



September 14, 2018

**VIA E-MAIL SUBMITTAL**

Shannon Ames  
Executive Director  
Low Impact Hydropower Institute  
329 Massachusetts Ave, Suite 2  
Lexington, MA 02420

LIHI Letter Supplement for the  
Opal Springs Hydroelectric Project (FERC No. 5891)

Dear Ms. Ames:

On behalf of the Deschutes Valley Water District (DVWD), Kleinschmidt Associates submits the enclosed Low Impact Hydropower Institute (LIHI) Letter Supplement for the Opal Springs Hydroelectric Project (FERC No. 5891) (Project) in response to the e-mail from Maryalice Fisher received on August 21, 2018.

This submittal is intended to address the remaining questions received from the Reviewer, Diane Barr. Attachments A through D contain the information necessary to continue the review of the application for LIHI certification.

We look forward to discussing the results of this Review. Should you have questions or concerns, please contact me at [nuria.holmes@kleinschmidtgroup.com](mailto:nuria.holmes@kleinschmidtgroup.com).

Sincerely,

A handwritten signature in black ink that reads "Nuria V. Holmes". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Nuria V. Holmes  
Regulatory and Licensing Coordinator

NVH:DLM

Enclosures:    Attachment A – Responses to Request from LIHI E-mail  
                     Attachment B – Crest and Water Level Diagram  
                     Attachment C – Fish Passage and Protection Plan (December 2017)  
                     Attachment D – Order Amending License (May 2018)

cc:        Edson Pugh, DVWD

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**ATTACHMENT A**

**RESPONSES TO REQUEST FROM LIHI E-MAIL**

1. Criterion A – Flows. Under the Impoundment-Ecological Flows section, the application states that inflow is not measured (emphasis added), but the project maintains the 50 cfs minimum or inflow, whichever is less. Please define how the inflow is determined so that the gate releases can adjust accordingly. A float with programmed logic of a rating curve is presumed but needs to be included. Given that this was in the impoundment section discussion, please also clarify how flows are verified into the Bypass section. Does the Project have an elevation (min/max) requirement for the impoundment?

Response:

**Inflows:** The licensee does not have float with programmed logic to adjust the gates to comply with License Article 36, because in the period of record, inflows into the impoundment have never dropped below 800 cfs. As described in the Applicant Prepared Environmental Analysis, the area is dominated by seeps, and springs that provide a suitable base flow. An inflow of less than 50 cfs is not a realistic hydrologic scenario; however, in the event of such a condition, all flows must be bypassed because the turbines are incapable of operating at below 500 cfs.

**Bypass Flow Verification:** Under License Condition 47 (Bypass Flow Accrual Account), DVWD will be responsible for calculating and tracking water available for aiding in upstream and downstream fish passage in the water bank. These calculations are based on 1) direct measurements of the hourly turbine discharge data, and 2) gage data from USGS Gage No 1408700, immediately downstream of the Project. Rather than storing water (the project has no storage capacity), water credits will be applied and exchanged for actual bypass flows. The Fish Passage Working Group, made up of representatives from regulatory agencies, will monitor the effectiveness of the BFAA system, which is laid out in the terms of the Settlement Agreement. The process is described in Article 47 of the Amended License issued May 2018.

Compliance plans will be developed with the FPWG as consistent with Settlement Agreement. Those plans will require flow monitoring reporting and will be based on rating curves for the fish ladder and Gate 1 and the mathematical relationship between turbine discharge measurements and gage measurements as described in Article 47. A compliance plan will be developed before ladder is in operation (in 2019) in consultation with the Fish Passage Work Group. The approved plan will be filed with FERC along with first Flow Allocation Plan.

**Project Minimum and Maximum Elevations:** The Project is run-of-river and does not manage pond elevation. Ordering Paragraph B(2) of the existing license was modified to authorize a normal maximum pool elevation of 2007.21 NGVD.

2. Criterion A – Flows. Bypass and Tailrace Ecological Flows: the application provides detail by the project utilizing pond elevation and rating curves. While this additional detail is helpful, please provide a little detail on the methods currently used and in the future that ensure that the project releases the required flows. For example, the current operations state that the 50 cfs is an hourly measurement. When fish passage is installed, will the hourly time interval be modified? Secondly, provide additional technical information on the flow management system. How is the instrumentation interacting

with the operations (PLC; SCADA)? How is the stilling well establishing that the minimum flow is met?

Response:

There are no hourly time intervals measured, and flows will not be automated. Under current operations, operators set the flow at the low-level outlet, based on a gate-setting table. There is no instrumentation that interacts with the low-level outlet (i.e. the current point of compliance).

After the fish ladder is commissioned, there will be a constant 30 cfs discharged through the ladder which will be verified daily via a staff gage and a rating curve. The balance of the bypass flow requirement is provided by Gate 1, adjacent to the ladder. Gate 1 will be controlled by a Programmable Logic Controller (PLC) that will be based on a rating curve that describes the relationship between the gate opening and discharge. Total discharge will be verified by comparing discharge from Gate 1 and the ladder with the mathematical relationship between the USGS stream gage and the turbine discharge measurements, as described in Article 47.

There is no “stilling well” associated with the project structure. There may have been a misperception that the stilling basin was intended to provide a stage versus discharge relationship for measuring flows; the purpose of the stilling basin is to disperse flows laterally and vertically to prevent scour downstream. During ladder design, a tailwater rating curve was developed for the stilling basin. It may be possible to update this rating curve following completion of the ladder. If so, this can be part of our compliance plan.

3. Pg. 1-10 (and others) of the application has inconsistent normal maximum pool elevations. For example, on pg. 1-10, the Table states that under the Non-Capacity Amendment the impoundment will be increased by three (3') feet. But, Item (3) states that the amendment will increase the normal maximum pool elevation from 2004.21 to 2009.21. This is a five (5) foot increase, not three. I believe the new elevation is 2007.21 but please review the entire application and confirm the existing and future conditions are accurately represented.

Response:

The current top of the existing pond is 2004 ft. Local Project Datum (LPD) with flashboards bringing up to 2006 ft. LPD. Under the New License Amendment, the new top will increase to 2009.2 ft. LPD. The application incorrectly stated the height as 2009.2 NGVD 29, but would actually be 2007.2 NGVD 29 (an increase of ~3-feet). See Attachment B.

4. We note that pg. 3-56 of the application states that “USFWS will complete the Canada Lynx Recovery Plan in 2011.” This references the past and is also not current with USFWS current listing status. On January 11, 2018, the U.S. Fish and Wildlife Service (Service) announced the completion of a scientific review of the Canada lynx in the contiguous United States. The review concludes that the Canada lynx may no longer warrant protection under the Endangered Species Act (ESA) and should be considered for delisting due to recovery. <https://www.fws.gov/mountain-prairie/es/canadaLynx.php>



Response:

Noted. To summarize, the most recent Recovery Plan for the Canada Lynx is from 2001. Although the U.S. Fish and Wildlife Service has decided not to move forward with an update to the 2011 recovery plan for the Canada Lynx, to date, the Canada Lynx is still protected under Federal law. Although the January 11, 2018 announcement confirmed that the U.S. Fish and Wildlife Service was making progress towards delisting the species due to their recovery, the “recommendation does not remove or negate the Endangered Species Act protections currently in place for the Canada Lynx” ([U.S. Fish and Wildlife Service, 2018](#)).

5. The application does not include a reference to State listed threatened and endangered species. Please provide any state listed species and the Project’s compliance with protected listings. Or, provide a statement that the State listed species are represented by the Federal listed species and no additional species are located in the project area.

Response:

The Application includes references and information on compliance with State-listed species, specifically Bull Trout, Canada Lynx (see above), Northern Spotted Owl, and Steelhead (beginning on page 3-55). The State-listed species were covered under the Federally-listed species, and no additional listed species are located in the project area.

6. Pg. 3-64, Recreation: The application lists a “boat ramp” under the existing facility description, under the Standard “Agency Recommendations”. Is this an Agency Recommendation or a license requirement, or done voluntarily? If the latter, then the appropriate standard would be H-3 (Assured Accessibility). Is the “boat ramp” a canoe portage take-out above the dam or a ramp into the impoundment to launch boats, or something else? Is this the same facility described as a “portage” under the PLUS Standard for recreation? If so, is there a corresponding portage put-in below the dam so that boaters can re-enter the river?

Response:

The Project maintains a boat ramp in compliance with the Articles 17 (requirement to construct, operate and maintain facilities) and 18 (requirement to provide access) of the standard license articles (Form L-2) for an Unconstructed Major Project Affecting Lands of the United States. The boat ramp in the impoundment is provided and used by recreational boaters primarily as a take-out, since there is a demand for recreational boating below the Project, however, DVWD did install a ramp for boaters to re-enter the river below the Project.

7. Pg. 3-68, Recreation, PLUS. The facility has provided additional, non-required recreational facilities. To better evaluate whether these facilities meet the PLUS standard, please provide more description of the amenities, a map showing the location of all recreation amenities, and a photograph or two.

Response:

Although Article 17 and 18 are requirements of the standard license articles (Form L-2) for an Unconstructed Major Project Affecting Lands of the United States, DVWD has

now provided a boat ramp below the Project for boaters to re-enter the river (this originally was not present, but a demand for whitewater activities below the river prompted the decision). Additionally, there are picnic tables shaded by large trees, maintained bathroom facilities, and gravel paths. Although these facilities all fall under the purview of standard license articles (Form L-2), DVWD does not have a Recreation Management Plan that further obligates or describes the management of these facilities. We will leave the decision to grant DVWD H-PLUS up to the Reviewer and LIHI.



**WARNING SIGN FOR BOATERS**



**RE-ENTER**





**PARK RESTROOMS**



**PICNIC AREA**





**BOAT RAMP IN IMPOUNDMENT**

8. You did not apply for the PLUS standard for fish passage, but we think you may be able to qualify for it. The initial installation of fish passage facilities as a voluntary measure is commendable, and the Adaptive Management program is likely to meet our criteria under the PLUS standard. Please review the fish passage PLUS standard and provide a detailed summary of how the project meets the PLUS for both upstream and downstream passage. Note that we could only award 1 PLUS for this, not 1 each for upstream and for downstream passage since the one program covers both upstream and downstream.

Response:

Change criteria selection for upstream/downstream passage to ADD 'D-PLUS':

<u>D-PLUS Bonus</u>	If adaptive management is being applied, describe the management objectives, the monitoring program pursuant to evaluating performance against those objectives, and the management actions that will be taken in response to monitoring results.
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For full review of the Adaptive management approaches, please review the Fish Passage and Protection Plan December 2017 (see Attachment C) and consistent with License Article 44 (see Attachment D). Below is a summary addressing the questions above.

**Management objectives:**

The primary purpose of installing the new fish ladder, increasing pool elevation and creating the BFAA is to provide safe, timely and effective passage for migratory and resident fish species in the Crooked River at the Project site. Conditions that meet the objectives will accommodate the natural timing of key life-history events (such as spawning) of the migratory species present, and will not cause excessive injury, mortality, or a high frequency of aberrant migratory behaviors by the salmonids entering the area (for example, false attraction of adults to the powerhouse tailrace, extended holding immediately above or below the dam, or unintended adult fall-back after passing upstream over the dam). Specific fish passage Performance Objectives for safe, timely, and effective upstream passage at the Project area as follows:

**Upstream Performance Objectives:**

<u>Species</u>	<u>Standard (to be met)</u>	<u>Goal (to be strived for)</u>
Steelhead and Chinook Salmon adults	≥90% successful upstream passage of migratory adults, with ≥90% of those adults that do successfully pass the Project doing so by a specified date each year <sup>5</sup> . Fish that perish when falling-back after dam passage will be considered unsuccessful migrants.	≥97% successful upstream passage of migratory adults destined for areas above the Project. Fish that perish when falling-back after dam passage will be considered unsuccessful migrants.
Bull trout adults and subadults	≥90% successful upstream passage, with the standard assumed to be met if that for steelhead adults is met at the Project.	≥97% successful upstream passage, with the goal assumed to be met if that for steelhead adults is met at the Project.

<sup>5</sup> This objective implies that there is a target date each year by which the specified proportion of adult spawners should have passed the project in order for the run to reach the spawning grounds above the project at an appropriate time of year. The target date is unknown and will be the subject of ongoing research as part of the reintroduction plan. As described in Section 2.3.3 the FPWG will strive to establish this date within five years of adult release upstream of the PRB (Pelton/Round Butte) Project.

**Downstream Performance Objectives:**

<u>Species</u>	<u>Standard</u>	<u>Goal</u>
Steelhead and Chinook Salmon smolts	≥90% passage survival	≥97% passage survival
Bull trout adults and subadults	Assumed to be met if the ≥90% passage survival standard for steelhead smolts is met and levels of upstream passage by bull trout >12" at the Project do not exceed 1,000 fish on an annual basis.	Assumed to be met if the ≥97% goal for steelhead smolts is met.

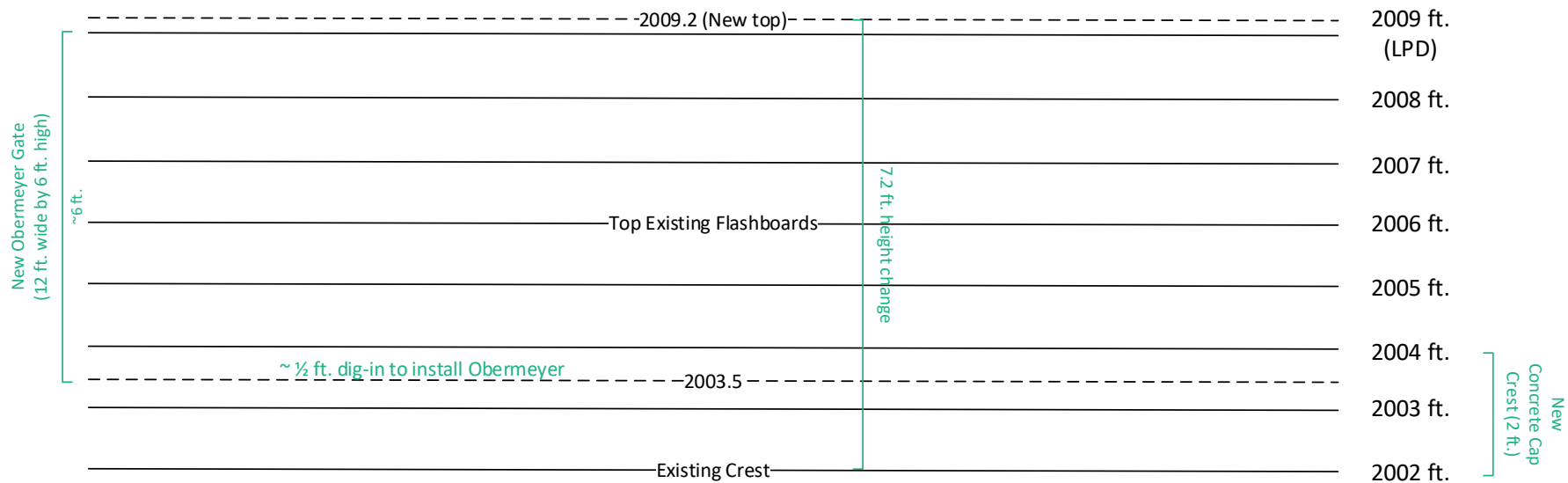
The identified Standards will be met by the end of the 3rd 5-year Performance Assessment Interval and the Goals by the end of the current license period as described in Section 5.4.2. The Licensee shall achieve the fish passage Performance Objectives through the implementation of the Adaptive Management program. The Licensee shall be considered in compliance with these requirements so long as the fish passage Performance Objectives are met or the Licensee is working towards meeting the fish passage Performance Objectives through implementation of the Adaptive Management program. The process for determining appropriate next steps in lieu of meeting these biological objectives at the specified times is also addressed in Section 5.4.3.

**Monitoring Summary (review section 5.4.1 of Fish Passage Settlement Agreement for details):**

Upstream and downstream fish passage monitoring will be implemented in 5-year Performance Assessment Intervals to help ensure point estimates have an appropriate level of precision and represent a range of environmental conditions. Although data from any one year may identify an Obvious Fish Passage Problem triggering implementation of a Tier 1 measure, assessment of the Biological Objectives will only occur following completion of an entire 5-year Performance Assessment Interval.

**ATTACHMENT B**

**CREST AND WATER LEVEL DIAGRAM**





**ATTACHMENT C**

**FISH PASSAGE AND PROTECTION PLAN (DECEMBER 2017)**



October 8, 2015

VIA ELECTRONIC FILING

Kimberly D. Bose  
Secretary  
Federal Energy Regulatory Commission  
888 First Street, N.E.  
Washington, D.C. 20426

**Subject: Offer of Settlement and Application for Non-Capacity Amendment for Opal Springs Fish Passage Project (FERC No 5891).**

Dear Ms. Bose,

The Deschutes Valley Water District (DVWD) is the licensee for the Opal Springs Hydroelectric Project (OSHP), FERC No 5891. In accordance with the sections 385.602 and 4.201 of the Federal Energy Regulatory Commission's regulations (18 CFR §§ 385.602 and 4.201), DVWD hereby submits:

- (1) Settlement Agreement Concerning License Amendment for Fish Passage at the Opal Springs Hydroelectric Project, FERC No 5891, among the Deschutes Valley Water District, US DOI Bureau of Indian Affairs, US DOI Bureau of Land Management, US DOI Fish & Wildlife Service, National Marine Fisheries Service, Oregon Department of Fish & Wildlife, and Trout Unlimited, originally executed in October 2011. This was subsequently revised and restated in September 2015; and
- (2) final non-capacity license amendment application for fish passage facilities and management at the OSHP.

On behalf of itself and the parties to the Settlement Agreement, DVWD requests approval of the Settlement Agreement and issuance of an amended license consistent with the Settlement Agreement and the license amendment application that authorizes a new normal maximum operating pool, construction of fish passage facilities, and an adaptive management program.

### Background

The OSHP was authorized in 1982 and commissioned in 1985. Because anadromous fish had been extirpated from the Upper Deschutes Basin in the 1960s due to the downstream Pelton Round Butte Project (PRB Project, FERC No. 2030), fish passage was not required or provided at the time of licensing of the project.

In 2007, salmon and steelhead were reintroduced in the Upper Deschutes Basin, upstream of the PRB Project following the completion of upstream and downstream passage facilities. The reintroduced fish are repopulating three major tributaries to the Deschutes River: the Upper Deschutes River, the Metolius River, and the Crooked River on which the OSHP is situated.

