governor of New York
Albany, New York 12224

Dear Governor Carey:

As you know, the President, in his June 1978 water policy message to Congress, proposed several changes in cost sharing for water resources projects to allow States to participate more actively in project implementation decisions. These changes include a cash contribution from benefiting States of 5% of first costs of construction assigned to nonvendible project purposes, such as commercial navigation. I understand the President's legislative proposal was forwarded to Congress on 16 May 1979. In this letter, I am attempting to portray the possible impacts of this proposal and to seek your views of its effects on our current study regarding season extension on the Great Lakes/St. Lawrence Seaway System.

If this policy is applied to the Navigation Season Extension Program, as apparently it will, a contribution would be required from at least the States of Michigan, Ohio, New York, Pennsylvania, Wisconsin, Illinois, Indiana, and Minnesota of an estimated $43,743,250 in cash (5% of $874,865,000, total estimated project first costs assigned to nonvendible project purposes, based on January 1979 price levels). Other items of non-Federal cooperation (including private investments) encompass the standard furnishing of lands, rights and easements, special dock work, off-Federal channel bubblers, off-Federal channel icebreaking, etc., totaling an estimated $17,039,000 as listed in the Draft Feasibility Report currently under public review. Such items of local cooperation would be in addition to the above cash contribution.

Allocation of costs among benefiting States would be required subsequent to Congressional authorization and would have to be worked out among the States as a basis for consummation of Section 221 agreements (P.L. 91-611)--or possibly new agreement procedures which are in pending legislation--prior to construction. No guidelines for this allocation have been developed, and each State will be free to seek reimbursement from other States, or its political subdivisions. If one or more States refuse or desire not to contribute, the remaining benefiting States can assume that share, thereby allowing for construction of the project.

29 MAY 1975

NCEED-PB
Honorable Hugh L. Carey

In requesting your views on the financial contribution required under the President's proposed cost-sharing policy when or if Congress acts on this proposal, I should emphasize that I do not at this time need a binding commitment to this project. Also your comments at this time will not obligate future legislatures. As you know, a more formal letter of intent will be requested when the first of the not necessarily concurrent Phase I studies for major subdivisions of the project are completed--now estimated, at the earliest, to be the mid-1980's. Even later, following detailed design, the formal contractual agreements would be required. Due to the magnitude of the project and the conservative (high cost) nature of our estimates, overall costs in today's dollars could go up, but, in my estimation, more likely down. I should also mention, based on the public meetings which have just been completed, that changes to my tentative recommendation are being considered. As soon as these are firmed up, I shall forward a copy to you for your comment and evaluation.

My final report on the Navigation Season Extension Program is scheduled for completion in August of this year, and I wish to incorporate gubernatorial views on these cost-sharing matters in that document. I note and have studied your statement that was read at the Watertown and Massena public meetings. I have tried to appropriately address your objections and will continue to do so in revisions to the draft report. Let me also assure you that I shall attempt to accurately portray the New York position in the final report and environmental statement when it leaves my office. Thank you for your personal interest in this matter. If I or my staff are desired to work with members of New York's staff on items of mutual interest, we stand ready. I, of course, welcome any other comments you wish to make on the Season Extension Program. If you have any questions, please do not hesitate to call me at telephone (313) 226-6762.

Sincerely,

NCEED-PB

29 MAY 1979

Honorable William G. Milliken
Governor of Michigan
Lansing, Michigan 48911

Similar letter sent to:
Governor Dreyfus, State of Wisconsin
Governor Thompson, State of Illinois
Governor Bowen, State of Indiana
Governor Quie, State of Minnesota
Governor Rhodes, State of Ohio
Governor Thornburgh, State of Pennsylvania

Dear Governor Milliken:

As you know, he President, in his June 1978 water policy message to Congress, proposed several changes in cost sharing for water resources projects to allow States to participate more actively in project implementation decisions. These changes include a cash contribution from benefiting States of 5% of first costs of construction assigned to nonvendible project purposes, such as commercial navigation. I understand the President's legislative proposal was forwarded to Congress on 16 May 1979. In this letter, I am attempting to portray the possible impacts of this proposal and to seek your views of its effects on our current study regarding season extension on the Great Lakes/St. Lawrence Seaway System.

