

KEITH L. COLBO
Chairman
Montana
Gerald Mueller
Montana
Charles Collins
Washington
Kai N. Lee
Washington

NORTHWEST POWER PLANNING COUNCIL

SUITE 200 • 700 S.W. TAYLOR STREET
PORTLAND, OREGON 97205 • (503) 222-5161

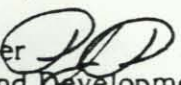
Toll free number for Idaho, Montana & Washington: 1-800-222-3355
Toll free number for Oregon: 1-800-452-2324

Leroy H. Hemmingway
Vice Chairman
Oregon
Donald W. Godard
Oregon
W. Larry Mills
Idaho
Robert (Bob) Sarvik
Idaho

DECISION MEMORANDUM

May 9, 1984

TO: Council Members

FROM: Peter Paquet, Manager 
Project Operations and Development
Tom Foley, Manager
Conservation and Resource Assessment

RE: Preliminary Action on River Assessment Studies

PROPOSED ACTION

1. Approve the attached advisory committee charter for the River Assessment Task Force. (Attachment 1.)
2. Appoint Peter Paquet as Chairman of the River Assessment Task Force.
3. Approve the transfer of \$40,000 from the Hydropower Assessment contracts budget to be used for travel and related expenses for the River Assessment Task Force.
4. Approve the expenditure of \$30,000 to secure the services of the National Park Service (NPS) to assist in designing the River Assessment study. (Attachment 2.)

SIGNIFICANCE

Both the Council and Bonneville have budgeted FY 1984 funds for hydropower assessment activities. The study design activities discussed in this memorandum are intended to result in a proposal for use of these funds. The study design phase needs to be initiated immediately to ensure that such a proposal will be completed by July 1984 in order to allow adequate review and approval by the Council and Bonneville before October 1, 1984, the end of the fiscal year.

BUDGETARY/ECONOMIC IMPACT

The Council's FY 1984 power planning budget contains \$300,000 for hydropower assessment activities of which \$57,000 has been committed to date. The \$40,000 requested for task force members would come from the hydropower assessment budget. These funds would have to be transferred to the Task Force travel budget from the Council's contract budget and would be used to pay for travel and expenses incurred by the members. The Council's Power Plan (Action Item 14.2 and 14.3) anticipates extensive participation by the entities represented on the task force and the participants have indicated they need funding for the required travel and related expenses.

Thirty thousand dollars would be used to fund NPS for development of the study design and proposal for Council action. Bonneville has budgeted \$400,000 for FY 1984 for power assessment for use in a study approved by the Council.

BACKGROUND

Section 1204(c)(1) of the Council's Fish and Wildlife Program calls on Bonneville, upon approval by the Council, to conduct an 18-month study of alternatives for classifying and designating certain streams and wildlife habitat in the Columbia River Basin to be protected from future hydroelectric development. Based on the results of that study the Council, pursuant to Section 1204(c)(2) of the program, will designate such protected areas. Action item 14.2 of the Council's Northwest Conservation and Electric Power Plan's two-year action plan states that the Council will design a study to identify and rank potential hydropower sites throughout the region based on fish and wildlife concerns. The ranking will result in three categories of sites: 1) Those that will have insignificant adverse impacts on fish and wildlife; 2) Those where adverse impacts can be mitigated; and, 3) Those where adverse impacts cannot be mitigated. Two-year action item 14.3 calls on the Council to continue its efforts to refine the data base on existing and potential hydropower sites that are environmentally sound and cost-effective. Because all of these measures are closely related, the Council established the Hydropower Assessment Steering Committee (HASC) to advise the Council on the coordination of these actions, as is called for in Action Item 14.2 and 14.3.

The River Assessment Task Force would be a subcommittee of HASC. However, the Task Force will have several members currently not on the HASC, but whose assistance will be essential in developing the study proposal. These include the U.S. Forest Service and the Bureau of Land Management.

In investigating the possibilities for a study to serve these needs, the staff and HASC learned of efforts underway in the northeastern United States where the National Park Service (NPS) is involved actively in statewide river resource assessments. These efforts have been notable in their ability to synthesize river resource information and develop agreements among interested parties. The basic method was developed in Maine where the study provided the basis for state river use policy, including a

comprehensive hydropower plan. A similar, but less intensive, study was conducted in New Hampshire. This study resulted in a consensus among interested parties on the extent of and potential for conflicts between hydropower development and resource conservation. The method currently is being applied in Vermont. Both New York and Connecticut are considering similar efforts.