The first adult salmon and steelhead returning to the PRB Project appeared in 2012 and the species have been in the OSHP vicinity since that time. Located at the lower end of the Crooked River, the OSHP is a barrier to passage into this tributary, which would otherwise provide spawning, rearing, and foraging habitat for these anadromous species. Bull trout, a species listed under the federal Endangered Species Act (ESA), also is present below the OSHP, which is considered critical habitat under the ESA. In response to a request from the Oregon Department of Fish and Game (ODFW), DVWD has been passing fish above the OSHP through a trap-and-haul effort voluntarily since 2012.

Because of these changing conditions and to facilitate upstream migration at the OSHP, DVWD voluntarily engaged with the relevant government agencies and non-governmental organizations in 2008. For more than 4 years, DVWD and interested parties investigated, discussed, and negotiated a collaborative solution. In October 2011, DVWD and the following agencies and entities (the Parties) came to a balanced agreement for construction and maintenance of fish passage facilities and fisheries management at the OSHP:

- US DOI Bureau of Indian Affairs (BIA)
- US DOI Bureau of Land Management (BLM)
- US DOI Fish & Wildlife Service (USFWS)
- National Marine Fisheries Service (NMFS)
- Oregon Department of Fish & Wildlife (ODFW)
- Trout Unlimited (TU)

### Settlement Agreement

The Settlement Agreement, which was amended and restated in 2015 to ensure consistency with this license amendment application, provides a framework for connecting important habitat in the Crooked River with the lower Deschutes Basin, while recognizing the voluntary nature of the DVWD's action. For a more detail explanation of the Settlement Agreement, its terms and conditions, and proposed license articles and amendment, please refer to the following documents attached to this filing:

- (1) Joint Explanatory Statement; and
- (2) Settlement Agreement, originally executed in October 2011, and revised and restated in September 2015, plus:
  - o Settlement Agreement Appendix A (Proposed License Articles)
  - o Settlement Agreement Appendix B (Fish Passage and Protection Plan)

### License Amendment Application

On December 21, 2011, following the execution of the Settlement Agreement, DVWD submitted an Initial Consultation Document to initiate the three-stage license amendment process set forth in section 4.38 of the Commission's regulations (18 C.F.R. § 4.38).

In the intervening time, DVWD has worked with the Parties to develop facility designs for fish passage at the OSHP, and this included review and approval by the Fish Agencies (NMFS, USFWS, BIA, ODFW) at the 30%, 60% and 90% stages of completion. The DVWD has also with ODFW to provide interim passage using trap-and-haul methods since 2012.

Collectively, the Parties have agreed that both the Settlement Agreement and the license amendment application are now complete and ready for the Commission's review. This submittal contains DVWD's final license amendment application, including:

- (3) Initial Statement
- (4) Applicant Prepared Environmental Assessment including a Biological Assessment/Biological Assessment for listed species;
- (5) Revised Exhibit A
- (6) Revised Exhibit F Drawings
- (7) Revised Exhibit G Maps

### Service and Distribution

With regard to service on DVWD relating to the Settlement Agreement, final license amendment application, and any related dockets and sub-dockets, DVWD requests that service be made on the following persons:

Edson Pugh, P.E., General Manager Deschutes Valley Water District 881 SW Culver Highway Madras, Oregon 97741 Ph: (541) 475-3849 <a href="mailto:edson@dvwd.org">edson@dvwd.org</a>	Gary Lytle Hydro Operations Manager Deschutes Valley Water District 881 SW Culver Highway Madras, Oregon 97741 Ph: (541) 546-6141 <a href="mailto:glytle@dvwd.org">glytle@dvwd.org</a>
Todd Glass Wilson Sonsini Goodrich & Rosati PC 701 Fifth Avenue Suite 5100 Seattle, WA 98104 Ph: (206)883-2571 <a href="mailto:tglass@wsgr.com">tglass@wsgr.com</a>	Finlay Anderson Sr. Regulatory Consultant Kleinschmidt Associates 1500 NE Irving Street, Suite 550 Portland, Oregon 97232 Ph: (503) 345-0517 <a href="mailto:finlay.anderson@kleinschmidtgroup.com">finlay.anderson@kleinschmidtgroup.com</a>

With regard to service on the Parties to the Settlement Agreement relating to the Settlement Agreement, final license amendment application, and any related dockets and subdockets, they request that that service be made on the persons designated on Service List:

- (8) Service List of Parties to Opal Springs Fish Passage Settlement Agreement, Joint Explanatory Statement, and License Amendment Application

We are providing electronic copies of this application to the entities on the attached distribution list. The entities include the resource agencies and non-governmental organizations that were party to the Settlement Agreement and Indian tribes who are also co-managers of the Deschutes Basin's fish resources. We will also be communicating with the numerous organizations that have expressed interest in the proceedings but who may never have attended meetings or joined FERC's Service List.

#### Requests

On behalf of itself and the other Parties to the Settlement Agreement, DVWD respectfully requests the Commission to:

- A. expedite processing of the DVWD's application because the reintroduction effort is in progress, and improving upstream passage conditions at the OSHP will have an immediate beneficial effect on the recovery effort;
- B. approve the Settlement Agreement without modification; and
- C. amend the new license to include Appendices A and B of the Settlement Agreement.

If you have questions regarding this filing, please contact Gary Lytle at (541) 546-6141.

Respectfully Submitted,



Edson Pugh, P.E.  
General Manager

**Enclosures:**

- (1) Joint Explanatory Statement and Settlement Agreement, originally executed in October 2011, and revised and restated in September 2015, plus:
  - Settlement Agreement Appendix A (Proposed License Articles)
  - Settlement Agreement Appendix B (Fish Passage and Protection Plan)
- (2) Initial Statement
- (3) Applicant Prepared Environmental Assessment including a Biological Assessment/Biological Evaluation for listed species
- (4) Revised FERC Exhibits including:
  - Exhibit A Project Description
  - Revised Exhibit G Drawings
  - Revised Exhibit F Maps
- (5) Service List of Parties to Opal Springs Fish Passage Settlement Agreement, Joint Explanatory Statement, and License Amendment

**Cc:** Distribution list (see attached)



**UNITED STATES OF AMERICA  
BEFORE THE  
FEDERAL ENERGY REGULATORY COMMISSION**

*Application for Amendment of Project Description and Authorized Normal Operating Pool  
of the License for Opal Springs Hydroelectric Project No. 5891*

**INITIAL STATEMENT**

1. Deschutes Valley Water District (DVWD) applies to the Federal Energy Regulatory Commission (FERC) for a non-capacity license amendment for the Opal Springs Hydroelectric Project (OSHP), FERC No. 5891.

2. The location of the OSHP is as follows:

State:	Oregon
County:	Jefferson County
Township or nearby town:	Culver, Oregon
Stream or other body of water:	Crooked River

3. The exact name, business address, and telephone number of the applicant are as follows:

Deschutes Valley Water District  
881 SW Culver Highway  
Madras, Oregon 97741  
(541) 546-6141

4. The person authorized to act as agent for the applicant is as follows:

Edson Pugh, P.E., General Manager  
Deschutes Valley Water District  
881 SW Culver Highway  
Madras, Oregon 97741  
Ph: (541) 475-3849  
[edson@dvwd.org](mailto:edson@dvwd.org)

5. DVWD, a Municipal Water District established according to the laws of the state of Oregon, is considered a municipality for purposes of the Federal Power Act (FPA), and the licensee of the water power project, designated as No. 5891 in the records of FERC, which issued an Order Issuing New License for the Project on November 2, 1982.

6. The amendment of license proposed and the reasons why the proposed changes are necessary:

The purpose of the amendment application is to amend the description of the OSHP in three ways. First, DVWD proposes to modify the authorized normal maximum reservoir elevation as described in Ordering Paragraph B(2) of the license order dated November 2, 1982, and amended by an order dated April 4, 1986. DVWD proposes to modify the OSHP to increase normal maximum pool elevation from 2,004.21 feet to 2,010.21 feet NGVD 29.<sup>1,2</sup> The increased elevation will be accomplished by replacing the current system of removable flashboards and installing a series of five inflatable weirs across the crest of the existing dam. Second, DVWD proposes to construct a fish ladder on the east (right) bank of the diversion structure to facilitate volitional fish passage; this is desired because of the reintroduction of two anadromous fish species in the Upper Deschutes Basin. Finally, DVWD proposes to modify the existing roughened spillway by creating three smooth flumes to enable safe, timely, and effective downstream fish passage.

As a result of the Proposed Action, the reservoir's maximum operating pool elevation would inundate approximately 3.9 additional acres surrounding the reservoir.

Increasing the normal maximum reservoir elevation by approximately 6 feet would provide an average increase of 3,000,000 kilowatt hours (kWh) as a result of increased head. No

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<sup>1</sup> All elevations are reported in NGVD 29, with the following exceptions: construction drawings are in a local project datum (LPD) that is greater than NGVD 29 by 1.79 feet. For purposes of keeping the construction and engineering simple, this LPD is used in an engineering context.

<sup>2</sup> The OSHP is authorized to operate at a maximum pool elevation of 2,005 feet NGVD 29; surveys conducted in 2009 by DVWD indicate that the current elevation of the impoundment is at 2,004.21 feet. The proposal is to increase the impoundment elevation by 6 feet, making the new maximum operating elevation 2,010.21 feet NGVD 29 (2,012 feet LPD)



change in the nameplate capacity of the OSHP is being proposed. The license exhibits that are being revised by this license amendment are as follows:

EXHIBIT	TITLE
A	Project Description
E	Applicant Prepared Environmental Assessment
F	Project Facilities
G	Project Boundary and Land Ownership

In addition to the revised exhibits, the application for license amendment includes an Applicant Prepared Environmental Assessment (APEA), which includes:

- Biological Assessment
- 2011 Settlement Agreement Concerning Fish Passage at the Opal Springs Hydroelectric Project
- Draft Water Quality Certification Application
- Consultation Record
- Supplemental Information

7. Lands of the United States affected by the proposed project are as follows:

The approximately 3.9 acres that would be affected as a result of the proposed increase in the reservoir's maximum operating pool elevation are under management of the US. Bureau of Land Management (BLM).

8. The statutory or regulatory requirements of the state of Oregon that affect the OSHP as proposed with respect to bed and banks and the appropriation, diversion, and use of water for power purposes, and with respect to the right to engage in the business of developing, transmitting, and distributing power and in any other business necessary to accomplish the purpose of the license under the Federal Power Act are listed below.

- Fish Passage Requirements (ORS §509.585)
- Oregon Water Code (ORS 546.082)
- Removal-Fill Law (ORS 196.795.990)

9. The step the applicant has taken or plans to take to comply with each of these laws is as follows:

- The Oregon Department of Fish and Wildlife (ODFW) administers the state Fish Passage Law and is a signatory to the 2011 Settlement Agreement. Section 6.4 of the Agreement states “ODFW agrees that the measures required by this Agreement and its Appendices constitute a valid fish passage plan for the Project within the meaning of OAR 635-412-0035 and meet the fish passage criteria of ORS 509.585 and OAR 635-412-0020 and 635-412-0035.” In a letter dated April 21, 2015, ODFW approved design plans and specifications for the installation, operation, maintenance, and monitoring of fish passage facilities at the OSHP.
- DVWD requested to amend its existing water rights permit, pursuant to ORS 543.092, to reflect the proposed modifications of the hydroelectric facilities. An Application for Amendment pursuant to OAR 690-053-0010 including the revised map and facilities design was submitted October 5 2015. The modifications would increase the OSHP’s maximum hydraulic capacity by less than 15 percent and would not increase the OSHP’s nameplate capacity.
- A wetland delineation report was provided to the Oregon Division of State Lands (DSL) in May, 2014 (file WD 2014-0216), and was approved on January 23, 2015. This report will inform the Joint Application for the state and federal removal fill permits necessary for construction. These permits applications will be filed with DSL and the U.S. Army Corps of Engineers within the same timeframe as the filing of this license application.

## INTRODUCTION

DVWD, licensee for the Opal Springs Hydroelectric Project (OSHP), is proposing to increase its normal maximum pool elevation from 2,004.21 feet to 2010.21 feet NGVD 29 (2,006 and 2,012 in the local project datum, respectively). Upstream fish passage would be provided by means of a vertical-slot ladder that ascends the east (right) bank of the dam and has flow of 30 cubic feet a second (cfs). Downstream passage would be supplemented by three vertical gates and spillways. A fourth gate would be used for flood control. Following construction, a monitoring and evaluation program would be implemented to inform an adaptive management program.

Amendment of the OSHP's FERC license is needed because of reintroduction of anadromous fish to the upper Deschutes River basin, which is underway as the result of fish passage measures required by Portland General Electric Company's FERC license for the Pelton Round Butte (PRB) Project (FERC No. 2030; PRB Project). The reintroduction has created a need to systematically address fish passage barriers within the three major tributaries upstream of the PRB Project, including the OSHP on the Crooked River.

## **DESCRIPTION OF AND NEED FOR AMENDMENT**

### **1. NEED FOR FISH PASSAGE**

The OSHP was licensed by FERC in 1982 and completed in 1985. Construction of the PRB Project, (FERC No. 2030) downstream in the 1960s had resulted in the extirpation of anadromous fish from the Upper Deschutes Basin; consequently, fish passage was neither required nor provided at the OSHP at the time of licensing. Instead, Article 36 of the original license requires the licensee to discharge a continuous flow of 50 cfs from the dam. Article 37 requires the licensee, in consultation with ODFW and the U.S. Fish and Wildlife Service (USFWS), to conduct a study to determine total fish mortality caused by the project annually and file a report with FERC that describes any mitigative measures deemed appropriate. As a result of that study, the licensee and ODFW developed a memorandum of understanding (MOU) to provide hatchery mitigation at the OSHP to supplement native fish populations. By agreement, the MOU has been updated and modified periodically to reflect current ODFW fish management objectives for the basin.

In 2007, following completion of upstream and downstream passage facilities as the PRB project, salmon and steelhead were reintroduced in the Upper Deschutes Basin, upstream of the PRB Project, which impounds Lake Billy Chinook. The headwater of Lake Billy Chinook is approximately a quarter of a mile downstream of the OSHP. The reintroduced fish are repopulating three major tributaries to the Deschutes River: the Upper Deschutes River, the Metolius River, and the Crooked River. As a result of the new PRB Project facilities and reintroduction of anadromous fish in the Upper Deschutes basin, the OSHP is now a passage barrier into this the lower Crooked River, which would otherwise provide significant spawning, rearing, and foraging habitat for these anadromous species. Bull trout, a species listed under the federal Endangered Species Act (ESA), is present below the OSHP in an area that is considered critical habitat under the ESA. Since adults first returned to the upper Deschutes basin in early 2011, the DVWD has voluntarily passed fish above the OSHP via a trap-and-haul effort. This effort was a response to a request from ODFW. Although this voluntary effort has facilitated movement of fish between the lower Deschutes basin and the lower Crooked River, it is not an ideal long-term solution.



Multiple agencies and other interested organizations have systematically addressed 13 barriers to fish passage in the Crooked River subbasin upstream of the OSHP. These organizations include ODFW, the USFWS, the National Marine Fisheries Service (NMFS), the Confederated Tribes of the Warm Springs Reservation of Oregon (CTWS), Pacific Gas and Electric, the Crooked River Watershed Council (CRWC), Ochoco Irrigation District, and others. Passage structures have been installed at 10 diversion dams, and 3 dams have been removed. These actions have reconnected approximately 108 miles of river. The four remaining passage barriers in the lower Crooked River subbasin (including the OSHP) are being addressed.

In developing the proposal, DVWD engaged federal and state agencies, and non-governmental organizations in extensive pre-filing consultation. Most significantly, the *Settlement Agreement Concerning License Amendment for Fish Passage at the Opal Springs Hydroelectric Project* was executed in October 2011 (APEA, Exhibit A). The parties to the agreement (Parties) include the NMFS, USFWS, the US Bureau of Indian Affairs (BIA), BLM, ODFW, and Trout Unlimited (TU). Consequently, as a result of establishing a successful upstream passage program at the OSHP, a projected outcome of the license amendment is that 108 miles of upstream habitat for bull trout, summer steelhead and spring Chinook in the lower Crooked River will be reconnected with the lower Deschutes River and Lake Billy Chinook.