If this policy is applied to the Navigation Season Extension Program, as apparently it will, a contribution would be required from at least the States of Michigan, Ohio, New York, Pennsylvania, Wisconsin, Illinois, Indiana, and Minnesota of an estimated $43,743,250 in cash (5% of $874,865,000, total estimated project first costs assigned to nonvendible project purposes, based on January 1979 price levels). Other items of non-Federal cooperation (including private investments) encompass the standard furnishing of lands, rights and easements, special dock work, off-Federal channel bubblers, off-Federal channel icebreaking, etc., totaling an estimated $17,039,000 as listed in the Draft Feasibility Report currently under public review. Such items of local cooperation would be in addition to the above cash contribution.

Allocation of costs among benefiting States would be required subsequent to Congressional authorization and would have to be worked out among the States as a basis for consummation of Section 221 agreements (P.L. 91-611)--or possibly new agreement procedures which are in pending legislation--prior to construction. No guidelines for this allocation have been developed, and each State will be free to seek reimbursement from other States, or its political subdivisions. If one or more States refuse or desire not to contribute, the remaining benefiting States can assume that share, thereby allowing for construction of the project.

29 MAY 1979

NCEED-PB
Honorable William G. Milliken

In requesting your views on the financial contribution required under the President's proposed cost-sharing policy when or if Congress acts on this proposal, I should emphasize that I do not at this time need a binding commitment to this project. Also your comments at this time will not obligate future legislatures. As you know, a more formal letter of intent will be requested when the first of the not necessarily concurrent Phase I studies for major subdivisions of the project are completed--now estimated, at the earliest, to be the mid-1980's. Even later, following detailed design, the formal contractual agreements would be required. Due to the magnitude of the project and the conservative (high cost) nature of our estimates, overall costs in today's dollars could go up, but, in my estimation, more likely down. I should also mention, based on the public meetings which have just been completed, that changes to my tentative recommendation are being considered. As soon as these are firmed up, I shall forward a copy to you for your comment and evaluation.

My final report on the Navigation Season Extension Program is scheduled for completion in August of this year, and I wish to incorporate gubernatorial views on these cost-sharing matters in that document. I, of course, welcome any other comments you wish to make on the Season Extension Program, as well. If you have any questions, please do not hesitate to call me at telephone (313) 226-6762.

Sincerely,

[illegible] D. REMUS
Colonel, Corps of Engineers
District Engineer

STATE OF NEW YORK
EXECUTIVE CHAMBER
ALBANY 12224

HUGH L. CAREY
GOVERNOR

June 28, 1979

Dear Colonel Remus:

Thank you for your letter of May 23, 1979 inquiring as to New York's potential participation in financing the proposed winter navigation program on the Great Lakes - St. Lawrence River Seaway System.

I have repeatedly stated my opposition to the Seaway Navigation Season Extension Program. I have earlier pointed to potential power losses, flood damage and severe adverse environmental impacts in northern New York, and the questionable overall economic analysis of this project. The recent draft economic assessment by the Great Lakes Basin Commission and preliminary indications from our own studies raise serious questions about claimed benefits. These studies have strengthened my conviction that the potential costs of this project far outweigh its benefits. This is particularly true as far as New York State is concerned.

Given this position and my concerns, New York does not expect to participate in financing this project as it is now proposed. We will, of course, give careful consideration to any project changes that may be incorporated in your August report.

I appreciate very much the cooperation and generous assistance that you and your staff have extended to our consultant, Dr. Carroll, during our own economic assessment of this proposed project. He will submit his draft report to us at the end of this month. I expect to be able to send you a final report on his work by the end of July.

