



February 24, 2026

Sent via electronic mail: [crbpost2026@usbr.gov](mailto:crbpost2026@usbr.gov)

U.S. Bureau of Reclamation  
Attn: BCOO-1000  
P.O. Box 61470  
Boulder City, NV 89006

**RE: Draft EIS Comments regarding Post-2026 Operational Guidelines and Strategies for Lake Powell and Lake Mead**

Dear Acting Commissioner Cameron:

Please accept the comments of Moffat County, Colorado, Board of County Commissioners in response to Reclamation's Draft Environmental Impact Statement (DEIS) for Post-2026 Operational Guidelines and Strategies for Lake Powell and Lake Mead.

Like many Upper Basin communities and water users, we seek operational guidelines that restore system balance and provide long-term security for water users across the basin. Unfortunately, the 2007 Interim Operating Guidelines and subsequent emergency actions perpetuated structural imbalances and overuse instead of promoting lasting stability. Given climate-driven aridification and declining average flows, bold but lawful structural reforms are now required.

We believe that necessary reforms must be implemented in a manner consistent with the 1922 Colorado River Compact, the 1948 Upper Colorado River Basin Compact, and the broader Law of the River.

With this belief in mind, we support and agree with the Colorado River Water Conservation District's comments and specific recommendations. We strongly ask that you incorporate their suggestions for further analysis and revisions during the development of the Final EIS.

Additionally, we'd like to emphasize the following points that are essential to the development of operating guidelines that achieve a long-term balance between supply and demand across the Colorado River Basin.

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**Reclamation Must Prioritize Hydrologic Reality Over Predictability:** The DEIS places undue emphasis on “predictability” for water users in the lower basin. Predictability cannot be achieved under future hydrologic conditions unless demands are permanently adjusted to align with reduced supply.

Flows in the Colorado River have declined approximately 20% over the past two decades and reservoir elevations remain critically low. The DEIS’ focus on predictability disproportionately favors Lower Basin users who rely on reservoir releases, while Upper Basin communities live with hydrologic variability and limited storage buffering.

**Moffat County, Colorado Additional Comment: The 20-year average consumptive use in the upper basin is 4.3 million acre-feet. During years where the natural hydrology is below the 20-year average, any requirements that the EIS places on the upper basin matching lower basin conservation amounts, shall first apply a credit to the upper basin in the amount of volume that is below the 20-year average. This requirement prevents the upper basin from delivering water that is not in the system and recognizes the “natural curtailment” that occurs in the upper basin in low water years.**

The proposed federal action must focus on restoring long-term structural balance across the basin and performing under all ranges of hydrology, including critically dry conditions.

**The Final EIS Must Evaluate and Adjust the Scale of Upper Basin Conservation:** Several alternatives rely on assumed Upper Basin conservation volumes of up to 500,000 acre-feet annually. However, the DEIS does not analyze the reasonably foreseeable environmental and socioeconomic impacts required to achieve conservation at that scale.

In Upper Basin communities, conservation at these levels would likely require significant and sustained reductions in irrigated acreage and municipal uses and decreased economic activity.

Such reductions would have direct and potentially permanent impacts on:

- Agricultural economies and employment
- Rural tax bases and county revenues
- Habitat for aquatic and terrestrial species
- Community stability and small business viability
- **Moffat County Commissioners are concerned that Upper Basin Conservation volumes of up to 500,000 acre-feet will have substantial agricultural impacts. Costly impacts to hay fields and return flows should be evaluated especially if water leases were to occur in consecutive years. Therefore, Moffat County requests the Bureau of Reclamation analyze limits on conservation leasing to no more than three years in a 10-year period with the same acre NOT being fallowed in consecutive years.**

These impacts must be analyzed programmatically and cumulatively under NEPA. Furthermore, the modeled conservation volumes exceed demonstrated program performance to date. The Final EIS should evaluate how alternative outcomes are impacted utilizing real world conservation program amounts.

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*Office of the County Commissioners  
1198 West Victory Way, Ste. 104  
Craig, CO 81625  
(970) 824-5517 Office  
Website: [www.colorado.gov/moffat](http://www.colorado.gov/moffat)*

**Tony Bohrer  
District 1**

**Melody Villard  
District 2**

**Donald Broom  
District 3**

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**Upper Basin Shortages Must Be Explicitly Disclosed:** The DEIS repeatedly quantifies Lower Basin shortages in the main body of the document while relegating Upper Basin shortages to Appendix I.