In order to effect this outcome, DVWD is requesting the following changes:

a) Ordering Paragraphs:

i. Existing Ordering Paragraph B(2) of the amended 1986 license:

Project works consisting of: (1) a 21-foot-high, 200-foot-long concrete capped rockfill diversion dam creating a pool with a storage capacity of 58 acre-feet and an area of 5.7 acres at normal maximum pool elevation of 2005 feet<sup>3</sup>; (2) a 44-foot by 33-foot rectangular concrete intake structure 32 feet in height located on the left abutment of the diversion dam; (3) two 12.5-foot-diameter, 1,157-foot-long buried

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<sup>3</sup> The reservoir capacity and surface area reported 1986 FERC Order Approving Revised Exhibits A, F, and G. Values reported for the 1986 amended license were 58 acre-feet and 5.7 acres; however newer information gathered as part of the current effort indicates 106.4 acre-feet 11.1, respectively. Differences in values are attributed to incorrect calculations made at the time the amended exhibits were submitted.

corrugated metal conduits; (4) a 30-foot-diameter steel surge tank-bifurcator; (5) a 16-foot-diameter, 160-foot-long steel penstock (6) two existing turbine-driven irrigation pumps, one rated at 175 and the other at 480 horsepower; (7) a powerhouse containing one 4.3 MW generating unit; (8) a 250-foot-long, 20.8-kV underground transmission line interconnecting to the Pacific Power and Light transmission system; and (9) appurtenant facilities.

ii. Proposed Ordering Paragraph B(2):

Project works consisting of (1) a 21-foot-high, 200-foot-long, concrete-capped, rockfilled diversion dam, controlled with four 6-foot-tall, inflatable weirs creating a pool with a storage capacity of 184.8 acre-feet and an area of 15 acres at normal maximum pool elevation of 2,010.21 feet NGVD 29; (2) a 30 cfs vertical slot ladder; (3) a 44-foot by 33-foot, rectangular, concrete intake structure 34 feet tall located on the left abutment of the diversion dam; (4) two 12.5-foot-diameter, 1,157-foot-long, buried, corrugated-metal conduits; (5) a 30-foot-diameter, steel bifurcator in the surge tank; (6) a 16-foot-diameter, 160-foot-long, steel penstock; (7) two existing turbine-driven irrigation pumps, one rated at 175 horsepower and the other at 480 horsepower; (8) a powerhouse containing one 4.3 megawatt (MW) generating unit; (9) a 250-foot-long, 69.5 kilovolt (kV), overhead transmission line interconnecting with the Pacific Power and Light transmission system; and (10) appurtenant facilities.

c) Revised Exhibits

The following exhibits are included in this application. DVWD requests that these exhibits replace or supplement (as described below) those exhibits currently on file with FERC:

EXHIBIT	TITLE
A	Project Description
E	Applicant-Prepared Environmental Assessment
F	Project Facilities
G	Project Boundary and Land Ownership

d) Proposed License Articles

Article 1	Opal Springs Fish Passage and Protection Plan	Requires the licensee to implement the Opal Springs Fish Passage and Protection Plan (Appendix B to the Settlement Agreement)
Article 2	Fish Passage Facilities	Requires construction, operation, maintenance, and monitoring of volitional fish passage facilities  Requires construction, operation and maintenance of facilities to increase the normal maximum pool elevation of 2,010.21 feet NGVD 29 (2,012 feet LPD)  Describes consultation requirements for the development and approval of facility designs
Article 3	Fish Passage Work Group	Provides for establishment of a Fish Passage Work Group (FPWG) to continue consultation over the remaining life of the license
Article 4	Bypass Flow Accrual Account	Establishes a water bank known as the Bypass Flow Accrual Account (BFAA) to facilitate upstream and downstream passage and describes how decisions with respect to the BFAA will be made

Article 5	Upstream Fish Passage Monitoring, Data Collection, Fish Passage Performance, and Reporting	Describes monitoring requirements for the fish ladder, migration delay in the OSHP area, and fish passage performance
Article 6	Downstream Fish Passage Monitoring, Fish Passage Performance, Data Collection, and Reporting	Describes monitoring requirements for downstream fish passage
Article 7	Fish Passage Performance Objectives	Sets fish passage performance objectives through the implementation of an adaptive management program; fish passage "standards" are set as well as "goals" for upstream and downstream passage
Article 8	Adaptive Management	Describes an adaptive management program for the term of the amended license relative to fish passage performance objectives; describes "tiers" of adaptive management measures that are applicable over successive 5-year monitoring programs
Article 9	Annual Report	Describes requirements to provide annual reports for the term of the amended license; the reports will cover (1) operations and maintenance, (2) annual BFAA allocation planning, (3) monitoring and evaluation, (4) planned monitoring activities for the coming year, (5) status of the adaptive management program and related measures, (6) the 5-year assessments required by the adaptive management program, and (7) any proposed changes of the Fish Passage and Protection Plan
Article 10	Inspection and Notice	Requires the licensee to permit members of the FPWG access to and across OSHP lands to inspect fish passage facilities
Article 11	Abandonment of Anadromous Fish Reintroduction	Describes actions to be taken in the event that the effort to reintroduce anadromous fish is abandoned
Article 12	Revised Exhibits	Requires filing as-built exhibits following modifications of OSHP facilities, as appropriate



Article 13	Review and Approval of Final Plans and Specifications	Provides for review of all plans and specifications by the Division of Dam Safety and Inspections
Article 14	Quality Control and Inspection Program	Requires submittal of a Quality Control and Inspection Program (QCIP) for FERC's review and approval; the QCIP shall include a sediment and erosion control plan
Article 15	Cofferdam Construction Drawings	Provides for FERC review and approval of designs for coffer dams
Article 16	Temporary Emergency Action Plan	Provides for FERC review and approval of emergency procedures in case failure of a coffer dam, large sediment control structure, or any other water-retaining structure could endanger construction workers or the public

Exhibit A to the Application is an executed agreement between the Parties and is preceded by a Joint Explanatory Statement. Appendix A of the agreement contains proposed license articles that the Parties have agreed to as being necessary to govern the implementation of the new facilities and to ensure that monitoring and evaluation efforts will facilitate achievement of defined standards. Appendix B is the Opal Springs Fish Passage and Protection Plan, which describes in additional detail how the Parties will implement the amended license.

DVWD requests that FERC adopt the text of the proposed license articles without modification. The proposed articles are anticipated to be consistent with terms and conditions required by the USFWS and the NMFS, pursuant to their authorities under Section 18 of the Federal Power Act.

## **2. NEED FOR SPECIAL USE PERMIT**

The new maximum surface elevation of the operating pool would be contained entirely within the proposed FERC boundary, which extends an additional 700 longitudinal feet above the current FERC boundary. Survey work conducted by DVWD in 2010 indicates that the proposed boundary will inundate 3.9 acres of BLM lands up to but excluding the downstream boundary of the Wild and Scenic segment of the Crooked River. BLM will need to make a determination that the inundation of these lands could be approved through an amended right of way, and that the

Proposed Action would not impinge on the outstanding resource values (ORVs) of the Crooked Wild and Scenic River Area. DVWD anticipates that the BLM will provide this determination along with its Federal Power Act section 4(e) conditions when requested to do so by FERC.

DVWD requests that FERC adopt the license articles, which are consistent with anticipated terms and conditions required by the BLM, pursuant to Section 4(e) of the FPA. DVWD expects the BLM to require the necessary right-of-way authorizations and adherence to the terms and conditions of the authorizations.

### **MITIGATION MEASURES**

In consultation with agencies, no significant environmental effects have been noted that would warrant specific mitigation measures. No proposed operational restrictions would prevent DVWD from using the full extent of the reservoir's proposed maximum normal pool elevation. During the development and review of the APEA, proposed environmental measures have been noted and described.

### **AGENCY CONSULTATION**

Before filing the amendment, 18 CFR §4.38 requires DVWD to consult with federal, state, and interstate resource agencies, Indian tribes, and any other stakeholders who may be affected by the Proposed Action. The non-capacity amendment process for the Opal Springs Fish Passage Process has been marked by early consultation and collaborative efforts to identify the necessary environmental analysis. Initiation of three-stage consultation was preceded by stakeholder meetings and scoping efforts. A summary of the consultation process follows.

**2008-2011.** DVWD held a joint meeting with agencies and interested stakeholders in Culver, Oregon, in December 2008 to discuss issues around fish passage and the existing license and to outline a potential process for amending the license to help agencies achieve their fish passage needs. This was followed by 2 years of discussions regarding ESA considerations, negotiation of

a multi-party settlement agreement, feasibility studies, and development of an adaptive management plan. The original settlement agreement was signed in October 2011.<sup>4</sup>

In December of 2011, DVWD began Stage 1 Consultation as set forth in 18 CFR §4.38(b) by filing an Initial Consultation Document (ICD). The ICD consolidated into a single document the information needed by federal, state, and interstate resource agencies, Indian tribes, and other stakeholders to understand the Proposed Action, identify any environmental issues, identify any information needs or studies, and provide comments and recommendations.

**2012.** In its appendices the ICD also provided revised 2012 resource reports and responses to the agencies' general and resource-specific comments. A jointing meeting and a public meeting were held on May 22, 2014; comments on the ICD were received from the agencies in July 2013. Stage 1 consultation proceeded in 2012 with a public meeting and joint meeting in Culver, Oregon, on February 7, 2012. The agencies' comments on the ICD and study requests were provided in April of 2012. No information was requested beyond those needs identified in Section 7.1 of the ICD. The most significant of these needs was to advance facility designs and fish passage concepts. These designs and concepts are discussed in the APEA, as are the results of other information gathering efforts.

With the arrival of the first anadromous adults returning to the PRB Project in late 2011 and 2012, Fish Managers<sup>5</sup> requested the DVWD to make provisions for a temporary trap-and-haul program at the OSHP to pass returning adults into the Crooked River. DVWD modified its existing hatchery ladder to serve as a temporary fish trap for the purpose of trapping and hauling returning summer steelhead and spring Chinook. On June 14, 2012, FERC approved a short-term modification of License Article 36. The modification provided a mechanism for transferring a portion of the 50 cfs bypass flow required under Article 36 to a downstream release point in order to aid in attracting migrating anadromous fish to a temporary trap.

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<sup>4</sup> . In September, 2015 the settlement agreement was revised and restated in order to ensure consistency with engineering designs which provide additional detail to the proposed action.

<sup>5</sup> As defined in the restated 2015 settlement agreement, "Fish Managers" means the ODFW and CTWS (provided that the CTWS is a signatory to the Settlement Agreement).

**2013.** Fish passage facilities designs were completed, including agency consultation through the 90%-design level (see Consultation Summary, Exhibit B to the APEA). FERC's Division of Dam Safety and Inspections reviewed the design at the 30% and 60% levels of completion. Upon filing of this non-capacity amendment, DVWD will commence final design review with FERC.

**2014.** After 2 years of trapping at the Opal Springs Hatchery ladder, DVWD and Fish Agencies<sup>6</sup> agreed that relocating the trap to a point at the base of the dam would improve trap performance. The configuration, location, and size of the hatchery ladder allowed adult fish to bypass the ladder entrance and continue upstream to the base of the dam. Relocating the ladder has resulted in improved capture efficiency.

**2015.** The DVWD issued a draft APEA and Biological Assessment (BA) on July 13, 2015. At that time, DVWD requested comments within 60 days. As documented in Exhibit B, comments on the APEA were received from the BLM, NMFS, USFWS, and ODEQ. Concurrent to the comment period, Parties reviewed the 2011 Settlement Agreement, as amended, for necessary updates. A restated settlement agreement, with updated appendices is being filed concurrently with the amendment application. The restated settlement agreement incorporates a previously adopted amendment and makes conforming changes to the appendices to reflect minor changes to the proposed facilities.

## **FEDERAL LANDS ACCESS AND RIGHT OF WAY**

The larger reservoir will inundate approximately 3.9 acres of federal lands adjacent to the current impoundment. In August 2013, DVWD transmitted a form SF-299 application for right of way to the BLM and the application is being processed.

## **WATER RIGHTS**

By separate filing, DVWD will submit an application to the Oregon Water Resources Department under the authority of Oregon Administrative Rule Chapter 690, Division 53, requesting to amend its existing water rights permit (#47591) to reflect the proposed facilities

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<sup>6</sup> As defined in the settlement agreement, "Fish Agency" or "Fish Agencies" means NMFS, USFWS, BIA, ODFW and CTWS (provided that the CTWS is a signatory to the settlement agreement).

and the new normal maximum reservoir elevation. No change in the quantity of water appropriated will be requested.

## **CONCLUSION**

For the foregoing reasons, DVWD respectfully requests that FERC amend the description of the OSHP to (1) authorize a new normal maximum operating elevation of the reservoir and the modifications of the existing facilities, pending final design and dam safety approvals; (2) amend the existing license to include the proposed license articles described herein; and (3) approve proposed Exhibits A, G, F, and E (the APEA).

J



Verification

This Application for Non-Capacity License Amendment is executed in the

State of Oregon  
Town of Madras  
Jefferson County

Edson Pugh, being first duly sworn, deposes and says that he is the General Manager of the applicant in the proceeding entitled above, and that he has read the forgoing application and knows the contents thereof, that the same are true of his own knowledge.

Deschutes Valley Water District

By Edson Pugh  
Edson Pugh, P.E., General Manager

SUBSCRIBED AND SWORN to before me, this 8 day of October, 2015

(NOTARY SEAL)



Charity Pepito  
Print Name: Charity Pepito  
Notary Public in and for the State of Oregon  
Residing at Oregon

My commission expires: July 28, 2019

**UNITED STATES OF AMERICA  
BEFORE THE  
FEDERAL ENERGY REGULATORY COMMISSION**

Deschutes Valley Water District  
Jefferson County, Oregon

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Project No. 5891

**JOINT EXPLANATORY STATEMENT IN SUPPORT OF OFFER OF SETTLEMENT**

Pursuant to Rule 602 of the Rules of Practice and Procedure of the Federal Energy Regulatory Commission ("FERC" or "Commission"), 18 C.F.R. § 385.602, Deschutes Valley Water District ("DVWD"), the United States Fish & Wildlife Service ("USFWS"), the United States Bureau of Land Management ("BLM"), US National Marine Fisheries Service ("NMFS"), the Bureau of Indian Affairs ("BIA"), the Oregon Department of Fish & Wildlife ("ODFW") and Trout Unlimited ("TU") (collectively, the "Parties") hereby provide this Joint Explanatory Statement in support of the *Settlement Agreement Concerning License Amendment for Fish Passage at the Opal Springs Hydroelectric Project*, FERC No 5891 ("Project"), originally executed by the Parties in October 2011 and Amended and Restated on September \_\_\_, 2015 ("Settlement Agreement"). The restated Settlement Agreement updates and replaces a 2011 Settlement Agreement ("Original Settlement Agreement"). In accordance with section 385.602(c) of the Commission's regulations, the Parties hereby support DVWD's submission of: (1) the Settlement Agreement (including Appendices A (Proposed License Articles) and B (Opal Springs Fish Passage and Protection Plan) as an offer of settlement in Commission Docket P-5891, and (2) a final non-capacity license amendment application that, if approved, would implement the Settlement Agreement through the installation of fish passage facilities and adaptive management at the Project (License Amendment Application).

The Settlement Agreement, which has been approved and executed by all Parties, was negotiated independently and in advance of any specific Commission proceedings. The Parties have

entered into the Settlement Agreement for the purpose of anticipating and resolving all issues that could be raised before the Commission concerning measures to address fish passage at the Project. The Settlement Agreement includes proposed license articles that are attached thereto as Appendices A. As part of the license amendment process, the DVWD requests the Commission to amend the Project's existing license to include the proposed license articles. The Settlement Agreement is contingent on the Commission's adoption of the proposed license articles without material modification. NMFS, USFWS, and BLM expect to file with the Commission conditions and prescriptions under their Federal Power Act (FPA) authorities, and anticipate that such conditions and prescriptions will be consistent with Appendices A and B of the Settlement Agreement.

## **I. BACKGROUND**

The Opal Springs Hydroelectric Project ("Opal Springs Project" or "Project") was licensed by the Commission in 1982 and completed in 1985. Because anadromous fish had been extirpated from the Upper Deschutes Basin following the construction of the downstream Pelton Round Butte Project (PRB Project, FERC No. 2030) in the 1960s, fish passage at the Opal Springs Project was neither required nor included at the time of licensing. Instead, Article 36 of the original Project license requires the licensee to discharge a continuous flow of 50 cfs from the dam. Article 37 requires the Licensee, in consultation with ODFW and USFWS, to conduct a study to determine total annual fish mortality caused by the Project and file with the Commission a report on the fish mortality study that includes any mitigation measures determined appropriate. As a result of this study, a memorandum of understanding was developed between the licensee and ODFW to provide hatchery mitigation at the Project to supplement native fish populations. By agreement, the MOU has been periodically updated and modified to reflect current ODFW fish management objectives in the basin.

In 2007, new upstream and downstream fish passage facilities were completed at the PRB Project, which impounds Lake Billy Chinook. As a result, salmon and steelhead were reintroduced into

the headwaters of the Upper Deschutes River Basin approximately one-quarter mile downstream of the Project. The reintroduced fish are repopulating three major tributaries to the Deschutes River – these include the Upper Deschutes River, the Metolius River, and the Crooked River. As a result of the new PRB Project facilities, and reintroduction of anadromous fish in the Upper Deschutes River Basin, the Project is now a passage barrier into the lower Crooked River, which would otherwise provide significant spawning, rearing, and foraging habitat for these anadromous species. Bull trout, a federally-listed species under the Endangered Species Act (ESA) are also present downstream of the Project, in a reach which is considered critical habitat under the ESA. Since adults first returned to the Upper Deschutes River Basin in early 2011, the DVWD has been voluntarily passing returning adult steelhead and spring Chinook above the Project through a trap-and-haul effort at the Project. While this voluntary effort has facilitated movement of fish between the lower Deschutes Basin and the lower Crooked River, it is not an ideal long-term solution.

In the Crooked River subbasin, thirteen barriers to fish passage upstream of the Project have been addressed systematically by multiple agencies, and other interested organizations, including the Parties. These organizations include Portland General Electric (PGE), ODFW, USFWS, NMFS, BLM the Confederated Tribes of the Warm Springs Reservation of Oregon (CTWS), the Crooked River Watershed Council (CRWC), Ochoco Irrigation District, and others. Fish passage structures have been installed at ten diversion dams, and three dams have been completely removed. These actions have reconnected approximately 108 miles of river above the Opal Springs Project. The four remaining passage barriers in the lower Crooked River subbasin (including the Project) are being addressed. Consequently, the construction of fish passage at the Project is significant for the overall success of the reintroduction program.

## **II. SETTLEMENT PROCESS**

The DVWD and the relevant agencies and other interested stakeholders have been engaged in voluntary discussions of fish passage issues at the Project since 2008. The parties met 21 times over the course of 3 years to negotiate a legal framework that would provide for substantive measures for physical fish passage facilities and adaptive management, while respecting the District's needs to manage cost and risk. The parties considered how this legal framework might satisfy the FPA, the Commission's regulations, and other relevant state and federal laws

In October 2011, the Parties finalized negotiations and signed the Original Settlement Agreement, which includes proposed license articles. The Agreement envisions a non-capacity amendment to authorize DVWD to provide for upstream and downstream passage at the Project, and provides an adaptive management structure for managing the fish passage facilities throughout the term of the amended license. In addition to satisfying the FPA and the Commission's rules, the Licensee's License Amendment filing should provide sufficient information for initiation of Endangered Species Act consultation for the proposed Project modifications, and for the Project's facilities and operations for the duration of the existing license term, which ends in 2032. The October 2015 restated Settlement Agreement updated the project description to reflect new information on the engineering design, and incorporates an amended termination date.

## **III. OVERVIEW OF SETTLEMENT AGREEMENT AND RATIONALE FOR KEY PROVISIONS**

The Settlement Agreement and Proposed License Articles provide a structure whereby the DVWD will:

1. Construct a fish ladder to provide passage into the spawning, rearing, and foraging habitats of the Crooked River subbasin for adult anadromous summer steelhead, spring Chinook salmon, and migratory bull trout, the latter of which are listed as threatened under the ESA.

Additionally, the facilities will reconnect populations of native redband trout upstream and



downstream of the Project. Designs and specifications for the fish passage facilities are to be developed in consultation with the Opal Springs Fish Passage Work Group, which includes all the Parties who signed the October, 2011 Settlement Agreement. *See* Proposed Articles 2 (Fish Passage Facilities) and 3 (Fish Passage Work Group).