Sincerely,

Hugh L. Carey

Colonel Melvyn D. Remus
Detroit District Engineer
Corps of Engineers
Department of the Army
Box 1027
Detroit, Michigan 48231

STATE OF MICHIGAN

OFFICE OF THE GOVERNOR

LANSING

WILLIAM G. MILLIKEN
GOVERNOR

July 2, 1979

Colonel Melvyn D. Remus
District Engineer, Detroit District
Corps of Engineers
P.O. Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

Your letter on possible future cost sharing in a season extension program for the Great Lakes/St. Lawrence Seaway System raises a number of unresolved issues concerning the cost sharing concept. These issues, in addition to a number of others, were in large measure responsible for my decision not to support year around shipping on the Great Lakes at this time.

As you are aware, the Michigan Constitution was amended in 1978 by popular referendum to mandate that state spending be strictly limited to its income. Without an adequate determination of the benefits that would accrue to Michigan as a result of a navigation cost sharing investment, it is not possible to speculate on what future position the state may take. However, it is clear that navigation benefits on the Great Lakes are not limited to the eight Great Lake states. It is my understanding that as many as 19 states may be involved in Great Lakes navigation benefits. It seems to me that it is unrealistic to expect that one group of states will subsidize another group without a very clear understanding of the economics involved.

Your letter is silent on the involvement of Canada or the Canadian provinces. Will Canada's participation affect the costs? For example, the state cost sharing percentage of the winter navigation project. This determination may well impact Michigan's future course of action.

I am aware that the President's cost sharing proposal was intended to provide greater state participation in water project decision making. I am unaware of proposals to implement more meaningful state involvement in project formulation or implementation other than an after the fact cash contribution. How this question is resolved will further impact Michigan's future course of action.

I appreciate this opportunity to offer comments on possible future state cost sharing in year around shipping.

Warm personal regards.

Sincerely,

William G. Milliken

Governor

STATE OF ILLINOIS

OFFICE OF THE GOVERNOR

SPRINGFIELD 62706

JAMES R. THOMPSON
GOVERNOR

July 5, 1979

Colonel Melvyn D. Remus
District Engineer
U.S. Army Corps of Engineers
Box 1027
Detroit, Michigan 48231

Dear Colonel Remus:

Your letter of May 29, 1979 requested my views on cost-sharing for the proposed navigation season extension program. My comments address cost-sharing on this proposal and cost-sharing in general.

The President, in his Water Policy message of June 6, 1978, said he was committed to states having a greater role in water projects planning. He was responding to the fact that the states are not adequately involved in the planning or establishment of priorities for certain types of water projects. The proposed legislation only responds to the cost-sharing issue. Before I can support this legislation it will be necessary to clearly delineate that states will also be involved in planning and establishing priorities for water projects.

At present there is no Federal legislation that requires state cost-sharing for the proposed navigation season extension. Additionally, navigation projects which are multi-states or international in scope should not require state financial participation.

Dr. Frank Kudrna, Director of the Division of Water Resources of the Department of Transportation will be coordinating Illinois' response to the proposed navigation system extension.

Sincerely,

James R. Thompson
GOVERNOR

JRT:jab

cc: Frank Kudrna
Director
Division of Water Resources

Jane Bolin

C-II-G-10

STATE OF WISCONSIN
OFFICE OF THE GOVERNOR
STATE CAPITOL
MADISON, 53702

LEE SHERMAN DREYFUS

Telephone Number
(608) 266-1212

July 26, 1979

Colonel Melvyn E. Remus
District Engineer, Detroit District
U.S. Army Corps of Engineers
Box 1027
Detroit, MI 48231

Dear Colonel Remus:

Thank you for the opportunity for the State of Wisconsin to review and comment on the Draft Survey Report for the Great Lakes and St. Lawrence Seaway Year-Round Navigation Season. This letter represents the staff input of several state agencies. However, individual agencies may wish to expand upon or clarify their viewpoints at some time in the future.

It should be emphasized that this position and the staff report relate to the Survey Report recommendation of a year-round navigation season. It does not put forth a position on a four to six-week season to January 31. This subject appears to warrant some consideration. Thus, it will be covered in another letter to be prepared shortly.