On February 24, 1984, Chairman Colbo, at the request of the staff, wrote Secretary of the Interior William Clark requesting use of staff from the NPS Pacific Northwest Regional Office and from the Maine River study team to assist in planning a cooperative river inventory and assessment in Washington, Oregon, Idaho and Montana. Following that request, NPS staff has been made available to assist Council staff and HASC in the effort to design a study to provide the information necessary to accomplish the tasks mentioned above. Findings from the study will serve as part of the information base for the Council's hydropower planning activities. Specifically, findings will provide some of the information necessary to support the Council's hydropower site ranking, hydropower supply curve and and protected area designations.

The HASC and the staff can use the results of this study in conjunction with the results of other Council studies, such as the Ott Water Engineers/Corps of Engineers data base and hydropower potential study, the cumulative impact methods study, and the 201 goals study, to develop recommendations for the Council on protected areas designations in the Columbia Basin. The Council can also use the fish and wildlife information from the study for site ranking throughout the region. In addition, the Council can use results of all studies to develop a supply curve for hydropower sites that are environmentally sound and cost effective. (Attachment 3) The information developed will enable the Council to narrow the uncertainty associated with the level of future hydropower development. The estimated range during the development of the 1983 Power Plan was approximately 400-4,000 average megawatts.

ANALYSIS

Initiation of study design efforts for the river assessment study is an important step for both the Fish and Wildlife Program and the Power Plan. The approach to river resource assessment that has been used by NPS in previous studies provides a method which eliminates duplication of efforts in studies called for in both the plan and program. The information generated by such a study would improve vastly the quality of information and subsequent analysis which could be incorporated into Council, state and BPA assessments of the amount of future hydroelectric development likely to occur in the region. This type of study could provide a resource framework which, combined with hydropower site data, will facilitate the assessment of the effects of individual hydro projects and will be useful in identifying fish and wildlife values for stream reaches and systems potentially eligible for protected area designation. The fish and wildlife information developed through the study will also serve as the basis for the Council's site ranking. In a more peripheral sense, the study would provide information useful in the cumulative effects methodology (1204(b)), since it would identify resource values to be considered in cumulative effects studies and would identify river

systems where detailed cumulative effects studies may be warranted. It also may be of use in the anadromous fish goals study (Section 201) in providing baseline information needed to identify "areas of emphasis" (201(3)(E)).

In designing the study the major focus will be to develop a proposal to develop information and data to support Council studies related to measure 1204(c)(1) of the program and Action Items 14.2 and 14.3 of the energy plan. The study proposal will be designed to address river resources within the Pacific Northwest region with separate studies conducted within each state. Guidelines will be developed to ensure consistent interstate results. However, state studies will be designed individually to respond to existing policies and programs, and fish and wildlife concerns. The proposed study would rely on existing information, expert evaluation, and public input.

The study will be designed so as to allow for the consideration of multiple river resource variables. Fish and wildlife categories will be included as separate resource categories to ensure that the study will meet the needs of the Fish and Wildlife Program and the Energy Plan. However, the study also will be designed to allow for the inclusion of other natural, recreational, and cultural values which could preclude hydroelectric development.

Fish and wildlife criteria will be used to rank the sites. Further screening of the sites that do not have significant fish and wildlife impacts will be done based on other resource information. This screening will be done for purposes of developing an accurate supply curve. Each river resource category will be assessed independently of all others. Fish and wildlife criteria for site ranking purposes currently are being developed by HASC and will be submitted to the Council for approval this summer. A progress report on the site ranking will also be provided to the Council by January, 1985. The progress report will identify all hydropower sites currently in the FERC process that meet the definition of Category I sites in Action Item 14.2. Other resource values identified as a result of the river assessment study could be used by the states to further screen further potential hydroelectric sites.

The initiation of the river assessment study will require extensive planning. To some extent this study design already is underway. However, details as to state, federal, tribal, and public participation need to be worked out. This will require extensive efforts on the part of Council staff, Bonneville staff, NPS staff, and the River Assessment Task Force. The objectives of the study design phase are to develop agreements on project parameters, develop a strategy for conducting the project, identify and brief the study participants, and develop a funding strategy. The result of this planning will be a detailed proposal for the four-state river resource assessment to be presented for Council approval in August, 1984.