As of the filing of this Joint Explanatory Statement, the DVWD has substantially completed facilities designs. Fish Agencies (NMFS, USFWS, BIA, ODFW, and CTWS (provided that the CTWS is a signatory to the Settlement Agreement)), have reviewed and approved the design through the 90% design stage. The design balances the Licensee's need for project safety and operational simplicity with Fish Agencies' requirements for upstream fish passage over a range of flow conditions, from the 95 to the 5 percent streamflow exceedance, as required by the 2011 NOAA NMFS Northwest Region Anadromous Salmonid Passage Facility Design (NMFS 2011) manual. The proposed 30 cfs vertical slot ladder on the east bank meets these objectives, as described in the Section 4 of the 90 percent Supporting Design Report (Attachment 1).

2. Raise the maximum operating elevation of the Project reservoir from 2,004.21 feet elevation NGVD 29 to 2,010.31 feet NGVD 29, through modifications to the existing dam. *See* Proposed Article 2. This new elevation will enable the DVWD to construct alternative downstream passage routes for migrating fish and will enable the establishment of a water credit system to supplement flow into the Project's bypass reach and through the fish ladder as described in #3 below.
3. Establish a water credit system known as the Bypass Flow Accrual Account (BFAA). This water would serve as both attraction flow for adult fish that may be holding in the Project's tailrace, and as alternative passage for downstream migrants through a spillway that will be constructed as set forth in Proposed Article 2. Increased head resulting from the pool-raise

would allow DVWD to generate additional power to partially offset the cost of fish ladder construction and operation as well as costs associated with the ladder's monitoring and evaluation program. Water credits would be accrued in lieu of actual stored water, given that the Project has no storage capacity, and turbine discharge would be reduced when exchanging water credits for actual bypass flows. The Licensee would administer the BFAA, but decisions regarding its use would be made by the Fish Managers (ODFW and CTWS, provided that the CTWS is a signatory to the Settlement Agreement) , consistent with Opal Springs Fish Passage Work Group's BFAA Annual Allocation Plan and any terms and conditions established by the USFWS or NMFS through ESA consultation. *See Proposed Article 4 (Bypass Flow Accrual Account).*

4. Implement a monitoring and evaluation (M&E) program for assessing upstream and downstream passage relative to the performance objectives defined in Proposed Article 7 (Fish Passage Performance Objectives). *See also Proposed Article 5 (Upstream Passage Monitoring, Data Collection, Fish Passage performance, and Reporting) and Proposed Article 6 (Downstream Passage Monitoring, Data Collection, Fish Passage performance, and Reporting).*
5. Adaptively manage the Project to meet the fish passage performance objectives set forth in Articles 5, 6, and 7 in response to the M&E program and application of tiered measures that are designed to achieve the performance goals. *See Proposed Article 8.* Notably, the Adaptive Management Framework provides the ability for the Licensee to monitor and evaluate its compliance with any terms and conditions established through ESA consultation regarding the proposed action, while managing its risk for the duration of the existing license.
6. Implement the Opal Springs Fish Passage and Protection Plan which describes in detail the methods and objective behind each of the foregoing Proposed Articles. *See Appendix B.*

7. Provide annual reports addressing the activities within the calendar year relating to the fish passage facilities, O&M measures, BF&A, M&E program, and other fisheries management activities. *See Proposed Article 9 (Annual Report).*
8. Provide inspection rights to members of the Fish Passage Work Group. *See Proposed Article 10 (Inspection and Notice).*
9. Comply with typical Commission requirements regarding construction at a project. *See Proposed Articles 12-16.*

#### **IV. AGREEMENT ON PROCESS TO DATE AND FUNDING**

The Parties to the Settlement Agreement also agreed to a set of specific steps and actions to take upon its Execution on October 31, 2011. These steps have included the following actions:

1. Commence a 3-stage consultation within 60 days. The Licensee met this commitment on December 21, 2011 with the filing of the Initial Consultation Document (ICD) with FERC.
2. Seek designation of the Licensee as FERC's non-federal representative, which was granted by order dated January 19, 2012.
3. Work with the Parties in the NEPA scoping process. Pursuant to this requirement, the Licensee held a Joint Meeting that was open to the public on January 23, 2012, at the Culver Fire Hall. This process culminated in the Fish Agencies approving the Licensee's proposed information gathering plan as described in the ICD.
4. Prepare and circulate the Draft Environmental Assessment (Applicant Prepared Environmental Assessment or APEA) to the Parties for their review for consistency with the Agreement. The draft APEA was distributed on July 13, 2015. Non-substantive comments were received from the Parties on the APEA by the end of the requested comment period of September 11, 2015.

5. Prepare a draft Biological Evaluation (BE) in collaboration with the NMFS and USFWS. This draft BE was circulated simultaneously with the APEA, following comments from NMFS and USFWS on the outline and threshold objectives for the BE. The USFWS, NMFS, and DVWD met twice during the review period to discuss the BA and to agree on assessment methodologies; a revised BA will be filed with the APEA.
6. After completing the pre-filing amendment process and securing adequate funding for construction, draft and file a non-capacity license amendment with FERC. Section 3.1.5 of the Agreement specifies funding of the fish passage facilities could come from non-DVWD sources, but that DVWD would contribute an amount equal to the cost of constructing the pool raise component. As of this date, the Licensee has secured roughly half the funds necessary to construct the fish passage facilities. In order to keep the construction of fish passage facilities on schedule, however, the Licensee has proceeded with facility designs in advance of filing the amendment. This process has included Fish Agency consultation at 30 percent, 60 percent, and 90 percent design stages and has involved FERC's Division of Dam Safety and Inspections at the 30 percent and 90 percent designs. Now that the designs and consultations are complete, the Licensee is voluntarily proceeding with filing the non-capacity license amendment in order to increase the likelihood of obtaining the outstanding funding. In recognition of the voluntary nature of the amendment and an ongoing concern over economic impacts to the DVWD, Section 8.1 of the Settlement Agreement allows the Licensee to withdraw the license amendment application or reject a new license if (i) the Licensee is unable to receive funding for the fish ladder construction after filing the amendment application but before the license amendment is issued by FERC or (ii) if the license amendment, license conditions, Incidental Take Statement or Permit places material risks or costs on the Licensee that are materially inconsistent with the terms of this Agreement.

## **V. AGREEMENT ON AMENDMENT PROCESS**

Pursuant to section 2.2 of the Agreement each entity with mandatory conditioning authority (Government Entity) under the Federal Power Act (FPA) intends that (i) the Proposed License Articles satisfy its respective authorities under the FPA for the scope of the license amendment and operation of the Project with respect to the fish passage facilities, M&E and adaptive management; and (ii) the Licensee's performance of its obligations under this Agreement shall fulfill its existing statutory and other legal obligations relating to the license amendment and pertaining to fish passage facilities, M&E and adaptive management. Section 6.1.3 of the Agreement provides each Government Entity with the ability to include a reservation of authority in the conditions, recommendations or prescriptions that it submits to FERC.

## **VI. REFERENCES TO RECORD CITATIONS AND PUBLIC INTEREST**

The Parties are of the view that the Proposed License Articles and the "Purpose and Need" described in the APEA are fully supported by the available information, including the data collected and analysis prepared for the License Amendment Application. The Parties agree that amendment of the License in accordance with the Settlement Agreement is fair and reasonable and in the public interest because it supports resident fish and reintroduction of anadromous fish. Provided that the license is amended and fish passage facilities are constructed pursuant to the timeframes contained in the Settlement Agreement (as amended and restated, including appendices), the Parties also agree that the measures set forth in this Settlement Agreement are reasonable for providing safe, timely and effective passage of fish.

## **VII. REQUEST FOR EXPEDITED ACTION**

The Parties respectfully request the Commission to provide expedited processing of the DVWD's Application. As described in *Background* above, expedited action is warranted because a basin-wide



reintroduction effort is ongoing and improving upstream passage conditions at the Project would have an immediate beneficial impact on the recovery effort.

#### **VIII. CONCLUSION**

The Parties respectfully request the Commission to approve the Settlement Agreement without modification and to amend the new license to include Appendix A (Proposed License Articles) and Appendix B (Fish Passage and Protection Plan).

IN WITNESS WHEREOF the Parties have respectfully submit this Joint Explanatory Statement to reflect the intent of the Amended and Restated October 2015 *Settlement Agreement Concerning Amendment for Fish Passage at the Opal Springs Hydroelectric Project (FERC 5891)*.

DESCHUTES VALLEY WATER DISTRICT

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

IN WITNESS WHEREOF the Parties have respectfully submit this Joint Explanatory Statement to reflect the intent of the Amended and Restated October 2015 *Settlement Agreement Concerning Amendment for Fish Passage at the Opal Springs Hydroelectric Project (FERC 5891)*.

DESCHUTES VALLEY WATER DISTRICT

Date: Sept. 27 2015

By: [Signature]

Title: Chairman

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

IN WITNESS WHEREOF the Parties have respectfully submit this Joint Explanatory Statement to reflect the intent of the Amended and Restated October 2015 *Settlement Agreement Concerning Amendment for Fish Passage at the Opal Springs Hydroelectric Project (FERC 5891)*.

DESCHUTES VALLEY WATER DISTRICT

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

Date: **SEP 21 2015**

By: 

Title: **9/21/2015**

Northwest Regional Director

OREGON DEPARTMENT OF FISH AND WILDLIFE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

IN WITNESS WHEREOF the Parties have respectfully submit this Joint Explanatory Statement to reflect the intent of the Amended and Restated October 2015 *Settlement Agreement Concerning Amendment for Fish Passage at the Opal Springs Hydroelectric Project (FERC 5891)*.

DESCHUTES VALLEY WATER DISTRICT

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND WILDLIFE SERVICE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL MARINE FISHERIES SERVICE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF INDIAN AFFAIRS

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF LAND MANAGEMENT

Date: Sept. 18, 2015

By: Michelle McSwain

Title: Field Manager, Deschutes

Resource Area, Acting



IN WITNESS WHEREOF the Parties have respectfully submit this Joint Explanatory Statement to reflect the intent of the Amended and Restated October 2015 *Settlement Agreement Concerning Amendment for Fish Passage at the Opal Springs Hydroelectric Project (FERC 5891)*.

DESCHUTES VALLEY WATER DISTRICT

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

Date: 09/25/15

By: Chancha Fennell

Title: OR Water Policy Advisor

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

IN WITNESS WHEREOF the Parties have respectfully submit this Joint Explanatory Statement to reflect the intent of the Amended and Restated October 2015 *Settlement Agreement Concerning Amendment for Fish Passage at the Opal Springs Hydroelectric Project (FERC 5891)*.

DESCHUTES VALLEY WATER DISTRICT

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

Date: 9/22/15

By: Ante E. Melin

Title: Director

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

IN WITNESS WHEREOF the Parties have respectfully submit this Joint Explanatory Statement to reflect the intent of the Amended and Restated October 2015 *Settlement Agreement Concerning Amendment for Fish Passage at the Opal Springs Hydroelectric Project (FERC 5891)*.

DESCHUTES VALLEY WATER DISTRICT

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

Date: September 22, 2015

By: Rolls Whis

Title: Acting State Supervisor

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

IN WITNESS WHEREOF the Parties have respectfully submit this Joint Explanatory Statement to reflect the intent of the Amended and Restated October 2015 *Settlement Agreement Concerning Amendment for Fish Passage at the Opal Springs Hydroelectric Project (FERC 5891)*.

DESCHUTES VALLEY WATER DISTRICT

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

Date: October 1, 2015

By: William Steffy

Title: West Coast Regional Administrator

TROUT UNLIMITED

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

Date: \_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_





**AMENDED AND RESTATED  
SETTLEMENT AGREEMENT**

**CONCERNING LICENSE AMENDMENT FOR FISH PASSAGE AT THE  
OPAL SPRINGS HYDROELECTRIC PROJECT**

**FERC NO. 5891**

**AMONG**

**DESCHUTES VALLEY WATER DISTRICT  
US DOI BUREAU OF INDIAN AFFAIRS  
US DOI BUREAU OF LAND MANAGEMENT  
US DOI FISH & WILDLIFE SERVICE  
NATIONAL MARINE FISHERIES SERVICE  
OREGON DEPARTMENT OF FISH & WILDLIFE  
TROUT UNLIMITED**

**October, 2015**



# OPAL SPRINGS HYDROELECTRIC PROJECT FISH PASSAGE SETTLEMENT AGREEMENT

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## **SECTION 1. INTRODUCTION**

### **1.1 This Agreement and the Parties.**

This Amended and Restated Opal Springs Hydroelectric Project Fish Passage Settlement Agreement (including attached Appendices) dated October 2015 amends and restates Settlement Agreement (“Original Settlement Agreement”), dated October 2011, and is made and entered into by and among the following entities that shall be referred to as “Party” or collectively as “Parties”:

- Deschutes Valley Water District (“DVWD” or “Licensee”)
- US Department of Interior, Fish and Wildlife Service (“USFWS”)
- US Department of Commerce, National Oceanic and Atmospheric Administration, National Marine Fisheries Service (“NMFS”)
- US Department of Interior, Bureau of Indian Affairs (“BIA”)
- US Department of Interior, Bureau of Land Management (“BLM”)
- Oregon Department of Fish and Wildlife (“ODFW”)
- Trout Unlimited

Additional entities may become Parties to this Agreement following unanimous consent of all the existing Parties to this Agreement and after executing a signature page and submitting it to the existing Parties. The Confederated Tribes of the Warm Springs Reservation of Oregon have the unanimous consent of the Parties to become a Party at any time during implementation of this Settlement Agreement after executing a signature page and submitting it to the existing Parties

### **1.2 Recitals.**

**1.2.1** The Opal Springs Hydroelectric Project (“Project”) (FERC Project No. 5891) lies on the Crooked River in Oregon’s Jefferson County, and is owned and operated by DVWD. DVWD received a 50 year license from the Federal Energy Regulatory Commission (“FERC” or “Commission”) for the Project on November 2, 1982.

**1.2.2** The Pelton Round Butte Hydro Project (FERC Project No. 2030) lies downstream of the Project on the Deschutes River and occupies lands of the CTWS held in trust by the United States. Pursuant to a relicensing settlement agreement and a subsequent FERC license issued in 2005, the licensees of the Pelton Project (Portland General Electric Company and CTWS) are implementing certain measures to assist in the reintroduction of anadromous fish including summer

steelhead (*Oncorhynchus mykiss*), spring chinook salmon (*O. tshawytscha*), and sockeye salmon (*O. nerka*) upstream of the Pelton Project's three dams. Summer steelhead and bull trout (*Salvelinus confluentus*) are both listed as threatened under the Endangered Species Act, 16 U.S.C 1531 et seq. (ESA), and are classified by the State of Oregon as sensitive critical and sensitive vulnerable species, respectively. All of these species are important resources to the CTWS who have treaty secured rights to fish in their usual and accustomed places.

- 1.2.3** As a component of the basin-wide reintroduction program, juvenile Chinook salmon and juvenile summer steelhead have been released in the Crooked River since 2008. They began their out-migration in 2009, which included passage through the Project. State and federal agencies, tribes and others anticipate that returning adults will begin to reach the Pelton Project in 2011. Adult releases into Lake Billy Chinook, and arrival at the Project, may begin as early as 2012.
- 1.2.4** In anticipation of the arrival of salmon and ESA-listed steelhead, and to provide connectivity for local native fish species, each of the Parties engaged in the negotiation process leading to this Agreement. The Parties have agreed to Fish Passage Facilities at the Project, monitoring and evaluation measures, and an adaptive management framework, as described in this Agreement, including its Appendices. Agreed-upon measures include:
- 1.2.4.1 a fish ladder with a hydraulic capacity of up to 50 cfs (subject to final design);
  - 1.2.4.2 a pool raise that includes one or more control weirs to help shape downstream flows;
  - 1.2.4.3 a water credit accounting system, the Bypass Flow Accrual Account (BFAA), that will provide additional water, when needed, to the bypass reach to assist upstream fish passage and/or to assist downstream fish passage;
  - 1.2.4.4 a monitoring and evaluation (M & E) plan for assessing the performance of the Fish Passage Facilities; and
  - 1.2.4.5 an adaptive management plan for reviewing M&E results and implementing additional measures or modifying current measures, if needed.
- 1.2.5** Licensee has agreed on a voluntary basis to file a license amendment application with FERC to construct Fish Passage Facilities at the Project, implement monitoring and evaluation measures, and initiate the adaptive management framework as set forth in this Agreement.



### 1.3 Definitions.

“Agreement” means this Opal Springs Hydroelectric Project Fish Passage Settlement Agreement, including the attached Appendices.

“Allocation Percent” means the percentage of increased hydroelectric potential to be allocated to the BFAA pursuant to the adaptive management plan.

“Traditional Licensing Process” or “TLP” means the traditional licensing process pursuant to 18 C.F.R. §4.38.

“Amended License” means the amended License to be issued by FERC in response to the Licensee’s Amendment Application.

“Amendment Application” means the license amendment application filed by the Licensee in conformance with the Settlement Agreement.

“Biological Assessment” means the biological assessment prepared by FERC as required in the ESA regulations,

“Biological Evaluation” means the draft Biological Assessment that will be prepared by the Licensee and submitted to FERC.

“Biological Opinion” means each biological opinion issued by NMFS or USFWS pursuant to the ESA for the FERC action of amending the license.

“BFAA” or “Bypass Flow Accrual Account” means the water credit accounting system that tracks the accumulation and use of water reserved for aiding fish passage.

“Consensus” means that all Parties cast a supportive or neutral vote on a decision or abstain from such decision.

“Consult” or “Consultation” means to obtain the views and attempt to reach Consensus among the Parties whenever the Opal Springs Fish Passage and Protection Plan (Appendix B), the Proposed License Articles (Appendix A) and/or the Amended License require the Licensee to consult. “Consultation” shall not mean consultation under Section 7 of the Endangered Species Act or other federal law unless such provision is specifically referenced.

“Corps of Engineers” means the U.S. Army Corps of Engineers.

“Days” means calendar days unless specifically noted.

“Endangered Species Act” or “ESA” means the Endangered Species Act, 16 U.S.C. §§ 1531 et. seq.

“FERC” or “Commission” means the Federal Energy Regulatory Commission.

“Fish Agency” or “Fish Agencies” means NMFS, USFWS, BIA, ODFW and CTWS (provided that the CTWS is a signatory to the Settlement Agreement).

“Fish Managers” means the ODFW and CTWS (provided that the CTWS is a signatory to the Settlement Agreement).

“Fish Passage Facilities” includes the construction, operation, maintenance, monitoring and evaluation, and adaptive management of the upstream volitional fish ladder and pool raise as described further in the Proposed License Articles.

“Fish Passage Work Group” or “FPWG” means all signatories to the October, 2011, SA (DVWD, NMFS, USFWS, BIA, BLM, ODFW, TU, and CTWS (provided that the CTWS is a signatory to the Settlement Agreement)). This is the working group whose purpose is to advise the Licensee on fisheries and habitat issues as specified in this Agreement and the Amended License.