The State of Wisconsin supports the concept of efficient utilization of Great Lakes shipping opportunities and the resulting local economic benefits and energy savings. Although we support the concept, I am unable to endorse authorization for the Corps to proceed at this time because of an abundance of questions that remain unanswered about the impact of the project on Wisconsin. Please see the enclosed state agency staff report regarding the material you had sent to us.

It is recognized that considerable time and effort have been spent in developing the Environmental Plan of Action, the survey report and the demonstration program. The rush to gain Congressional authorization for year-round navigation is being done without taking a complete look at the environmental, economic and transportation aspects of winter navigation. These factors lead us to ask the question why is this being done so rapidly?

A start should be made toward developing environmental studies, particularly in the area of water quality, which are not well-defined in the Environmental Plan of Action. Winter navigation could then be considered in the development of the National Transportation Policy as well as a National Water Resources

Policy. Public review could insure that the economic advantages and disadvantages of winter navigation be carefully considered. If winter navigation were handled in a 2-phase operation, the first being further detailed feasibility investigations and the second action programs, we feel we will be headed on a more reasonable course.

In summary, despite the voluminous documents which were provided, the information contained therein is sketchy and incomplete. This letter highlights the major problem areas. It would be premature for me as Governor of Wisconsin to approve this project and its subsequent Congressional authorization at this time. However, we share the same objectives. I would be happy to make the appropriate staff available to you in order to assess this project further.

Sincerely,

Lee Sherman Dreyfus
GOVERNOR

ljh

Enclosure

cc: Kurt Bauer - Southeast Wisconsin Regional Planning Commission
Ralph Bergman - Bay Lakes Regional Planning Commission
Robert Brunner - Department of Business Development
Anthony S. Earl - Department of Natural Resources
Mike Early - Division of Emergency Government
Richard Erney - State Historical Society
Roy F. Hoffman - Milwaukee Harbor Commission
Lowell Jackson - Department of Transportation
Kenneth Lindner - Department of Administration
James McCarville - Superior Harbor Commission
Lewis Mittness - Public Service Commission
Mark Mueller - Northwest Wisconsin Regional Planning Commission
John Powers - Metropolitan Interstate Committee
Gary Rhode - Department of Agriculture
Robert Rogatzke - Sea Grant Program, U.W.
John Seefeldt - Green Bay Harbor Commission
Congressional Delegation

Department of Business Development
Department of Natural Resources
Division of Emergency Government
State Historical Society
Department of Transportation
Department of Administration
Department of Agriculture
UW-Madison, Sea Grant Program

Staff Report on

The Survey Study for Great Lakes and
St. Lawrence Seaway Navigation Season Extension

ECONOMIC

The Great Lakes Basin Commission at the request of the State of Michigan has analyzed the question of the economics of winter navigation. Their report questions the Corps of Engineers' methodology and results for estimating the costs and benefits of winter navigation. We agree with these concerns and feel they should be examined and satisfactorily answered in order to resolve the important question of whether winter navigation is economically justifiable. If these questions are not answered, criticisms from both the public and private sectors will continue to be levelled at the Corps of Engineers' rationale for supporting the project.

The Survey Report has been prepared without fully acknowledging the President's proposed water resource policy where states will be required to pay a share of the projects benefitting them. The present figure being discussed is 5 to 10 percent of the cost of the project. If the State of Wisconsin would support the winter navigation program, it must be prepared to pay its share of the project. How will this share be determined, and what items actually constitute the project cost (i.e., the construction phases which will not be done in Wisconsin waters, the environmental studies, ice breaking and other measures necessary to provide for winter navigation)? This policy issue must be clarified so the states will be aware of their financial responsibilities under the program. This will be an important factor leading to a decision to support or oppose the winter navigation effort. Wisconsin does not have any state port development programs for which this share could be generated. Furthermore, most port communities have not budgeted or expended dollars on commercial water transportation projects. Yet, according to the proposed plan, these financial contributions would be required. Depending on how funds are raised and spent outside of harbor areas, there could be constitutional questions because of the state's ban on internal works of improvement (Article 8, Section 10, Wisconsin Constitution).