The study also would be useful to the states in providing input into state hydropower permit review and hydropower policy for the siting of hydroelectric facilities.

ALTERNATIVES

1. The Council could reject planning for a study which would combine elements of both the Fish and Wildlife Program and the Energy Plan and opt for individual studies for the plan and the program.

The staff believes such a strategy would result in a large-scale duplication of effort and/or inconsistent results.

2. The Council could reject a study design strategy which emphasizes individual state studies.

The staff has not recommended this approach because it recognizes that, although there needs to be uniformity in establishing criteria for evaluating river resources, the individual states are bound by a variety of state and local ordinances and laws which must be taken into account. The thrust of the study design phase would be to identify those areas where uniformity can be achieved but at the same time allow the flexibility necessary to take into account the varying state procedures such as energy siting regulations, land use laws, zoning ordinances, etc.

3. The Council could reject the two phase approach.

The staff has not recommended this because it recognizes that coordination and cooperation with a number of entities is critical to the success of this study. The two phase approach will allow for consultation with the various parties while designing the study.

4. The Council could choose to study fish and wildlife values only.

This alternative was rejected since a primary reason for conducting these studies is to develop a supply curve for hydropower. In order to develop an accurate estimate of developable hydropower, factors other than fish and wildlife, that could preclude hydropower development need to be assessed.

5. The Council could choose to contract with someone other than NPS.

The staff rejected this alternative because after several months of investigating possibilities for conducting these studies it reached the conclusion that NPS was the only entity that experienced in conducting similar studies. This experience will allow the study to move ahead rapidly.

Attachment 1

**PACIFIC NORTHWEST ELECTRIC POWER
AND CONSERVATION PLANNING COUNCIL:
CHARTER OF THE RIVER ASSESSMENT TASK FORCE**

1. Official Designation: This advisory committee will be known as the Pacific Northwest Electric Power and Conservation Planning Council's River Assessment Task Force.

2. Background: On November 15, 1982, the Pacific Northwest Electric Power and Conservation Planning Council ("Council") adopted a Columbia River Basin Fish and Wildlife Program ("Program") as required by the Pacific Northwest Electric Power Planning and Conservation Act, P.L. 96-501, 16 U.S.C. 839 et seq. ("Act"). Section 1204(c)(1) of the Program calls on Bonneville to conduct an 18-month study (upon approval by the Council) of alternative means for classifying and designating certain streams and wildlife habitat to be protected from future hydroelectric development. Based on the results of that study, the Council (pursuant to Section 1204(c)(2) of the program) will designate stream reaches and wildlife habitat areas to be protected from future hydroelectric development. On April 27, 1983, the Council adopted a Northwest Conservation and Electric Power Plan ("Plan") as required by the Act. Action item 14.2 of the Plan's two-year action plan states that the Council will design a study to identify and rank potential hydropower sites in the region based on fish and wildlife concerns. Two-year action item 14.3 calls on the Council to continue

its efforts to refine the data base on existing and potential hydropower sites that are environmentally sound and cost-effective. Because the above hydropower-related measures from both the Plan and Program are closely related, the Task Force is to be formed to assist the Council in the development of a coordinated study which will provide the information necessary to complete the actions. The Act authorizes the Council to establish such an advisory task force at Section 4(c)(12). 16 U.S.C. 839b(b)(12). Under Section 4(a)(4) of the Act, the terms of the Federal Advisory Committee Act, 5 U.S.C. Appendix I, §§1-14, apply "to the extent appropriate" to the Council's advisory committees. 16 U.S.C. 839b(a)(4).

3. Objectives and Scope of Activity: The River Assessment Task Force will advise the Council on the development of a coordinated river assessment study by:
 - (A) Advising the Council on the design of a study which will result in a proposal to develop information and data to support Council studies related to measure 1204(c)(1) of the Program and Action Items 14.2 and 14.3 of the Plan.
4. Official to Whom the Task Force Reports: The River Assessment Task Force will report to the Executive Director of the Council.
5. Authority of the Advisory Task Force: The River Assessment Task Force will serve in an advisory capacity only. Neither the Task Force nor its members are authorized to make statements or commitments on

behalf of the Council. Task Force members will not be considered to be members of the Council staff.