“FPA” means the Federal Power Act, 16 USC §§ 791a et seq.

“Governmental Parties” means the State or Federal governmental agencies that are signatories to this Agreement.

“Incidental Take Statement” or ITS means the statement that may be issued by NMFS or USFWS pursuant to 50 C.F.R. § 402.14(i), related to the ESA consultation on amending the license consistent with this Agreement.

“Material Modification” means a modification that materially affects a Party’s bargained-for benefits under this Agreement; provided, however, Material Modification does not include the following: (a) FERC’s insertion of its approval or its reservation of authority to require changes to implementation schedules or plans set forth in any Proposed License Article; (b) FERC’s requirement to file a subsequent license amendment to implement any Proposed License Article; (c) FERC’s removal of language in any of the Proposed License Articles that sets forth the rationale for the article, provided there are not material changes to the requirements contained in the article itself; (d) FERC’s retention in the Amended License of any license articles not proposed to be modified or superseded by this Agreement; (e) NMFS and FWS reservations of authorities, and FERC’s inclusion of a reservation of FPA or ESA authorities; (f) any Party’s filing of conditions, prescriptions or recommendations pursuant to FPA authorities that are materially consistent with this Agreement, and FERC’s inclusion of those conditions in the amended license; and (g) any statements, writings or other representations regarding future applications for a new license for this Project.

“New Information” means information related to anadromous and native fish species affected by the Project or the Fish Passage Facilities that was not readily available to the Parties during development of this Settlement Agreement. New Information used to support an action by a Party that has an effect on the terms of this Agreement may constitute a Material Modification.

“M&E” means monitoring and evaluation for assessing the performance of the Fish Passage Facilities required under this Agreement and the Plan.

“ODEQ” means the Oregon Department of Environmental Quality.

“ODSL” means the Oregon Department of State Lands.

“Offer of Settlement” means an offer of settlement pursuant to Rule 602 of the Commission’s Rules of Practice and Procedure (18 C.F.R. § 385.602).

“Opal Springs Fish Passage and Protection Plan” or “Plan” means the plan set forth in Appendix B of this Agreement.

“Party” or “Parties” has the meaning set forth in Section 1.1.

“Permits” means the applicable federal, state, regional and local permits, licenses, authorizations, certifications, determinations and other governmental approvals as contemplated in Section 3.6.

“Project” means the Opal Springs Hydroelectric Project, FERC Project No. 5891.

“Proposed License Articles” means the license articles set forth in Appendix A of this Agreement of which the Parties propose FERC approval.

“Section 401 Certification” means a certification of compliance with water quality standards pursuant to Section 401 of the Clean Water Act.

“Section 404 Permit” means a dredge and fill permit under Section 404 of the Clean Water Act, 33 U.S.C. § 1344.

## SECTION 2. PURPOSE AND SCOPE OF THIS AGREEMENT

### 2.1 General.

This Agreement constitutes an Offer of Settlement. The Parties have entered into this Agreement for the purpose of resolving all issues that have or could have been raised by the Parties in connection with the proceedings regarding the amendment of the Project license contemplated under this Agreement. The Parties intend that the scopes of this amendment proceeding and this Amended License will be limited to issues related to fish passage, including the construction, operation and maintenance of Fish Passage Facilities, and fish passage-related M&E and adaptive management. Pursuant to the Parties’ various authorities under Sections 4(e), 10(a), 10(j) and 18 of the FPA, this Agreement, including the attached Appendices, sets forth the Parties’ agreement on the Licensee’s obligations for the safe, timely and effective passage of fish affected by the Project, through the construction, operation and maintenance of the Fish Passage Facilities, M&E, and adaptive management. Each Party intends further that, except as explicitly provided for elsewhere in this Agreement, no additional fish protection or other resource measures or other license provisions, other than those provided in the Proposed License Articles, are necessary for FERC to include in this Amended License to satisfy Sections 4(e), 10(a), 10(j) and 18 of the FPA. The Parties are requesting that FERC include the attached Proposed License Articles in an Amended License without modification. This Agreement also specifies procedures to be used among the Parties regarding implementation of the Proposed License Articles and other agreed upon measures.

## **2.2 Satisfaction of Authority.**

Except as specifically provided below, by entering into this Agreement, each Governmental Party intends that (i) the Proposed License Articles set forth in Appendix A satisfy its respective authorities under the FPA for the scope of the license amendment and operation of the Project with respect to the Fish Passage Facilities, M&E and adaptive management; and (ii) the Licensee's performance of its obligations under this Agreement shall fulfill its existing statutory and other legal obligations relating to the license amendment and pertaining to Fish Passage Facilities, M&E and adaptive management.

## **2.3 Other Proceedings.**

This Agreement constitutes a negotiated resolution among the Parties and, as such, establishes no principle or precedent with regard to any issue addressed in this Agreement, or with regard to any Party's participation in any other pending or future licensing proceeding. Nothing in this Agreement is intended or shall be construed to be a pre-decisional determination by any of the Parties.

## **2.4 Public Benefit from Amendment of the License.**

The Parties agree that amendment of the License in accordance with this Agreement is fair and reasonable and in the public interest because it supports resident fish, reintroduction of anadromous fish, and an increase in production of hydroelectric power. Provided that the license is amended and Fish Passage Facilities are constructed pursuant to the timeframes contained in this Settlement Agreement and Appendix A, the Parties also agree that the measures set forth in this Agreement are reasonable for providing safe, timely and effective passage.

## **2.5 Admissions and Waivers.**

By entering into this Agreement, no Party shall be deemed to have made any admission or waived any contention of fact or law that it did make or could have made in any FERC proceeding relating to the issuance of the Amended License. This Agreement shall not be offered in evidence or cited as precedent by any Party to this Agreement in any judicial litigation, arbitration, or other adjudicative proceeding, except in a proceeding to establish the existence of or to enforce or implement this Agreement. This section shall survive any termination of this Agreement.

## **2.6 Compliance with Law.**

Nothing in this Agreement is intended or shall be construed to affect or limit any Governmental Party from complying with its obligations under applicable laws and regulations, from complying with any applicable judicial decision or order, or from considering and responding to comments received in any environmental review or regulatory process related to the scope of this Agreement. This Agreement shall not predetermine the outcome of any environmental or administrative review or appeal process.

## **2.7 Structure of this Agreement.**

This Agreement consists of this Agreement signed by the Parties together with three appendices, which are incorporated herein by reference:

- **Appendix A** consists of the Proposed License Articles;
- **Appendix B** consists of the Opal Springs Fish Passage and Protection Plan; and
- **Appendix C** consists of a list of the Parties executing this Agreement.

## **2.8 Effective Dates and Duration of Agreement.**

This Agreement shall take effect immediately upon signature of DVWD, USFWS, NMFS, BIA, BLM, ODFW and Trout Unlimited, and shall remain in effect for the term of the Amended License and for any annual license issued subsequent thereto, unless this Agreement is sooner terminated pursuant to Section 9.3. The Parties recognize that the CTWS may decide to sign this Agreement after this Effective Date; when the CTWS sign, they will become a Party to this Agreement and may participate in the decision making process pursuant to the terms of this agreement and associated appendices.

# **SECTION 3. ACTIONS UPON EXECUTION OF THIS AGREEMENT**

## **3.1 FERC Filings and Other Process by Licensee.**

To implement this Agreement, Licensee shall take the following actions:

- 3.1.1** Unless it has already done so, within 60 days after the Effective Date of this Agreement, Licensee shall notify FERC that the licensee is initiating the Traditional Licensing Process (TLP) pursuant to 18 C.F.R. §4.38 and request that FERC designate Licensee as the non-federal representative for the purpose of ESA consultation with NMFS and USFWS with regard to the license amendment.
- 3.1.2** Once FERC has noticed Licensee's use of the TLP, and designated Licensee as the non-federal representative, Licensee shall work with the Parties in the NEPA scoping process.
- 3.1.3** Following scoping, Licensee shall prepare the preliminary Draft Environmental Assessment, in collaboration with the Parties. The Parties anticipate that there will be no need for Licensee to prepare additional studies as part of the environmental review process. To the extent additional studies may be required as a part of the environmental review process, such requirements may constitute a Material Modification. Licensee will circulate the preliminary Draft Environmental Assessment to the Parties for review for consistency with this Agreement. After allowing for Parties to comment on the preliminary Draft Environmental

Assessment, and addressing their comments, Licensee will file a final draft Environmental Assessment with FERC.

- 3.1.4** In conjunction with the NEPA Scoping Process and preparation of the Draft Environmental Assessment, Licensee shall prepare the draft Biological Evaluation in collaboration with NMFS and USFWS. After addressing the comments from NMFS and USFWS on the draft Biological Evaluation, Licensee will file a final Biological Evaluation with FERC.
- 3.1.5** Licensee is responsible for securing adequate funding to construct the Fish Passage Facilities required by the Proposed License Articles; provided, however, that Licensee shall itself contribute no less than the cost of constructing the pool raise component of the Fish Passage Facilities. Nothing herein is intended to constrain use of DVWD funds allocated to the pool raise as matching funds to obtain grants for any component of the Fish Passage Facilities.
- 3.1.6** As soon as the Licensee receives assurances of adequate funding to construct the Fish Passage Facilities as described in Section 3.1.5 and has otherwise completed its pre-license amendment processes in this Section 3.1, Licensee shall file with FERC an Amendment Application as an Offer of Settlement that includes an executed copy of this Agreement and its Appendices, the Draft Environmental Assessment, the Biological Evaluation and a Joint Explanatory Statement (collectively, the “Amendment Application”). The Amendment Application shall be consistent with this Agreement. In the Amendment Application, the Licensee shall request that FERC incorporate the Proposed License Articles contained in Appendix A to this Agreement, without modification, as conditions of the Amended License. The Licensee shall ensure that any communication, supplemental information, comments, or responses to comments filed by it with FERC in the context of the license amendment process are consistent with this Agreement.
- 3.1.7** Use reasonable efforts to obtain a FERC order approving this Agreement and issuing the Amended License in a timely manner so that Fish Passage Facilities will be operational within 5 years of the Effective Date.
- 3.1.8** Pursue all appropriate Permits necessary (as set forth in Section 3.6) for implementation of this Agreement.
- 3.1.9** Actively support, in all other relevant regulatory proceedings, implementation of this Agreement.

## **3.2 FERC and Other Filings by Governmental Parties.**

Each Governmental Party agrees to the maximum extent practicable: (a) to act consistently with, and reasonably support, this Agreement and the Amendment Application; (b) to develop and file recommendations, conditions, and/or prescriptions pursuant to Sections 4(e), 10(a), 10(j), and 18 of the FPA consistent with this Agreement; and (c) to ensure that any communication, comments or responses to comments filed by them with FERC in the context of this license



amendment process will be consistent with this Agreement (including but not limited to the permitting processes described in Section 3.6).

### **3.3 FERC and Other Filings by NGOs.**

Each NGO agrees to the maximum extent practicable: (a) to act consistently with, and reasonably support, this Agreement and the Amendment Application; (b) that any recommendations or comments that may be filed with FERC shall be consistent with this Agreement and (c) to ensure that any communication, comments or responses to comments filed by them with FERC in the context of this license amendment process will be consistent with this Agreement (including but not limited to the permitting processes described in Section 3.6).

### **3.4 Proceedings Pursuant to the Energy Policy Act of 2005.**

Regarding any of the mandatory terms and conditions filed with FERC in this license amendment proceeding by USFWS, NMFS, BIA or BLM that do not contain a Material Modification of this Agreement or Proposed License Articles, each Party waives any right it may have to request a trial-type hearing on issues of material fact, and to propose alternatives under Section 33 of the FPA. The Parties shall not support any trial type hearing requested by a non-Party, and will support USFWS, NMFS, BIA and BLM, as appropriate, if a trial type hearing is requested. If a non-Party requests a trial-type hearing, the Parties may intervene to support this Agreement. The USFWS, NMFS, BIA and/or BLM will use good faith efforts to defend the challenged conditions.

### **3.5 New Information.**

Each Party agrees to provide written notice to all other Parties as soon as practicable regarding any New Information potentially affecting, or relating to, the Settlement Agreement, its attachments (*e.g.*, Proposed License Articles and the Plan), and the Amended License.

### **3.6 Permits.**

- 3.6.1** Licensee shall apply for and use reasonable efforts to obtain in a timely manner and in final form all Permits for purposes of implementing this Agreement and the Amended License. Such Permits shall include, but shall not be limited to, state land use and construction permits, water rights (as necessary), BLM right-of-way (if necessary), a Section 401 Certification, and a Clean Water Act Section 404 Permit. The applications for such Permits shall be consistent with the terms of this Agreement.
- 3.6.2** Subject to Section 2.2 and Section 3 of this Agreement, each Party shall, in the context of Licensee's applications for Permits, refrain from filing comments, recommending Permit conditions or taking other actions that are inconsistent with this Agreement or that add material costs, fees, or obligations to Licensee's construction or operation of the Fish Passage Facilities, provided that this sentence shall not apply to a Party that is the agency issuing the requested Permit. The Licensee shall pay all fees required by law related to such Permits. The

Parties shall work together as appropriate during the permitting and environmental review processes.

- 3.6.3** Except as expressly provided in this Agreement, the Licensee shall not be required by this Agreement to implement an action required under this Agreement until all applicable Permits required for that action are obtained. If a proceeding challenging any Permit required for the action has been commenced, the Licensee shall be under no obligation to implement the action or any related action under this Agreement until any such proceeding is terminated. In the event any proceeding is commenced, or a Permit has been issued with a Material Modification, the Parties shall confer to evaluate the effect of such proceeding on implementation of this Agreement. The Parties recognize that a Permit delay, denial, or a Permit containing a Material Modification does not alleviate the Licensee's responsibility to comply with the amended license but may be the basis for requesting FERC to amend the license.

### **3.7 Communications with FERC and Other Governmental Agencies.**

Any communication, supplemental information, comments or responses to comments filed by the Parties with FERC or any other governmental agency in the context of the license amendment or Permit processes will be consistent with this Agreement.

### **3.8 Actions after Issuance of Amended License.**

#### **3.8.1 Amended License that does not Materially Modify this Agreement.**

The Parties agree that if FERC approves this Agreement and incorporates the Proposed License Articles without Material Modification, none of the Parties will seek rehearing of the FERC order amending the Proposed License Articles for any issues covered by this Agreement, or support any such request for rehearing by any non-Party to this Agreement. If FERC issues an Amended License that contains a modification that is not a Material Modification, this Agreement shall be interpreted in a manner consistent with such modifications.

#### **3.8.2 Amended License that Materially Modifies this Agreement.**

If FERC issues an Amended License that contains a Material Modification, this Agreement shall be deemed modified to conform to the Material Modification unless: (a) the Material Modification results from an omission of a requirement under this Agreement that obligated the Licensee to take some action and the Licensee can still lawfully take that action pursuant to this Agreement without violating any term of the Amended License – in which case the Licensee will still implement the requirement, or (b) a Party aggrieved by the Material Modification provides notice to the other Parties that it objects and initiates dispute resolution under Section 7 of this Agreement within 30 days of the FERC order.

The disputing Party or Parties may petition FERC for rehearing or seek judicial review of any new license article, or omission of any proposed license article, that results in a Material Modification of this Agreement that adversely affects their interests. The Parties shall follow the dispute resolution process set forth in Section 7 of this Agreement while any such rehearing, appeal or request for stay or extension is pursued. Any disputing Party or Parties may ask FERC or the court to defer action on the merits of any rehearing request or appeal while dispute resolution is pursued. If all Parties subsequently agree to modify this Agreement to conform to the inconsistent action, the disputing Party or Parties shall withdraw or dismiss any administrative or judicial action, or recommend such withdrawal or dismissal, as appropriate. In the event DVWD is a disputing Party pursuant to this section, and the dispute remains unresolved upon the statutory deadline prior to which DVWD may reject the Amended License, DVWD may in its sole discretion and without consultation with any other Party reject the Amended License.

## **SECTION 4. IMPLEMENTATION OF FISH PASSAGE RELATED MEASURES**

### **4.1 Proposed License Articles (Appendix A).**

**4.1.1** The Parties have entered into this Agreement with the express expectation and condition that FERC will approve this Agreement as an Offer of Settlement and issue a license amendment for the Project that incorporates, without Material Modification, the Proposed License Articles in Appendix A. The Proposed License Articles include:

- Article 1 - Opal Springs Fish Passage and Protection Plan
- Article 2 - Fish Passage Facilities
- Article 3 - Fish Passage Work Group
- Article 4 - Bypass Flow Accrual Account
- Article 5 - Upstream Fish Passage Monitoring, Data Collection, Fish Passage Performance, and Reporting
- Article 6 - Downstream Fish Passage Monitoring, Fish Passage Performance, Data Collection, and Reporting
- Article 7 - Fish Passage Performance Objectives
- Article 8 - Adaptive Management
- Article 9 - Annual Report
- Article 10 - Inspection and Notice
- Article 11 - Abandonment of Anadromous Fish Reintroduction
- Article 12 - Revised Exhibits

Article 13 - Review and Approval of Final Plans and Specifications

Article 14 - Quality Control and Inspection Program

Article 15 - Cofferdam Construction Drawings

Article 16 - Temporary Emergency Action Plan

**4.1.2** The obligations that the Parties consider enforceable by FERC are set forth as Proposed License Articles in Appendix A..

## **4.2 Opal Springs Fish Passage and Protection Plan (Appendix B).**

The Opal Springs Fish Passage and Protection Plan, attached hereto as Appendix B, sets forth: (1) the design goals of the Fish Passage Facilities; (2) the proposed Project modifications; and (3) Plan implementation and responsibilities, including how the FPWG will operate, how the Bypass Flow Accrual Account will be administered, how the Fish Passage Facilities will be operated and maintained, how adaptive management will work, fish passage performance objectives, and both upstream and downstream monitoring, evaluation and adjustment.

## **SECTION 5. COORDINATION AND DECISION MAKING**

### **5.1 Opal Springs Fish Passage Work Group.**

Within 30 days of the Effective Date, the Licensee shall establish the Fish Passage Work Group (FPWG). Each Party to this Agreement may designate a representative to the Fish Passage Work Group. The FPWG shall convene annually or more frequently if the majority of the FPWG so desire.

### **5.3 Decision-Making Process.**

The FPWG shall strive to conduct its business by consensus, which for purpose of this Agreement shall mean when all Parties cast a supportive or neutral vote, or have abstained from the decision. Decisions of the FPWG shall not abrogate or limit the approval authority of agencies with such authorities.