On page B-173 of Volume I of the Technical Appendix, it is stated "It is assumed that Canada would pay 50 percent of the International Section of the St. Lawrence River and 100 percent within its own territorial

boundaries." The utility of an extended season is predicated on a partnership of the federal interest with non-federal interests and the Canadians. At this time, no commitment has been made by either the non-federal interest or the Canadians to actually support this effort. Tax dollars should not be devoted to a long-term obligation without first knowing the extent of the commitment, the amount of benefit to the state and the impact of the resultant action upon the state. The term non-federal interest needs to be defined and agreements negotiated before Congress commits to the project and the one billion dollar appropriation.

A fine reading of the Survey Report shows economic inconsistencies. As an example, on page 134 of the Main Report and Table 12 of Appendix E (page E-56), reference is made to a benefit/cost ratio of 1.18 at Green Bay. The only benefit appears to be a reduction of stockpiling in the harbor (Table 10 on page E-51). However, the July 21, 1978 Preliminary Draft Main Report shows a benefit/cost ratio of only 0.08 (page 117, Table 5). A detailed explanation and justification should be provided on why the benefits raised so high in less than one year's time. The same question is true of Port Washington. In July 1973, it had a benefit/cost ratio of 0.67. By March 1979, the benefit/cost ratio had leaped to 3.46. There is some question whether any benefits should be claimed for winter navigation at Port Washington at all since it is naturally open in the winter.

We doubt if winter navigation would cause a reduction of stockpiling at Green Bay as implied in paragraph 3.10 of the Environmental Impact Statement. A power company, a paper mill and a coal dealer presently maintain stockpiles of coal. We believe these companies would continue to maintain stockpiles as hedges against strikes, interruptions of delivery and inflation because of their dependency on coal. In addition, we question the implication that shipping western coal to Green Bay via Superior is cheaper than direct unit trains to Green Bay. Green Bay Harbor authorities are discussing the possibility of developing blending-transshipment facilities using western coal shipped in by rail.

TRANSPORTATION

It appears a strong relationship exists between winter navigation and the Harbor Deepening and Channel Straightening Project. However, no mention is made of this relationship in the Survey Report, and no analysis of their respective environmental effects is included in the Environmental Impact Statement. The cumulative environmental effects of these activities would be addressed in an adequate Environmental Impact Statement. This is not the case.

While navigation in the winter months provides benefits for some ports, it is equally or more important for many of our smaller harbors to retain their current capabilities for commercial navigation. Corps' policy, however, clearly places dredging priorities only on larger

ports. The Corps in the past has felt that prioritization of harbor dredging is necessary due to insufficient funds to maintain existing navigation channels. The survey study recommendation, however, proposes extended navigation for very few ports at a total annual cost of $101 million. National policies on maintenance of existing commercial navigation routes must be reevaluated and clarified prior to any Congressional action since winter navigation will tend to concentrate economic activity in certain selected ports which will be enhanced for the purposes of channel maintenance. Other smaller ports not suited for winter navigation will tend to be neglected. Thus, the overall result will be to strengthen and reinforce a regional port concept which will tend to diminish economic activity at smaller ports. In our opinion, the first priority should be to maintain existing navigation channels. We would hope that all ports would be maintained even though they may not be scheduled for winter navigation.

No attempt was made to independently assess the need for winter navigation at the Wisconsin harbors mentioned in the report. However, it is questionable whether there would be a demand for coal movement on a year-round basis (i.e., would coal stockpiling practices change). Several of Wisconsin's ports slated for year-round navigation under the proposed plan have inbound coal as the primary commodity movement. Yet stockpiling savings are cited throughout the report as an important economic benefit.

An assessment has not been made on the impact of extended winter navigation and more use of water transportation on other modes of transportation. Would rail, for example, carry more or less traffic? Can rail carry more, especially in the winter? What would be the economic impact on rail companies? Supplement B to Appendix E discusses the total impact question as a study element still underway. Wisconsin should be given an opportunity to review this study because of the potential impacts on transportation modes in which we have ongoing programs. On a regional basis, consideration should be given to whether the winter navigation project would increase or decrease the movement of water borne commerce and justification of water resource development projects such as a second lock at Locks and Dam 26.