6. Estimated Annual Operating Costs in Dollars and Man-Years: \$40,000; one quarter man-year.
7. Advisory Committee Management Officer: The Advisory Committee Management Officer ("Management Officer") for the River Assessment Task Force will be the Director of the Council's Division of Power Planning. The Management Officer will designate members of the Council's staff to attend meetings of the Task Force.
8. Chairman:
 - a. The Chairman of the River Assessment Task Force will be appointed by the Chairman of the Council, with the concurrence of the Council members, and will serve at the pleasure of the Council.
 - b. The Chairman may be called upon to report to the Executive Director of the Council on appropriate matters, including the Task Force's progress on the tasks described in Part 3 of this Charter.
 - c. The duties of the Chairman will include presiding over River Assessment Task Force meetings, ensuring that detailed minutes

of such meetings are prepared and submitted to the Executive Director of the Council in a timely manner, and maintaining communication between the Task Force and the Council's staff.

- d. The Chairman will certify detailed minutes of meetings of the River Assessment Task Force. The minutes should include a complete and accurate description of matters discussed, conclusions reached, action taken, persons invited to meet with the Task Force, and persons in attendance. The minutes also will include copies of any reports received, issued or approved by the Task Force. Minutes of meetings will be prepared and released within ten days of the meeting, unless an extension is granted by the Management Officer. The Management Officer will distribute copies of the minutes to members of the Task Force and to other interested persons.

- e. Small subgroups of the River Assessment Task Force may be established by the Chairman of the Task Force to undertake particular aspects of the Task Force's work. Methods for organizing the work and procedures of the Task Force must follow the scope of responsibilities assigned to the Task Force by the Council. The Task Force will receive assistance in its work by the Council's staff through the Management Officer. The work of the staff for the Task Force will include making arrangements for Task Force meetings, solving logistical problems, providing clerical services, and preparing minutes of meetings.

9. Vice-Chairman: A Vice-Chairman of the River Assessment Task Force may be appointed by the Chairman of the Task Force, and will serve at the pleasure of the Council. The Vice-Chairman will perform the duties of the Chairman of the Task Force, in the absence of that Chairman, and such other duties as the Chairman of the Task Force may assign.
10. Rules: The advisory committee rules approved and adopted by the Council on March 17, 1982, as amended from time to time, will apply to the River Assessment Task Force.
11. Estimated Frequency of Task Force Meetings: The Chairman of the River Assessment Task Force, after consultation with the Management Officer or his designee, will call meetings as necessary. All meetings will be open to the public, unless closed pursuant to 5 U.S.C. 552b(c). Timely notice of meetings, including agendas, will be made. Interested persons may attend Task Force meetings and appear before or file statements with the Task Force, subject to such reasonable rules as the Council may prescribe.
12. Reimbursement of Expenses: The Council will reimburse public members of the River Assessment Task Force for travel, including per diem in lieu of subsistence, for the purpose of attending Task Force meetings as authorized by 5 U.S.C. Section 5703. The Executive Director shall determine who are public members.
13. Duration: The River Assessment Task Force will terminate on August 31, 1984, unless renewed in accordance with the Federal

Advisory Committee Act. All members of the Task Force serve at the pleasure of the Council.

This Charter for the River Assessment Task Force was approved and adopted at a duly called meeting of the Pacific Northwest Electric Power and Conservation Planning Council held on May ____, 1984 at Helena, Montana.

PACIFIC NORTHWEST ELECTRIC POWER
AND CONSERVATION PLANNING COUNCIL

By: _____
Keith Colbo, Chairman

Attachment

Date Filed: _____

Attachment 2

STATEMENT OF WORK FOR DESIGN OF RIVER ASSESSMENT STUDY

INTRODUCTION

Section 1204(c)(1) of the Council's Fish and Wildlife Program calls on Bonneville, upon approval by the Council, to conduct an 18-month study of alternatives for classifying and designating certain streams and wildlife habitat in the Columbia River Basin to be protected from future hydroelectric development. Based on the results of that study the Council, pursuant to Section 1204(c)(2) of the program, will designate such protected areas. Action item 14.2 of the Council's Northwest Conservation and Electric Power Plan's two-year action plan states that the Council will design a study to identify and rank potential hydropower sites throughout the region based on fish and wildlife concerns. The ranking will result in three categories of sites: 1) Those that will have insignificant adverse impacts on fish and wildlife; 2) Those where adverse impacts can be mitigated; and, 3) Those where adverse impacts cannot be mitigated. Two-year action item 14.3 calls on the Council to continue its efforts to refine the data base on existing and potential hydropower sites that are environmentally sound and cost-effective. Because all of these measures are closely related, the Council established the Hydropower Assessment Steering Committee (HASC) to advise the Council on the coordination of these actions, as is called for in Action Items 14.2 and 14.3.