Failure to clearly disclose these shortages in the main body of the EIS creates a misleading narrative regarding risk distribution across basins.

**Lower Basin Water Use Must Account for System Losses:** Approximately 1.5 million acre-feet annually represents system losses, including evaporation and transit losses. These losses are an integral part of Lower Basin consumptive use and should not be classified as “shortages.” Failure to account for these losses contributed to storage decline under the 2007 Interim Guidelines. No basin or contractor should be permitted to deplete water beyond legal apportionments unless Lake Powell is in full or flood-control conditions.

Lower Basin conservation water must be subject to realistic, recurring evaporation and transit loss accounting. One-time assessments are insufficient.

**At Least One Alternative Must Perform Under Critically Dry Hydrology and Hydrology Must Drive Post-2026 Operations:** None of the DEIS alternatives perform adequately under critically dry hydrology. Given declining natural flows at Lees Ferry and current reservoir elevations, at least one alternative must achieve performance metrics at least 90% of the time under critically dry conditions.

Additionally, operating regimes based solely on comparative reservoir elevations have failed to protect storage at Lake Powell. The Draft EIS must model realistic operations and its effects instead of allowing reservoirs to drop below critical elevations. This is critical for the public to understand and evaluate impacts of likely operations given current reservoir levels and hydrologic conditions.

**Moffat County Colorado requests at least one Alternative must evaluate desalinization programs being implemented along the Pacific coastline. Water produced from desalinization should offset releases from Lake Mead and result in net conservation. Hotter and dryer hydrology trends in the Colorado River Basin System does require finding additional water sources, and desalination should be evaluated in at least one alternative.**

**Interbasin Transactions Must Not Be Allowed:** The interstate compacts were designed to provide legal certainty and prevent interstate water marketing across basins. Interstate marketing mechanisms threaten Upper Basin water security, economic stability, and legal clarity. Colorado law also reflects a long-standing public policy limiting interstate export of waters of the state. We will not support any mechanism authorizing interstate or interbasin water marketing between the Upper and Lower Colorado River Basins.

**Alternatives Must Contain Clearly Defined and Modeled Actions:** The Basic Coordination Alternative includes non-specific actions above Lake Powell (i.e. in the Upper Basin) regarding additional reductions for infrastructure protection without modeling or clearly defining those triggers. These additional and unspecified actions must be disclosed and modeled to allow decision-makers and the public an opportunity to fully understand and assess the impact of these actions.

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Similarly, the Supply Driven Alternative includes undefined “Gap Water,” with modeling assumptions that do not exclude Lower Basin system losses. The concept of “Gap Water” must be fully defined with disclosure on how often it is introduced to the system and the range of its magnitude.

**Upper Basin Conservation Water and CRSP Upper Initial Units Water Must Remain in Lake Powell:** If Upper Basin conservation is included, conserved water must be operationally neutral with respect to Lake Powell releases and Lower Basin shortage determinations. Conserved water should only be released at the direction of the Upper Colorado River Commission for Compact compliance or meaningful reservoir recovery.

Releases from CRSP Upper Initial Units for infrastructure protection must remain operationally neutral and remain in Lake Powell until sufficient system recovery occurs. Repeated modeled releases raise feasibility and NEPA concerns that must be analyzed.

In conclusion, Upper Basin communities bear hydrologic variability at the source of the Colorado River system. Our economies, agricultural base, infrastructure, and public services depend on legally consistent and hydrologically realistic operations.

We respectfully urge the Bureau of Reclamation to revise the DEIS to:

- Restore structural supply-demand balance;
- Fully analyze Upper Basin conservation impacts;
- Properly account for Lower Basin system losses;
- Ensure transparency in modeling;
- Include alternatives that perform under critically dry hydrology; and
- Honor the compacts and federal law.
- Eliminate using 2-year averaging (used currently) to predict flows into Powell and Mead to something more reliable that produces numbers that can be adjusted quickly to adapt to different flow scenarios as they unfold.

Thank you for your full and fair consideration of these comments.

Sincerely,



Melody Villard, Chair  
Moffat County Commissioner



Tony Bohrer, District 1  
Moffat County Commissioner



Donald Broom, District 3  
Moffat County Commissioner