### **5.4 Settlement Negotiations Confidential.**

The Parties entered into the negotiations and discussions leading to this Agreement with the understanding that, to the extent allowed by law, all discussions relating to the development of this Agreement were confidential pursuant to a Communication's Protocol that expires with execution of this Agreement and continue to be confidential. Positions of a Party advanced or discussed during negotiation of this Agreement shall not be disclosed by any other Party in any manner, including admission into evidence, in connection with this Agreement, or in any other proceedings related to the subject matter of this Agreement, except to the extent disclosure may be required by law. This section shall survive any termination of this Agreement and shall apply to any Party that withdraws from this Agreement.

## **SECTION 6. COMMITMENTS OF GOVERNMENTAL PARTIES UNDER RELATED STATUTORY AUTHORITIES**

### **6.1 General Provisions.**

#### **6.1.1 Authority under the Federal Power Act.**

The Governmental Parties intend that any conditions, prescriptions, and recommendations submitted to FERC in connection with the issuance of the Amended License will be consistent with this Agreement to the maximum extent practicable and that any material inconsistency shall be addressed in accordance with Section 7 of this Agreement. In addition, each Governmental Party reserves its authorities pursuant to the FPA to, among other things, address New Information, or in the event that (1) this Agreement is not filed with FERC, (2) the Licensee fails to implement any provision of this Agreement, or (3) this Agreement is terminated for any reason whatsoever.

#### **6.1.2 Other Statutory Authorities.**

Each Governmental Party shall exercise any of its authorities that may be applicable to this Agreement in a manner consistent with the intent and purpose of this Agreement to the maximum extent practicable and that any material inconsistency shall be addressed in accordance with Section 7 of this Agreement. This Agreement shall not limit the ability of any Governmental Party to assert its authority under any statute in the event that this Agreement is not filed with FERC, the Governmental Party withdraws from this Agreement, the Licensee fails to implement any provision of this Agreement, or this Agreement is terminated for any reason whatsoever.

#### **6.1.3 Reservation of Authority.**

Each Governmental Party reserves any authorities under the FPA. In the event that any Governmental Party includes a reservation of authority in the conditions, recommendations or prescriptions that it submits to FERC, and the reservation of authority is included as a condition of the Amended License, the inclusion of such reservation shall not be considered to be materially inconsistent with this Agreement, provided that each Party shall be deemed to have reserved the right to contest the exercise of such reserved authority at any time in the future, if it is inconsistent with this Agreement and after going through this Agreement's dispute resolution process.

### **6.2 Endangered Species Act.**

#### **6.2.1 Applicable Procedures.**

As required by Section 7 of the ESA, FERC may not issue the Amended License until it has completed consultation with NMFS and USFWS with respect to threatened and endangered species affected by the Amended License. The Amendment Application will include the Biological Evaluation prepared by the DVWD in coordination with NMFS and USFWS. The Parties anticipate FERC will use the Biological Evaluation as the basis for its Biological

Assessment needed for formal Section 7 consultation. NMFS and USFWS will file their Biological Opinions with FERC.

### **6.2.2 ESA Section 7 Consultation.**

Licensee has worked collaboratively with NMFS and USFWS to develop the terms of this Agreement, including the Appendices attached hereto, to address specifically the needs of ESA listed Summer steelhead and bull trout which may be affected by the Project. NMFS and USFWS anticipate that it is likely that the measures contained in Appendices A and B of this Agreement will be adequate to avoid a jeopardy finding for Summer steelhead and bull trout, and to avoid destroying or adversely modifying critical habitat. If practicable, NMFS and USFWS agree to provide technical assistance to DVWD in the development of the Biological Evaluation. By signing this Agreement, NMFS and USFWS do not bind themselves to make any specific recommendations or take any particular action with respect to ESA compliance. NMFS and USFWS retain the right, consistent with federal law, to take such future actions as they may deem necessary to meet their obligations under the ESA. The Parties acknowledge that any Incidental Take Statement that may be issued by NMFS or USFWS may include terms and conditions such as use of best management practices and other minor changes to the Fish Passage Facilities consistent with 50 C.F.R. § 402.14(i)(2), which states that reasonable and prudent measures, along with the terms and conditions that implement them, cannot alter the basic design, location, scope, duration, or timing of the action and may involve only minor changes. The Incidental Take Statement terms and conditions cannot be determined by the effective date of this Agreement. If the Licensee believes that any Incidental Take Statement terms and conditions constitute a Material Modification of the Project, the Licensee may exercise its rights to dispute resolution pursuant to Section 7 of this Agreement.

Nothing in this Agreement shall limit or waive the authority of NMFS or USFWS to take whatever action each agency may deem necessary if the Amended License fails to satisfy fully the requirements of ESA Section 7. This includes FERC's failing to adopt as license conditions the terms and conditions contained in the Incidental Take Statement attached to the Biological Opinions issued by NMFS and USFWS. The Parties shall address any such inconsistency in accordance with Section 7 of this Agreement, as applicable.

## **6.3 Clean Water Act.**

### **6.3.1 Section 401 Certification.**

The Parties understand that, under Section 401 of the Clean Water Act, FERC may not issue the Amended License for the Project until a Section 401 Certification has been issued by the state or tribal agency responsible for certification, or the certification requirement is deemed waived. The Parties understand that a Section 404 Permit also may not be issued by the Corps of Engineers until a Section 401 Certification has been obtained, or the certification requirement has been waived. Upon application for the Amended License or Section 404 Permit, Licensee shall provide ODEQ written notices of such application. If, as a result of consideration of public comment and any new information, ODEQ issues a Section 401 Certification that requires measures that constitute a Material Modification of this Agreement, the Parties shall address any such inconsistency in accordance with Section 7 of this Agreement, as applicable.



### **6.3.2 Application for Delegated State Section 404 Permit for Project Activities.**

In the event the State of Oregon assumes authority to administer a dredge and fill permit program under Clean Water Act Section 404 by the time a Section 404 Permit is required for Project activities, Licensee shall apply for such Section 404 Permit from ODSL or other applicable state agency. Subject to consideration of any new information at the time of the application for the Section 404 Permit and consideration of any public comment as may be required by law, if the Parties comment on the Section 404 Permit, they shall provide ODSL, or other applicable state agency, with comments or proposed conditions that are consistent with this Agreement. If the Parties provide comments or proposed conditions that would require the Licensees to undertake measures that constitute a Material Modification of this Agreement, the Parties shall address any such inconsistency in accordance with Section 7 of this Agreement, as applicable.

NMFS and USFWS will consider the effects of dredge and fill activities during their consultation with FERC to the extent these activities are included in the proposed action pursuant to Section 7 of the ESA regarding the issuance of the Amended License. If Section 7 consultation is required with the Corps of Engineers regarding issuance of any permit under Section 404, NMFS and USFWS anticipate that the analysis of the impacts of the permit issuance is not likely to differ from the analysis of the FERC action, unless the Corps of Engineers proposes to issue a Section 404 Permit that is materially different than the FERC action, or NMFS or USFWS becomes aware of new information that is materially different than the information contained in their Biological Opinions provided to FERC.

### **6.4 State Fish Passage Law.**

ODFW agrees that the measures required by this Agreement and its Appendices constitute a valid fish passage plan for the Project within the meaning of OAR 635-412-0035 and meet the fish passage criteria of ORS 509.585 and OAR 635-412-0020 and 635-412-0035. In the event any additional modifications to the fish passage plans are required under state law, such requirements may constitute a Material Modification subject to dispute resolution.

## **SECTION 7. DISPUTE RESOLUTION**

### **7.1 Actions that May Trigger Dispute Resolution.**

Except where otherwise specifically provided in this Agreement or where precluded by statute or agency regulation, the Parties agree to use the following dispute resolution process to resolve disputes related to this Agreement and the Proposed License Articles.

### **7.2 Dispute Resolution Procedures.**

#### **7.2.1 General.**

- 7.2.1.1 The Party initiating dispute resolution under this section shall notify FERC when dispute resolution proceedings are initiated relevant to an issue before FERC and related to the Proposed License Articles or Amended License. Such notice shall be made within five business days of initiating dispute resolution.

- 7.2.1.2 The Parties agree to devote such time and attention to dispute resolution as necessary and reasonable to attempt to resolve the dispute at the earliest time possible; and each Party will cooperate in good faith promptly to schedule, attend, and participate in dispute resolution. Each Party will promptly implement all final agreements reached, consistent with its applicable statutory and regulatory responsibilities.
- 7.2.1.3 The Parties acknowledge that in certain cases the statutory and regulatory deadlines with respect a Party's legal and procedural rights, such as Licensee's right to reject the Amended License pursuant to FPA, may not allow sufficient time necessary to complete the dispute resolution process under this Section 7.2. In such situations, this Section 7.2 shall not require forfeiture or compromise of such rights pending the dispute resolution process, and the Parties may take actions necessary to preserve those rights before this dispute resolution process is completed. However, Parties shall continue to work through this dispute resolution process unless precluded from doing so by other statutes or regulations.

### **7.2.2 Dispute Initiation Notice.**

A Party claiming a dispute shall provide timely notice to the other Parties, describing the matter(s) in dispute and any proposed relief or resolution. Each Party that wishes to participate in dispute resolution shall provide written notice to the other Parties within twenty (20) days of receiving the dispute initiation notice.

### **7.2.3 Informal Meetings.**

The disputing Parties shall hold at least two (2) informal meetings to resolve the dispute, unless agreed otherwise, commencing within thirty (30) days after the dispute initiation notice and concluding within sixty (60) days. The 60-day period may be extended upon mutual agreement of the disputing Parties. If the Parties are unable to resolve the dispute, at least one (1) meeting of the Parties at the management level will be held. The Party claiming the dispute shall be responsible for coordinating all meetings under this section and shall make good faith efforts to coordinate a meeting time and location satisfactory to all disputing Parties.

### **7.2.4 Mediation.**

If a dispute is not resolved pursuant to Section 7.2.3, the disputing Parties may choose a mediator and allocate the costs of the mediator within thirty (30) days of the conclusion of the dispute resolution meetings. The mediation process shall be concluded not later than sixty (60) days after the mediator is selected. The outcome of the mediation process is not binding on the Parties. The above time periods may be shortened or lengthened upon mutual agreement of the disputing Parties.

### **7.2.5 Notice of Resolution.**

The Party initially claiming the dispute shall provide notice pursuant to Section 9.11 to all Parties stating the result of the dispute resolution process.

### **7.2.6 Costs for Dispute Resolution.**

Unless otherwise agreed among the Parties, each Party will bear its costs for its own participation in a dispute resolution process.

### **7.2.7 FERC Filings After Dispute Resolution.**

If the Licensee is required to make a FERC filing relating to an issue that was not successfully resolved through dispute resolution, such filing will include the Licensee's reasons, based on project-specific information, for not adopting a Party's recommendation or for seeking FERC approval without obtaining agency approval. Any other Party may oppose or seek modification of the Licensee's filing.

### **7.2.8 Effect of Dispute Resolution on Other Proceedings.**

The dispute resolution process in this section does not preclude any Party from timely filing and pursuing an action for administrative or judicial relief of any FERC order, compliance matter, or other regulatory action related to the Amended License; provided that any such Party shall initiate dispute resolution pursuant to this Section 7.2 as soon as practicable thereafter or concurrently therewith.

### **7.2.9 Remedies.**

The Parties reserve all remedies for material breach of the Amended License or this Agreement, including seeking a license amendment or other appropriate relief from FERC.

## **SECTION 8. WITHDRAWAL FROM SETTLEMENT**

### **8.1 Withdrawal of a Party from this Agreement.**

**8.1.1** Any Party whose interests are adversely affected by a Material Modification to the terms of this Agreement or the Amended License may withdraw from this Agreement following the completion of dispute resolution (Section 7). For clarity of intent, the Parties agree that Licensee may withdraw following the completion of dispute resolution (Section 7) if (i) Licensee is unable to receive funding for the fish ladder construction after filing the Amendment Application but before the License Amendment is issued by FERC (in which case Licensee may also withdraw the Amendment Application and/or reject the Amended License) or (ii) if the License Amendment, license conditions, Incidental Take Statement or Permit places material risks or costs to Licensee materially inconsistent with the terms of this Agreement. Following completion of the dispute resolution process, the aggrieved Party shall provide notice to the other Parties of its withdrawal from this Agreement. In addition, when a Party ceases to exist and has no successors or assigns, it will be deemed to have withdrawn from this Agreement, but such withdrawal will not automatically give any other Party the right to withdraw.

- 8.1.2** If the Licensee is required to make a FERC filing addressing an issue(s) not successfully resolved through dispute resolution pursuant to Section 7, no Party involved in that dispute may withdraw from this Agreement until FERC issues an order on the Licensee's filing. Any Party materially aggrieved by the FERC order as it relates to the disputed matter and that constitutes a Material Modification may then withdraw pursuant to this section, seek rehearing before FERC, and exercise any other remedy available under applicable law. For issues that do not require a FERC filing, the disputing Party or Parties whose interests are adversely affected by the Material Modification may withdraw from this Agreement following completion of the dispute resolution process set forth in Section 7.

## **8.2 Effective Date of Withdrawal.**

If dispute resolution is unsuccessful and the aggrieved Party provides notice of withdrawal, the withdrawal shall become effective 10 business days after such notice.

## **8.3 Termination of Settlement Agreement.**

- 8.3.1** This Agreement shall terminate on the second year anniversary of the Effective Date if the Licensee has not completed all material plans, specifications, designs and drawings necessary to construct Fish Passage Facilities and initiated all applicable procedures for Permits.
- 8.3.2** This Agreement shall terminate on the fourth year anniversary of the Effective Date if the Licensee has not filed the Amendment Application with the Commission pursuant to Section 3.1.6.
- 8.3.3** Upon expiration of the Amended License and any subsequent annual license(s), or upon withdrawal from this Agreement by the Licensee, this Agreement shall terminate as to all Parties and have no force or effect. The withdrawal of any Party other than the Licensee does not automatically terminate this Agreement for the remaining Parties. The remaining Parties shall meet within 30 days, or as otherwise agreed, to discuss the effect of the withdrawal and whether they will continue to operate under this Agreement. A withdrawing Party shall not be bound by any term contained in this Agreement, except Sections 2.4 and 5.4.
- 8.3.4** Upon any termination pursuant to this Section 8.3, this Agreement shall terminate as to all Parties without recourse, claim, or liability on the part of any Party and shall have no force or effect, except that all Parties shall continue to be bound by Sections 2.5 and 5.4, which shall survive termination.

# **SECTION 9. GENERAL PROVISIONS**

## **9.1 Entire Agreement.**

This Agreement, together with the Appendices attached to and made a part of this Agreement, sets forth the entire agreement of the Parties with regard to the subject matter of this Agreement.

This Agreement is made on the understanding that each term is in consideration and support of every other term, and that each term is a necessary part of the entire Agreement.

## **9.2 Modifications.**

This Agreement may be modified by unanimous written consent of the Parties.

## **9.3 Signatory Authority.**

Each signatory to this Agreement certifies that he or she is authorized to execute this Agreement and to legally bind the Party he or she represents, and that such Party shall be fully bound by the terms hereof upon such signature without any further act, approval or authorization by such party.

## **9.4 No Third-Party Beneficiaries.**

Without limiting the applicability of rights granted to the public pursuant to applicable law, this Agreement shall not create any right or interest in the public, or any member of the public, as a third-party beneficiary of this Agreement, and shall not authorize any non-Party to maintain a suit at law or equity pursuant to this Agreement. The duties, obligations, and responsibilities of the Parties with respect to third parties shall remain as imposed under applicable law.

## **9.5 Successors, Transferees and Assigns.**

This Agreement shall apply to, and be binding on, the Parties and their successors and assigns. No change in ownership of the Project or transfer of the Amended License by the Licensee shall in any way modify or otherwise affect any other Party's interests, rights, responsibilities, or obligations under this Agreement. Unless prohibited by applicable law, the Licensee shall provide in any transaction for a change in ownership of the Project or transfer of the existing or Amended License, that such new owner shall be bound by, and shall assume the rights and obligations of this Agreement upon completion of the change of ownership. In the event applicable law prohibits the new owner from assuming the rights and obligations of this Agreement, any Party may withdraw from this Agreement. The Licensee shall provide written notice to the other Parties at least 30 days prior to completing such transfer of license.

## **9.6 Force Majeure.**

No Party shall be out of compliance with this Agreement as a result of a failure to perform or for delay in performance of any provision of this Agreement, due to force majeure. "Force majeure" means any cause reasonably beyond the Party's control, which could not be avoided with the exercise of due care, whether unforeseen or foreseeable, which occurs without the fault or negligence of the Party whose performance is affected by force majeure. Force majeure may include, but is not limited to: natural disasters, labor or civil disruption, or breakdown or failure of properly maintained Project works. Increased cost for the performance of any action required by this agreement is not considered force majeure. The Party whose performance is affected by force majeure will make all reasonable efforts to promptly resume performance. The Party affected by force majeure shall notify the other Parties of the circumstances of the event that it believes constitutes force majeure by telephone, facsimile, or electronic mail, as soon as it is

reasonably possible and practical to do so. Such notice will include a description of the event causing the delay or anticipated delay, an estimate of the anticipated length of the delay, a description of the measures taken or that will be taken to minimize the delay, and a proposed timetable for the implementation of the measures or performance of the obligation. The Party affected by force majeure shall provide verbal and written notice when it resumes performance of the obligation.

#### **9.7 No Consent to Jurisdiction.**

Execution of this Agreement does not constitute a consent to jurisdiction of any state, federal or Tribal court unless such jurisdiction otherwise exists. Execution of this Agreement also does not constitute a waiver of any immunity or privilege except as provided by law.

#### **9.8 Elected Officials Not To Benefit.**

No member of or delegate to Congress shall be entitled to any share or part of this Agreement or to any benefit that may arise from it.

#### **9.9 No Partnership.**

Nothing in this Agreement shall be construed to constitute the Parties as principal and agent, employer and employee, partners, joint ventures, co-owners, or otherwise as participants in a joint undertaking. No Party shall have the right or authority to assume or create any obligation or responsibility for or on behalf of another Party except as specifically provided in this Agreement.

#### **9.10 Reference to Statutes or Regulations.**

Unless otherwise noted, any reference to any statute, regulation or other document refers to the statute, regulation or document, as it exists on the Effective Date of this Agreement.