Winter navigation will tend to increase the disparity between shipping companies because not all companies will be able to finance the cost of ice strengthening their fleets. The overall result will be to cause less competition between the shipping companies which may result in increased costs to the shipper in the future. The winter navigation program appears to work to the advantage of ship owners with newer vessels designed for ice operations and against owners of old ships or ships which are not designed for ice operation. Would more icebreaker assistance be required since owners of existing and future vessels participating in winter navigation need not meet American Bureau of Ships (A.B.S.) classifications for operating in ice? Would this result

in a shift of costs from the private to the public sector? Are ice damage costs to icebreakers and vessels included in system operating costs? Do operating costs of the winter navigation program include the increased insurance costs for the Great Lakes fleet?

On page 30 of the Main Report, the paragraph following "harbors" implies that most harbors are at a water depth of 27 feet. This is not true for most Wisconsin ports.

The text on pages 81-83 of the Main Report dealing with proposed options for organization of the Winter Navigation Board do not include adequate state representation. States have increasing concern and authority in matters relating to water transportation (for example dredging, water quality, etc.). Therefore, it is necessary to have broader state representation on the Winter Navigation Board.

On pages 109-110, Kewaunee and Manitowoc Harbors in Wisconsin receive no mention in the Main Report. They do have year-round car ferry traffic across Lake Michigan. This is recognized in an appendix; however, no assessment is made of the problems of continuing ferry service or suggested actions.

ENVIRONMENT

Strong concerns have been registered about the environmental aspects of the project, but yet, we find that the Corps is willing to build now and wait to see what happens. The "adaptive environmental assessment methodology" is an unacceptable substitute for assessing potential environmental damages before they happen. Little is known about the Great Lakes ecosystem under winter conditions. The Survey Report and Environmental Impact Statement do not include this information. Thus, predictions cannot be provided on future conditions resulting from an extended season.

The harbors located in Lakes Michigan and Superior in Wisconsin are not described in any concise manner nor are the environmental resources associated with these harbors depicted. As such, no meaningful analysis of environmental impacts can be made. Specifically, the Environmental Impact Statement does not adequately treat Wisconsin's unique fisheries in Duluth-Superior Harbor or the immensely valuable and productive resources of Green Bay.

The National Environmental Policy Act requires an assessment of impacts before proceeding with the proposed activity. The Corps' view appears to be that an extended navigation season is technically feasible and should proceed. It has promised to "stop" and to provide protection against permanent damage when an impact is noticed. This promise is based on the faulty assumption that the impact would be detectable, reversible and not already permanent. As a State with a long history of concern for its natural, social and economic environment, we cannot support such a approach.

The tone of the Survey Report presupposes the fact that Winter Navigation will occur. As such, all that needs to happen is to have Congress authorize this activity. It is therefore disturbing to have such little attention being paid to the environmental aspects of winter navigation. As mentioned, the adaptive approach described in the report indicates that work or shipping will be stopped if environmental damages occur. We do not believe this will happen once a substantial amount of money is invested in the project and as use patterns develop. It is common knowledge that environmental damages do not happen radically. They are usually a combination of a number of small events which ultimately result in an environmental loss. For example, millions of acres of wetlands have been destroyed by draining or filling a few acres at a time. We cannot foresee winter navigation being halted because of the apparent effect of one or two minor events which in the long-term could contribute to significant environmental degradation of the system. We would, therefore, submit that the adaptive concept is nothing more than a means of getting around the environmentalists and a way of avoiding full implementation of the required environmental studies. A further comment relating to the adaptive approach is that the environmental plan of action contains no apparent decision points and does not discuss who makes the decisions. The lack of such points indicates that winter navigation is a foregone conclusion. In various places, the Survey Report fails to clearly indicate the line of responsibility for making system modifications based on environmental impact information.