While defining information and data needs to support these Council studies, the staff and HASC learned of efforts underway in the northeastern United States where the National Park Service (NPS) is involved actively in statewide river resource assessments.

On February 24, 1984, Chairman Colbo, at the request of the staff, wrote Secretary of the Interior William Clark requesting use of staff from the NPS Pacific Northwest Regional Office and from the Maine River study team to assist in planning a cooperative river inventory and assessment in Washington, Oregon, Idaho and Montana. Following that request, NPS staff has been made available to assist Council staff and HASC in the effort to design a study to provide the information necessary to accomplish the tasks mentioned above. Findings from the study will serve as part of the information base for Council, Bonneville, and state hydropower planning activities. Specifically, findings will provide some of the information necessary to support the Council's hydropower site ranking, hydropower supply curve and protected area designations.

OBJECTIVES

The objective of this workplan is to design a study that will provide the information and data necessary to carry out measure 1204(e)(1) and Action Items 14.2 and 14.3. The study results will be used by HASC and the states in conjunction with the results of other Council studies, such as the Ott Water Engineers/Corps of Engineers data base and hydropower potential study, the cumulative impact methods study, and the 201 goals study, to develop recommendations for the Council on protected areas. The fish and wildlife

information from the proposed study will be used for site ranking. In addition, the results of all studies will be used to develop a supply curve for hydropower sites that are environmentally sound and cost effective. The information developed will enable the Council to narrow the uncertainty associated with the level of future hydropower development. The estimated range during the development of the 1983 Power Plan was approximately 400-4,000 average megawatts.

APPROACH

In designing the study the major focus should be to develop a proposal to assess the significance of river segments and systems for a variety of natural, cultural, and recreational resource values with an emphasis on fish and wildlife values. The study proposal should be designed to address river resources within the Pacific Northwest region with separate studies conducted within each state. Guidelines should be developed to ensure consistent interstate results. However, state studies should be designed individually to respond to existing policies and programs, constituency interests, and fish and wildlife concerns. The proposed study would rely on existing information, expert evaluation, and public input.

The study should be designed so as to allow for the consideration of multiple river resource variables. Fish and wildlife categories should be included as separate resource categories to ensure that the study will meet the needs of the Fish and Wildlife Program and the Energy Plan. However, the study also should be designed to allow for the inclusion of other natural, recreational, and cultural values which could preclude hydroelectric development. The Council will use non-fish and wildlife information in estimating the potential for hydropower development over the planning horizon. Each river resource category will be assessed independently of all others. Fish and wildlife criteria for site ranking purposes are currently being developed by HASC and will be submitted to the Council for approval this summer.

WORK STATEMENT

NPS would be under contract to assist in designing this study. The contract will be for \$30,000 and NPS will be expected to carry out the following tasks by August 15, 1984.

Task 1. Consult with the River Assessment Task Force to propose a regionwide organizational structure to carry out the river study and to identify the goals and objectives of the study. This task will include identification of River Assessment Task Force responsibilities, establishing project management, agreements on project parameters, and strategy for conducting the study.

Task 2. Consult with the state HASC members to establish state organizational structure. This will include identifying state coordinators, identification of technical task force members, technical staff, citizen advisory committees and study teams.

Task 3. Consult with federal resource agencies represented on the River Assessment Task Force to determine appropriate roles for these agencies within the state and regional organizational structure.

Task 4. Consult with Regional Indian tribes and determine their appropriate roles within the regional and state organizational structure. This task will include holding meetings with representatives from all tribes which are not members of the HASC or the River Assessment Task Force.

Task 5. Based on tasks 1 through 4 develop a detailed proposal for conducting a Northwest river assessment study. The proposal shall include final organizational structures for regional and state participation, tasks to be accomplished, responsible parties, deadlines, and milestones. Funding sources shall be identified, and a detailed budget shall be provided.

Task 6. Produce the draft and final proposals. The draft proposal shall be completed by July 25, 1984 and the final proposal shall be completed by August 15, 1984.

HYDRO ACTIVITY FLOW CHART