#### **9.11 Notices and Communications.**

All written notices to be given pursuant to this Agreement shall be mailed by electronic mail and facsimile, first class mail, or overnight express service, to each Party at the addresses listed in Appendix C or to such subsequent address as a Party shall by written notice identify. Notices shall be deemed to be given on the same business day as any electronic mail or facsimile transmitted before 5:00 p.m., Pacific time, unless the intended recipient demonstrates that the electronic mail or facsimile was not timely received, or on date of receipt if overnight express or other receipt-notification service is used.

For purposes of implementing this Agreement, the Parties agree that the individuals listed in Appendix C shall be designated to be the primary contact person and all written notices shall be posted to these individuals at the addresses listed in Appendix C. Notification of changes in the contact persons or addresses must be made in writing and delivered to all other contact persons as described above. The Licensee will make reasonably available copies of this Agreement, together with all amendments including changes to the Parties' contact information, to the extent that such changes have been provided in writing to the Licensee, upon the request of a Party.

**9.12 Counterparts.**

This Agreement may be executed in any number of counterparts, and each executed counterpart shall have the same force and effect as an original instrument as if all the signatory Parties to all of the counterparts had signed the same instrument. Any signature page of this Agreement may be detached from any counterpart of this Agreement without impairing the legal effect of any signatures, and may be attached to another counterpart of this Agreement identical in form having attached to it one or more signature pages.

**9.13 Waiver.**

The failure of any Party to insist, on any occasion, upon strict performance of any provision of this Agreement, shall not be considered a waiver of any obligation, right or duty of, or imposed upon, such Party.

**9.14 Responsibility for Costs.**

Unless otherwise provided in this Agreement, each Party shall bear its own costs of implementing this Agreement.

**9.15 Review of Other Agency Actions.**

To the extent provided by applicable law, any Party may seek administrative rehearing and judicial review of any action by a Governmental Party that is materially inconsistent with this Agreement.



IN WITNESS WHEREOF the Parties have entered into this Agreement as of the date first above written.

DESCHUTES VALLEY WATER DISTRICT

\_\_\_\_\_

By:\_\_\_\_\_

Title:\_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND WILDLIFE SERVICE

\_\_\_\_\_

By:\_\_\_\_\_

Title:\_\_\_\_\_

US DEPARTMENT OF COMMERCE,  
NATIONAL MARINE FISHERIES SERVICE

\_\_\_\_\_

By:\_\_\_\_\_

Title:\_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF INDIAN AFFAIRS

\_\_\_\_\_

By:\_\_\_\_\_

Title:\_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_

By:\_\_\_\_\_

Title:\_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF LAND MANAGEMENT

\_\_\_\_\_

By:\_\_\_\_\_

Title:\_\_\_\_\_

TROUT UNLIMITED

\_\_\_\_\_

By:\_\_\_\_\_

Title:\_\_\_\_\_

**Appendix A**  
**Proposed License Articles**



**APPENDIX A:  
PROPOSED LICENSE ARTICLES  
OPAL SPRINGS HYDROELECTRIC PROJECT (FERC NO. 5891)**

**Article 1: Opal Springs Fish Passage and Protection Plan**

The Licensee shall implement the Opal Springs Fish Passage and Protection Plan (Attached).

**Article 2: Fish Passage Facilities**

The Licensee shall provide safe, timely, and effective fish passage at the Opal Springs Hydroelectric Project (Project) through implementation of the Amended License.

The Licensee shall design, construct, operate, maintain and monitor a volitional upstream fish ladder located at the Project dam structure to provide salmon and steelhead access to historic spawning and rearing habitats in the Crooked River basin and to provide native fish with foraging and migratory opportunities above the project. The fish ladder shall adhere to the National Marine Fisheries Service (NMFS) 2008 Anadromous Salmonid Passage Facility Design Manual.

The Licensee shall also design, construct, operate, maintain and monitor facilities at the Project to increase the normal maximum diversion pool elevation up to 2,010.31 feet National Geodetic Datum 1929. The increased diversion pool elevation will make water available for bypassing juvenile fish around the turbine penstock and for attracting adult fish up through the bypass reach to the fish ladder entrance.

The Licensee shall develop final design plans and specifications for the installation, operation, maintenance, and monitoring of the fish passage facilities in consultation with and for review by the Fish Passage Work Group (FPWG). Specifically, the detailed fish ladder design phases (50 percent and 90 percent completion stages) will be completed in consultation with the FPWG. Final design plans and specifications shall include: (1) final construction drawings; (2) construction schedule; and (3) a preliminary operation and maintenance (O&M) plan that includes daily, above water visual inspections of all areas within the fish ladder that are accessible to fish and annual dewatered fish ladder inspections. The Licensee shall file the final O&M Plan with the Commission within 120 days after construction is completed, following review and approval of the FPWG. The Licensee shall, within 60 days after issuance of the Amended License, provide the final design plans and specifications to the appropriate Fish Agencies for their approval pursuant to their statutory authority.

The Licensee shall, within 120 days after issuance of the Amended License, file the final design plans and specifications with the Commission for approval. When filing final plans and specifications with the Commission, the Licensee shall include documentation of consultation with the FPWG, copies of comments and recommendations, and specific descriptions of how comments and recommendations from FPWG members have been accommodated. If the Licensee does not adopt an FPWG recommendation, the filing shall include its reasons based on project specific information. If the Licensee files final plans and specifications without first obtaining approvals by the appropriate Fish Agencies pursuant to their statutory authorities, the Licensee shall include specific reasons for doing so.

The Commission reserves the right to require changes to the final fish facility design plans and specifications. Any such changes required by the Commission may also require additional approvals by the appropriate Fish Agencies pursuant to their statutory authorities.

The Licensee shall complete construction of the fish passage facilities within two years of Commission approval.

### **Article 3: Fish Passage Work Group**

The Licensee shall, within 30 days after issuance of the Amended License, establish and convene a Fish Passage Work Group (FPWG) for the purpose of consulting on all aspects of the Settlement Agreement, associated license articles and the Fish Passage and Protection Plan. The Licensee shall convene the FPWG annually, or more frequently if a majority of the FPWG so desire, by no later than February 1 to review the Bypass Flow Accrual Account Allocation Plan and proposed actions for the coming year. The Licensee shall bear all costs associated with conducting FPWG meetings.

The Licensee shall arrange, administer, and chair all meetings. Upon request of a majority of the FPWG members, the Licensee shall provide a meeting facilitator. The facilitator shall be selected by consensus of the FPWG. The Licensee shall provide no fewer than 14 days prior notice of any meeting, unless otherwise agreed to by the FPWG or required to meet a license deadline or other emergency circumstance.

The Licensee shall, within 30 days of each meeting, provide draft meeting minutes for concurrence by the FPWG prior to final distribution. Meeting minutes will include FPWG action items, a summary of issues discussed, decisions reached, and member concerns.

For fish passage related purposes, consultation or consult means that the Licensee shall obtain the views of, and attempt to reach consensus among members of the FPWG. Consultation does not mean consultation under section 7 of the Endangered Species Act or other federal laws requiring consultation unless specifically provided.

#### **Article 4: Bypass Flow Accrual Account**

Upon completion of the fish passage facilities, the Licensee shall establish a Bypass Flow Accrual Account (BFAA). The BFAA will identify “water credits” (in acre-feet) which will be used to identify water available for aiding upstream and downstream fish passage. Water credits will be accrued in lieu of actual stored water, given that the Project has no storage capacity, and turbine discharge will be reduced when exchanging water credits for actual bypass flows. The Licensee shall administer the BFAA for the term of the amended license as follows:

##### **1. Accumulating Credits**

The Licensee shall accrue water credits in the BFAA beginning concurrently with the start of Project operations under the new diversion pool elevation and shall continue to accrue water credits in the BFAA for the License Term. Water credits will accrue as a percentage of instantaneous turbine flow (initially 2.89% and hereinafter referred to as the “Accrual Rate”) under all flow conditions up to the maximum controlled hydraulic capacity of the Project. The maximum controlled hydraulic capacity of the Project is initially 1,913 cfs [the sum of hydraulic capacity at new head (estimated at 1,600 cfs), the license required bypass flow (50 cfs), and spring water and ground water accreting into the bypass reach (263 cfs)]. Water credits will not accrue at total river discharge greater than the maximum controlled hydraulic capacity of the Project.

The Licensee shall, within one year of commencing operations at the new diversion pool elevation, verify all estimates used for determining the maximum controlled hydraulic capacity of the Project. The Licensee shall provide this information to the FPWG at least 45 days prior to filing any proposed modifications with the Commission. The Licensee shall not file with the Commission any proposed modifications of the information used to calculate water credits until any disputes raised by the FPWG have been addressed under the dispute resolution provisions of the Settlement Agreement. Upon Commission approval of any modifications to the information used for calculating water credits, the Licensee shall calculate all subsequent BFAA credits pursuant to the new information.

The Licensee shall periodically reassess spring water and ground water accretion estimates throughout the license term as requested by the FPWG. Any future changes recommended by the Licensee pursuant to periodic review of these parameters, will be further approved by the FPWG prior to the Licensee submitting the new information to the Commission. Upon Commission approval, the Licensee shall calculate all subsequent BFAA credits pursuant to the new information.

The Licensee shall calculate all BFAA credits based on: 1) direct measurements of the hourly turbine discharge data and 2) the gage data from USGS Gage No. 14087400, near Culver, Oregon, below Opal Springs.

The Licensee shall accrue water credits in the BFAA at a rate of between 25% and 45% (“Allocation Percent”) of the increase in power generation attributable to the head increase at the Project. Adjustments to the Allocation Percent will only occur following each successive 5-year Performance Assessment Interval, and only if necessary, pursuant to the Adaptive Management program. The potential for asynchronous monitoring periods notwithstanding, the BFAA Allocation Percent will not be increased more than one time every five years. Allocation Percent increases above 45% may only occur with the approval of the Licensee.

The Licensee shall, until the turbine performance calculation is modified, accrue water credits at a rate of 2.89% of instantaneous turbine flow [(25% Allocation Percent) X (11.54% increase in power generation) = 2.89% Accrual Rate]. The Licensee shall convert real-time accruals into acre-feet for purposes of developing a BFAA Annual Allocation Plan. The Licensee shall develop the BFAA Annual Allocation Plan in consultation with and for approval by the FPWG. The BFAA Annual Allocation Plan will include a current accounting of BFAA water credits (less any water credits advanced the prior year for emergency purposes); a flow forecast for the upcoming year; and an estimate of the water credits that will be accrued over the coming year. The Licensee shall include the BFAA Annual Allocation Plan in its Annual Reports.

The Licensee shall maintain a record of withdrawal requests and actual discharged bypass flows, and shall provide a monthly status of available BFAA water credits to the FPWG within two business days of a request by Oregon Department of Fish and Wildlife and the Confederated Tribes of the Warm Springs Reservation of Oregon (CTWS) (“Fish Managers”) (provided that the CTWS is a signatory to the Settlement Agreement). Water credits not used within a given year will be carried over from year to year until expended, but will not extend beyond the term of the Amended License. The Licensee shall include this information in its Annual Reports.

## 2. Bypass Flow Releases

The Licensee shall provide bypass flows from the BFAA within two business days of receiving a request from the liaison designated by the Fish Managers within the limitations of the approved BFAA Annual Water Plan. The Licensee shall make 10% of the forecasted annual accrual in the BFAA available for emergency use if insufficient water credits are available in the BFAA. Otherwise, only water credits accrued in the BFAA will be available for release. Any water credits advanced to the BFAA by the Licensee will be offset by a debit to the BFAA as soon as possible but by no later than one year from disbursement, unless otherwise agreed to by the Licensee.

The Licensee shall be exempted from providing BFAA flows that would result in a Critical Circumstance, which is potential damage or excess wear and tear to project equipment. The Licensee shall, within one year of initial operations at the new diversion pool elevation and periodically during the term of the amended license, in consultation with the FPWG and supported by engineering concerns, determine specific turbine unit loading that would result in a



Critical Circumstance. If the Licensee determines that a request for flow releases will cause a Critical Circumstance, the Fish Managers may request a lower BFAA flow release that will not cause a Critical Circumstance, or the Fish Managers may request and the Licensee shall shut down the powerhouse and direct all river flows into the bypass reach as long as sufficient water credits are available in the BFAA. The Licensee shall not be required to shut down the powerhouse in response to a BFAA flow request more than one time per week.

If the Project shuts down for other operational, safety, or maintenance reasons resulting in spill, water credits will not be removed from the BFAA.

## **Article 5: Upstream Fish Passage Monitoring, Data Collection, Fish Passage Performance, and Reporting**

The Licensee shall use accepted scientific practices as approved by NMFS, USFWS, BIA, and ODFW for all data collection and monitoring, and shall ensure that data collection standards are being met. The Licensee shall provide raw monitoring data to the FPWG within two business days of a Fish Manager request. The Licensee shall include all data in its Annual Reports.

### **1. Fish Ladder Monitoring**

The Licensee shall, upon completion of the fish passage facilities, continuously monitor the passage of adult fish >12" in length through the fish ladder for the term of the Amended License (Table 1). The Licensee shall identify and enumerate fish migrating through the fish ladder using video, electronic counter and/or adult trapping as determined by the FPWG, to identify species, passage date, and passage time. The Licensee shall provide this information to the FPWG within two business days of a Fish Manager request and shall include all fish passage information (for example, number by species, passage date, and passage time) in its Annual Reports.

### **2. Fish Migration Delay**

The Licensee shall, for the initial five years after the release of adult steelhead or Chinook salmon upstream of the Pelton Round Butte Project, unless otherwise agreed to by the FPWG, implement observational techniques (in addition to radio-telemetry monitoring, as specified in this article) to identify any potential adult fish migration delays in the Project tailrace and bypass reach. The Licensee shall make direct observations on foot, by snorkel and/or through hydroacoustic spot-checks of the Project tailrace and bypass reach at least every two to three days, as determined by the FPWG, during the steelhead and Chinook salmon upstream passage seasons and shall provide this information to the FPWG within two business days of a Fish Manager request. The Licensee shall include all information from these observations in its Annual Reports. The Licensee shall report any indications of fish delay to the FPWG within 24 hours of the observation.

### 3. Fish Passage Performance

The Licensee shall, for the duration of the three 5-year Performance Assessment Intervals identified in the Adaptive Management program, or until any 5-year Performance Assessment Interval demonstrates that the 97% upstream fish passage Performance Goals have been met for adult steelhead and Chinook salmon, monitor adult steelhead and Chinook salmon passing through the lower Crooked River, Project tailrace, bypass reach, fish ladder, and diversion pool (either as upstream migrants or fish that fall back after passing upstream using the ladder). The Licensee shall calculate the percent passage success for adult steelhead and Chinook salmon as the number of fish that passed upstream through the fish ladder and diversion pool, minus any fish killed during fallback, divided by the number that entered the Project tailrace (after subtracting fish known to have exited the Crooked River or to have spawned successfully below the Project).

The Licensee shall monitor upstream fish passage performance during the initial 5-year Performance Assessment Interval using radio-telemetry. For radio-telemetry, the Licensee shall monitor at least 25 radio-tagged adult salmon (adult steelhead, adult Chinook salmon, or a combination of adult steelhead and Chinook salmon), annually. Should the FPWG make a determination that fewer than 25 radio-tagged adult steelhead and Chinook salmon are expected to enter the Crooked River from downstream radio-tagging studies during any annual monitoring period, the Licensee shall radio tag a sufficient number of adult steelhead and Chinook salmon, if available from a trap located within the Project fish ladder, to make up the anticipated short fall.

The Licensee shall release the radio-tagged fish downstream of the Project tailrace within the Crooked River. The Licensee shall monitor these radio-tagged adult steelhead and Chinook salmon, and any additional adult steelhead and Chinook salmon that are radio-tagged downstream of the Project by other parties, through an array of fixed-station antennae installed, operated, and maintained by the Licensee to record fish movements through the Project tailrace, bypass reach, fish ladder and diversion pool.

The Licensee shall assess the fish passage Performance Objectives during the second and third 5-year Performance Assessment Intervals using external tags and a mark and recapture protocol, or, by agreement of the FPWG, through some other appropriate method.

Once the Licensee has demonstrated, through the results of any of the 5-year Performance Assessment Intervals, that the 97% upstream fish passage Performance Goals for adult steelhead and Chinook salmon have been met, upstream fish passage performance assessment monitoring shall be limited to a one year fish passage performance monitoring assessment every five years to determine if the goals are continuing to be met. If the upstream fish passage Performance Goals for adult steelhead and Chinook salmon fall below the required fish passage Performance Goals, as determined by a one year fish passage performance monitoring assessment, the

Licensee shall resume annual monitoring assessments and Adaptive Management as described in this Amended License.

The Licensee is solely responsible for implementing the upstream fish passage performance monitoring requirements. Costs incurred by the Licensee above an annual amount of \$50,000 solely for implementation of the monitoring required in section 3 of this license article to assess the fish passage performance standards may be off-set by a reduction in the BFAA annual Allocation Percent under the following conditions: 1) available monitoring information must demonstrate that the 90% upstream and downstream fish passage Performance Standards for steelhead and Chinook salmon are being met, and will continue to be met under the proposed BFAA reduction; 2) reductions in the BFAA annual Allocation Percent may be up to, and shall not exceed 5% in any one year; and 3) the Licensee shall provide the FPWG an accounting of the capital, expense, and labor costs incurred on an annual basis for upstream fish passage monitoring, and a determination of the value of the BFAA Allocation Percent reduction in then current dollars, to account for any reduction of the annual BFAA Allocation Percent.

At a minimum, the Licensee shall provide an assessment of the following adult steelhead and Chinook salmon metrics in the applicable Annual Reports: 1) total Project passage; 2) percent passage success, number of fallback fish, and cumulative passage timing of steelhead and Chinook salmon; and, 3) travel time through the bypass reach, fish accumulation (if any) within the bypass reach, variation in rates of ladder passage, and the time elapsed from first entering the Project tailrace until exiting the diversion pool.

For bull trout, the Licensee shall provide in its Annual Reports, an assessment of the number, size, and passage timing (diel and seasonal) of bull trout passing through the fish ladder.

Following each 5-year Performance Assessment Interval the Licensee shall, in that year's Annual Report, provide a 5-year assessment of its status in meeting the fish passage Performance Objectives.

Table 1: Upstream Monitoring Schedule

Monitoring Term	Monitoring Start Time	
	Upon Completion of Fish Passage Facilities	Upon Release of Adult Fish at Pelton Round Butte
<b>Duration of Amended License</b>	Continuous monitoring of fish >12" in length migrating through the fish ladder to identify species, passage date, and passage time.	
<b>Five Years</b>		Implement observational techniques to identify any potential adult fish migration delays in the Project tailrace and bypass reach every other day during the steelhead and Chinook salmon upstream passage seasons.
<b>Duration of Adaptive Management Program</b>		Monitor steelhead and Chinook salmon passing through the lower Crooked River, Project tailrace, bypass reach, fish ladder, and diversion pool, through radio-telemetry or other methods as necessary to assess fish passage Performance Objectives.