The absence of Canadian participation in the development of the Environmental Plan of Action and the survey study except for "informal arrangements and discussions" ignores the impact that U. S. activities will have on Canadian shores and the fact that NEPA is international in scope. Conversely, it does not include the effect of the Canadian position on U. S. activities. It would seem unreasonable to assume that the winter navigation program would go on without Canadian support.

On page ix of the Draft EIS, there is a discussion on compliance with the Section 404(b)(1) guidelines and Section 404(r) (PL 92-500 as amended). It is stated that the 404(b) guidelines have not been considered, and therefore, the Environmental Impact Statement on the extended navigation season does not include the information required by Section 404(r). Additional clarification should be provided on what activities would be included (i.e., would it only cover the winter navigation project dredging, dredging which would result from normal operation and maintenance activities, dredging for the harbor deepening and channel straightening project, or all of these activities).

The Draft Environmental Impact Statement fails to mention adverse environmental effects on aquatic organisms including uptake of heavy metals (page IV-17, paragraph 4.052) and toxic organic compounds (page IV-17 to IV-19, paragraph 4.051 and 4.060). These processes account for significant contamination of the state's sport and commercial fishery in the Great Lakes.

On page IX-15 of the Draft Environmental Impact Statement, mention is made of environmental activities and studies required at Sturgeon Bay, Wisconsin. No other mention is made of Sturgeon Bay in the Survey Report. It appears logical to assume that the ship repair and construction facilities at Sturgeon Bay would continue to be used in the winter, but it is not clear whether any consideration has been given to winter navigation needs.

Paragraph 3.15 of the Draft Environmental Impact Statement should be corrected to show that Wisconsin has implemented a coastal management plan.

At paragraph 5.18 of the Draft EIS, it is stated that "The probabilities of a disaster are well within the bounds of reasonable risk" according to the Coast Guard. The question is: what bounds, whose risks and to whom does this action appear reasonable? It is begging the question to state that navigation in ice could decrease the potential for an oil spill. In fact, the opposite is true.

On page 52 (Figure 2) of the Main Report, the two-year periods scheduled for collecting environmental data are inadequate and do not even cover the life cycle of fish species nor the periods of natural changes and variations in aquatic communities. A time frame of five to ten years would be more appropriate.

On page 87 of the Main Report, it is stated that the proposed plan for navigation season extension is consistent with the approved Wisconsin Coastal Zone Management Program. There is no evidence provided to document consistency. One proof of consistency is that the Corps must have a state permit in hand if a permit is required. This has not happened yet. If the statement is going to be made that the program is consistent, additional documentation, such as preparation of an adequate EIS, will be required since this is an unfounded and unsubstantiated claim.

Contrary to the statement on page 97 of the Main Report, available statistics from the U. S. Coast Guard for Great Lakes waters (1973-1977) indicate that most oil spills are not related to weather damage, either as an immediate or contributory cause. Most spills are due to personnel error and equipment failure. A separate set of statistics for U. S. tanker casualties on the Great Lakes indicates that the three major causes of casualties are personnel error (45 percent), equipment failure (12 percent) and ice damage (14 percent).

Also, there have been significant oil spills from winter navigation in the Great Lakes in recent years despite the statement on page 97. On December 23, 1976, the Canadian tanker IMPERIAL ST. CLAIR grounded and spilled an estimated 50,000 gallons of fuel oil while moving through ice

addition to these costs, local interests expended large sums of money for dredging; construction of piers, docks, bulkheads and walls and loading and unloading facilities. None of these costs were included in the Federal estimates and give an unbalanced comparison in the Section 80 Study between Federal and local costs on Federal Navigation Projects. The Commonwealth of Pennsylvania can only benefit indirectly from the Program as it is currently designed, as noted above. We therefore feel that, until more detailed information is available, we are not in a position to make any commitments on cost sharing.

We appreciate your efforts to keep us informed of the Program's progress, and since our interest in the concept continues at a high level, we are hopeful that you will continue to do so in the future.

Sincerely,

Clifford L. Jones

CLIFFORD L. JONES

ODNR
Ohio Department of Natural Resources
Fountain Square · Columbus, Ohio 43224 · (614) 466-3770

June 12, 1979

Colonel Melvin D. Remus, District Engineer
U.S. Army Engineer District, Detroit
150 Michigan Ave. P.O. Box 1027
Detroit, Michigan 48321

Dear Colonel Remus:

Your letter of 29 May 1979 to Governor Rhodes concerning the Great Lakes Navigation Season Extension Program has been forwarded to me for response.

As you are aware, the State of Ohio has been a long time supporter of navigation season extension on the Great Lakes. We have testified before annual congressional hearings in support of appropriations for the program and have recently submitted testimony supporting a permanent authorization.

We fully recognize the Corps of Engineers as an agency of the executive branch and therefore subject to directives from the President. However, as you pointed out in your correspondence, the whole matter of cost sharing on water development projects is now pending before the Congress with the final outcome perhaps several months or possibly several years away. With this in mind, we find it particularly difficult to develop and declare any realistic position on possible cost sharing with the other Great Lakes states concerning the Navigation Season Extension Program.

However, we do appreciate your interest in affording us an opportunity to comment.

Sincerely,

Robert W. Teater

ROBERT W. TEATER
Director

RWT:dsc

C-II-G-20

COMMONWEALTH OF PENNSYLVANIA

DEPARTMENT OF ENVIRONMENTAL RESOURCES
P. O. BOX 1467
HARRISBURG, PENNSYLVANIA 17120

The Secretary

In reply refer to
RM-R
F 110:7
Your Ref. NCEEP-PB

June 20, 1979

Colonel Melvyn D. Remus
District Engineer
Corps of Engineers - Detroit District
P. O. Box 1027
Detroit, Michigan 28231

Dear Colonel Remus:

Governor Dick Thornburgh asked me to respond to your May 29, 1979 request for our views on the $43,743,250 contribution from benefitting States for developing the Great Lakes/St. Lawrence Seaway Navigation Season Extension Program. The contribution would be required under the President's proposed cost-sharing policy. This stipulates a 5% cash contribution for first construction costs of nonvendible projects such as for commercial navigation. The contribution would be in addition to the conventional costs of non-Federal cooperation. These additional costs are estimated to total $17,039,000 for the Season Extension Program. Our response thus addresses these two obligations with respect to Pennsylvania's participation in the Program.

The Program's Feasibility Study draft, which is currently being reviewed by the public, omits Pennsylvania from its overall plan that covers the other Great Lakes States. We noted this in our comments on earlier drafts, and requested reconsideration in connection with the proposed expansion of considerable magnitude by the U. S. Steel Corporation in our portion of Lake Erie. The current draft of the Study does not show this. We therefore conclude that costs of needed improvements for the Program's operation in Pennsylvania are classified under the conventional costs of non-federal cooperation. These would include those examples noted in your request, such as bubbler systems and ice-breaking outside of Federal channels.

The required $43,743,250 contribution would be allocated among the affected States in proportion to the benefits each would receive from the Program. The determination of such benefits poses a new and complex problem to the States which comes at the most inopportune time of tight budgets and reduced planning staffs. This is one of the primary reasons why we cannot endorse the proposed cost-sharing policy. It is also noted that Congress has not made any decision on the proposed cost-sharing program. We also feel that the proposed program does not take into consideration all the local costs associated with navigation and port projects. The original Section 80 Study listed only local costs associated with and within the limits of the Federal projects. In

addition to these costs, local interests expended large sums of money for dredging; construction of piers, docks, bulkheads and walls and loading and unloading facilities. None of these costs were included in the Federal estimates and give an unbalanced comparison in the Section 80 Study between Federal and local costs on Federal Navigation Projects. The Commonwealth of Pennsylvania can only benefit indirectly from the Program as it is currently designed, as noted above. We therefore feel that, until more detailed information is available, we are not in a position to make any commitments on cost sharing.

We appreciate your efforts to keep us informed of the Program's progress, and since our interest in the concept continues at a high level, we are hopeful that you will continue to do so in the future.

Sincerely,

Clifford L. Jones

CLIFFORD L. JONES