## **Article 6: Downstream Fish Passage Monitoring, Fish Passage Performance, Data Collection, and Reporting**

The Licensee shall use accepted scientific practices as approved by NMFS, USFWS, BIA, and ODFW for all data collection and monitoring and shall ensure that data collection standards are being met. The Licensee shall provide raw monitoring data to the FPWG within two business days of a Fish Manager request. The Licensee shall include all data in its Annual Reports.

### **1. Diurnal, Seasonal, and Inter-Annual Variation**

The Licensee shall, for the initial seven years following fish facility construction, or as otherwise agreed to by the FPWG, monitor by acoustic detection, or other appropriate method as agreed to by the FPWG, diurnal, seasonal and inter-annual variation in the relative abundance and timing of juvenile salmonids (particularly smolts) emigrating downstream through Project facilities.

This information is intended to provide the FPWG sufficient information to manage the BFAA for downstream fish passage and to establish migration trends over time. The Licensee shall include annual assessments of juvenile fish relative abundance and emigration timing in its Annual Reports, and shall provide this information to the FPWG within two business days of a Fish Manager request.

## 2. Fish Passage Performance

The Licensee shall, for the duration of the three 5-year Performance Assessment Intervals required by the Adaptive Management program, monitor at least 25 radio-tagged steelhead smolts annually. The Licensee's monitoring program may utilize radio-tagged juvenile steelhead that are radio-tagged upstream by other parties. Should the FPWG make a determination that less than 25 radio-tagged steelhead smolts will pass through the Project by May 1 of any given year, the Licensee shall tag a sufficient number of smolts to make up the shortfall. The Licensee shall monitor these juvenile steelhead as they enter the diversion pool, enter the turbine penstock or fish ladder, pass over each operable spillway gate, exit the bypass reach, exit the Project tailrace, and exit the lower Crooked River. The Licensee shall include this information in its Annual Reports.

The Licensee shall install, operate, and maintain fixed-station antennae positioned to record these fish movements. Antennae will be capable of differentiating between individual spillway gates, the turbine penstock, tailrace, and bypass reaches, and exit from the Crooked River into Lake Billy Chinook.

Following each 5-year Performance Assessment Interval the Licensee shall, in that year's Annual Report, provide a 5-year assessment of its status in meeting the fish passage Performance Objectives. The Licensee shall calculate percent survival estimates for downstream migrants from aggregated 5-year telemetry data as the number of radio-tagged fish that passed through the Project area to reach Lake Billy Chinook (minus any mortalities) divided by the number that originally entered the Project diversion pool, with possible adjustments to this algorithm dependent on agreement by the FPWG.

Table 2: Downstream Monitoring Schedule

<b>Monitoring Term</b>	<b>Monitoring Requirements to Begin Upon Completion of Fish Passage Facilities</b>
<b>Seven Years</b>	Monitor by acoustic detection, or other appropriate method, diurnal, seasonal and inter-annual variation in the relative abundance and timing of juvenile salmonids (particularly smolts) emigrating downstream through Project facilities.
<b>Duration of Adaptive Management Program</b>	Monitor at least 25 radio-tagged steelhead smolts annually.

**Article 7: Fish Passage Performance Objectives**

The Licensee shall strive to achieve the following fish passage Performance Objectives through the implementation of the Adaptive Management program. The License shall be considered in compliance with this license article so long as the fish passage Performance Objectives are met, or the Licensee is working towards meeting the fish passage Performance Objectives through implementation of the Adaptive Management program.

Upstream Fish Passage Performance Objectives:

<u>Species</u>	<u>Standard</u>	<u>Goal</u>
Steelhead and Chinook salmon adults	≥90% successful upstream passage of migratory adults, with ≥90% of those adults that do successfully pass the Project doing so by a specified date each year (date to be determined by FPWG through project evaluations). Fish that perish when falling-back after dam passage will be considered unsuccessful migrants.	≥97% successful upstream passage of migratory adults destined for areas above the Project. Fish that perish when falling-back after dam passage will be considered unsuccessful migrants.
Bull trout adults and sub-adults	≥90% successful upstream passage, with the standard assumed to be met if the standard for steelhead adults is met at the Project.	≥97% successful upstream passage, with the goal assumed to be met if the goal for steelhead adults is met at the Project.

Downstream Fish Passage Performance Objectives:

<u>Species</u>	<u>Standard</u>	<u>Goal</u>
Steelhead and Chinook salmon smolts	≥90% passage survival	≥97% passage survival
Bull trout adults and sub-adults	Assumed to be met if the ≥90% passage survival standard for steelhead smolts is met and levels of upstream passage by bull trout >12" at the Project do not exceed 1,000 fish on an annual basis.	Assumed to be met if the ≥97% passage survival goal for steelhead smolts is met.

Following each 5-year Performance Assessment Interval the Licensee shall, in that year's Annual Report, provide a 5-year assessment of its status in meeting the fish passage Performance Objectives.

## **Article 8: Adaptive Management**

The Licensee shall implement this Adaptive Management program for the term of the Amended License to help it meet or exceed the fish passage Performance Objectives.

The Adaptive Management program includes: (1) increases to the BFAA at specified intervals if the fish passage Performance Objectives are not met; (2) two tiers of fish passage improvement measures (Tier 1 and Tier 2) that may be necessary to improve fish passage efficiency or to meet the fish passage Performance Objectives; (3) Monitoring, Data Collection, and Reporting as required in this amended license; and (4) modification of Project turbine intake trash racks if necessary to address adult steelhead turbine mortality.

The Licensee shall implement the Adaptive Management program in three 5-year Performance Assessment Intervals and shall provide an assessment of its status in meeting the fish passage Performance Objectives following each 5-year Performance Assessment Interval. The Licensee shall continue upstream and downstream fish passage monitoring for the duration of the three 5-year Performance Assessment Intervals regardless of whether it has met the fish passage Performance Objectives. If any of the fish passage Performance Goals have not been met by the end of the third 5-year Performance Assessment Interval, additional fish passage improvement measures and related monitoring activities will be determined by the FPWG, and implemented by the Licensee. The Licensee shall include annual monitoring information and 5-year assessments in its Annual Reports.

### **1. Implementation**

The Licensee shall implement additional fish passage measures based on information collected during project monitoring and the status of achieving the fish passage Performance Objectives. Additional measures are organized into two tiers (Tier 1 and Tier 2 - see part 3 of this license article). The Licensee shall implement specific Tier 1 measures at any time as directed by the FPWG (or as required through Dispute Resolution as defined in the Settlement Agreement) in response to Obvious Fish Passage Problems (for example, indications that upstream or downstream fish migrants are not effectively bypassing the Project) or, in response to any 5-year performance assessment if needed to achieve the applicable fish passage Performance Objective.

If additional Tier 1 measures are directed by the FPWG in response to upstream or downstream Obvious Fish Passage Problems, the Licensee shall implement the measures within one year of FPWG approval, unless otherwise agreed to by the FPWG. With the exception of modifications to Project trash racks, implementation of Tier 1 measures will neither re-start nor increase the



then current 5-year Performance Assessment Interval. However, any modifications to Project trash racks will automatically restart the then current 5-year Performance Assessment Interval.

If Tier 1 measures are required to meet an applicable fish passage Performance Objective following a complete 5-year Performance Assessment Interval, the Licensee shall implement the measures as soon as possible but in no case shall implementation take longer than one year unless otherwise agreed to by the FPWG. The next 5-year Performance Assessment Interval shall begin following implementation of the Tier 1 measures. The Licensee shall continue annual monitoring regardless of its status in implementing Tier 1 measures.

The Licensee shall implement Tier 2 measures following the third 5-year Performance Assessment Interval if the fish passage Performance Goals have not been met.

## 2. Required Actions

Following each 5-year Performance Assessment Interval the Licensee shall, in that year's Annual Report, provide a 5-year assessment of its status in meeting the fish passage Performance Objectives. The assessment will rely upon information collected annually from upstream and downstream fish passage monitoring.

**2.1 1<sup>st</sup> 5-year Performance Assessment Interval:** The Licensee shall, following the first 5-year Performance Assessment Interval, take actions in one of the following categories based on the point estimate of the aggregated annual data:

- 97 percent or greater passage effectiveness or survival. No additional Tier 1 measures and no increase to the BFAA Allocation Percent will occur at this time.

The Licensee may, at its discretion, develop a study of BFAA effectiveness, for approval by the FPWG, to determine whether the BFAA has been over-allocated (less water is needed to meet fish passage Performance Goals or, for resident species, to ensure safe, timely, and effective passage). If it is determined by the FPWG that the BFAA is over-allocated, the Allocation Percent will be reduced consistent with the level of over allocation, upon agreement of the FPWG.

- 90 percent or greater, but less than 97 percent passage effectiveness or survival. The Licensee shall implement applicable Tier 1 measures, as required by the FPWG, in an effort to achieve the Fish Passage Performance Standards.
- Less than 90 percent passage effectiveness or survival. The Licensee shall implement applicable Tier 1 measures, as required by the FPWG, and shall increase the BFAA Allocation Percent to 35%.

- If more than 1,000 bull trout use the ladder annually, and measured performance of downstream steelhead smolt survival is less than 97%, the Licensees shall implement Tier 1 measures as required by the FPWG.

**2.2 2<sup>nd</sup> 5-year Performance Assessment Interval:** The Licensee shall, following the second 5-year Performance Assessment Interval, take actions in one of the following categories based on the point estimate of the aggregated annual data:

- 97 percent or greater passage effectiveness or survival. No additional Tier 1 measures and no increase to the BFAA Allocation Percent will occur at this time.

The Licensee may, at its discretion, develop a study of BFAA effectiveness over a range of flow conditions, for approval by the FPWG, to determine whether the BFAA has been over-allocated (less water is needed to meet fish passage Performance Goals or, for resident species, to ensure safe, timely, and effective passage). If it is determined by the FPWG that the BFAA is over-allocated, the Allocation Percent will be reduced consistent with the level of over allocation, upon agreement of the FPWG.

- 90 percent or greater, but less than 97 percent passage effectiveness or survival. The Licensee shall implement all remaining and applicable Tier 1 measures, as required by the FPWG, in an effort to achieve the Fish Passage Performance Standards.
- Less than 90 percent passage effectiveness or survival. The Licensee shall implement all remaining and applicable Tier 1 measures, as required by the FPWG, and shall increase the fisheries BFAA Allocation Percent to 45%.
- If more than 1,000 bull trout use the ladder annually, and measured performance of downstream steelhead smolt survival is less than 97%, the Licensees shall implement Tier 1 measures as required by the FPWG.

**2.3 3<sup>rd</sup> 5-year Performance Assessment Interval:** The Licensee shall, following the third 5-year Performance Assessment Interval, take actions in one of the following categories based on the point estimate of the aggregated annual data:

- If all Fish Passage Performance Goals have been met: No additional Tier 1 measures and no increase to the BFAA Allocation Percent will occur at this time. The Licensee shall continue monitoring fish passage for the term of the Amended License and shall provide summaries of this monitoring information, and other salmonid data that may be available from other sources within the project area, annually.

The Licensee may, at its discretion, develop a study of BFAA effectiveness over a range of flow conditions, for approval by the FPWG, to determine whether the BFAA has been

over-allocated (less water is needed to meet Fish Passage Performance Goals or, for resident species, to ensure safe, timely and effective passage). If it is determined by the FPWG that the BFPA is over-allocated, the Allocation Percent will be reduced consistent with the level of over allocation, upon agreement of the FPWG.

- If one or more of the Fish Passage Performance Goals have not been met: The Licensee shall meet with the FPWG as soon as possible, but by no later than February 1 of the next year, to determine: (1) whether implementation of any remaining Tier 1 measures is likely to meet the applicable Goal; or (2) whether major improvements are required (a “Tier 2 Determination”).
  - If the FPWG determines that additional Tier 1 measures are warranted, the Licensee shall implement the relevant measures as soon as possible and shall resume monitoring as described for upstream and downstream fish passage for a period of 3 years. Following this 3-year monitoring cycle, the Licensee shall meet again with the FPWG to determine whether the applicable Goals have been met, or whether additional major improvements are required.
  - If the FPWG determines that Tier 2 major improvements are required, the Licensee shall, in consultation with and subject to the approval of the FPWG, identify specific Tier 2 measures and a necessary monitoring and evaluation plan for implementation. The Licensee shall, within 90 days of this determination, propose an action plan and schedule for implementing the Tier 2 measures. After review and approval by the FPWG, the Licensee shall file the action plan with the Commission for its approval.
  - The Commission reserves the right to require changes to any Tier 2 measure. Any such changes required by the Commission may also require additional approvals by the appropriate Fish Agencies pursuant to their statutory authorities. The Licensee shall implement the Tier 2 measures and the monitoring and evaluation plan upon Commission approval.
- If more than 1,000 bull trout use the ladder annually, and measured performance of downstream steelhead smolt survival is less than 97%, the Licensees shall implement additional measures as required by the FPWG.

### 3. Tier 1 Measures

#### **Upstream Passage Measures:**

- Remove peninsula that currently separates the tailrace from the bypass channel in order to reduce unacceptable adult delay at the powerhouse.
- Construct structures in the bypass channel to concentrate flows and provide necessary cues to help adult migrants reach and find the fish ladder entrance.
- Move rocks and boulders in the bypass reach downstream of the fish ladder entrance to provide for adult passage in most flow conditions.
- Other enhancements to the bypass channel.
- Adjustments or minor (“fit and finish”) modifications to the ladder to optimize performance.
- Install and operate behavioral deterrents to fish movement toward and into the Project intake.
- Modify spill gate operations.
- Other measures proposed by the FPWG, and approved by the Licensee.

#### **Downstream Passage Measures:**

- Install or modify flow guidance devices on the downstream face of the dam to concentrate flow or otherwise improve smolt survival.
- Other enhancements to the bypass channel.
- Install and operate behavioral deterrents, which could include experimental technologies, to guide fish away from the Project intake.
- Other physical modifications that may be suggested by the FPWG, and agreed to the Licensee, in lieu of additional BFAA water.
- Predation control in the impoundment; the need for which will be determined by periodic assessments as agreed to by the FPWG.
- Modify spill gate operations.
- Other measures proposed by the FPWG, and approved by the Licensee.

#### 4. Trash Rack Modifications

If the adult steelhead or the downstream bull trout fish passage Performance Standard is not likely to be met due to high turbine mortality in any two of three years of a 5-year assessment interval, the Licensee shall modify its trash racks in an effort to reduce adult turbine mortality, unless the FPWG decides otherwise or identifies an alternative solution. The following guidelines will govern trash rack modifications:

- New racks will be located in the existing stop-log slots and will be supplemental to the existing racks unless otherwise agreed to by the Licensee.
- New racks will only be deployed seasonally, during the applicable adult migrations, as determined by FPWG.
- The then current Performance Assessment Interval will restart once the new trash racks are installed.

#### 5. Tier 2 Measures

- Increase water allocated to the BFAA.
- Modify powerhouse turbines to include a more fish friendly configuration.
- Install training walls between the fish ladder exit and the turbine intake.
- Extend the fish ladder upstream into the forebay.
- Install fish barriers or deterrents in the trailrace.
- Install experimental devices in the Project diversion pool to facilitate guidance of fish downstream past the project.
- Other measures proposed by the FPWG, and approved by the Licensee.

The Licensee may, at any time, propose to implement Tier 2 measures. After review and approval by the FPWG, the Licensee shall develop a plan and schedule in consultation with the FPWG and shall implement the proposed measure following all required approvals. Implementation of Tier 2 measures will be followed by a continuation of the Adaptive Management program described above.

## **Article 9: Annual Report**

The Licensee shall file Annual Reports for the term of this Amended License. The Licensee shall, by December 15 annually, provide a draft Annual Report to the FPWG and provide at least 30-days for review and approval. The Annual Report will address all activities within that calendar year and will include: (1) Operations and Maintenance (O&M) relating to the fish passage facilities and planned O&M for the upcoming year; (2) annual BFAA Allocation Plan; (3) Monitoring and Evaluation (M&E) relating to the Adaptive Management program and the Fish Passage and Protection Plan; (4) description of planned monitoring activities for the upcoming year; (5) status of the Adaptive Management program and related measures; (6) the 5-year assessments required by the Adaptive Management program; and (7) any proposed changes to the Fish Passage and Protection Plan.

The Licensee shall file Annual Reports with the Commission by March 1. When filing Annual Reports with the Commission, the Licensee shall include documentation of consultation; copies of comments and recommendations; and specific descriptions of how comments and recommendations from FPWG members have been accommodated. If the Licensee does not adopt a recommendation, the filing shall include its reasons based on Project specific information. If the Licensee files an Annual Report without obtaining concurrence from the FPWG, the Licensee shall include specific reasons for doing so.

The Licensee shall implement planned O&M measures, requests for releases of BFAA accumulated water, M&E measures, and Tier 1 and Tier 2 measures as described in its Annual Reports.

## **Article 10: Inspection and Notice**

The Licensee shall permit members of the Fish Passage Work Group, at any reasonable time, access to, through, and across Project lands and works for the purpose of inspecting fish passage facilities and related records pertaining to the operation of the Project and implementation of the Amended License. The Licensee shall require reasonable notice of such inspections and shall establish reasonable safety and security procedures for parties engaged in such inspections.

## **Article 11: Abandonment of Anadromous Fish Reintroduction**

In the event that the NMFS, U.S. Fish and Wildlife Service, and ODFW, each notify the Commission that all efforts to re-introduce anadromous fish to the Upper Deschutes River Sub-basin have failed and have been discontinued, the Licensee's responsibilities to achieve steelhead and Chinook salmon performance standards shall cease and any associated monitoring and evaluation responsibilities shall terminate. The Licensee shall continue to operate the ladder for use by native resident fish, including bull trout, conduct associated monitoring for native resident fish, and provide water credits to the Bypass Flow Accrual Account for purposes of providing an

ongoing benefit to native resident fish. The allocation shall be 25% of the increased hydroelectric potential resulting from the new diversion pool elevation.

The Licensee may, at its discretion, develop a study of BFAA effectiveness over a range of flow conditions, for approval by the FPWG, to determine whether the BFAA has been over-allocated (less water is needed) to meet fish passage needs of resident native fish. If it is determined by the FPWG that the BFAA is over-allocated, the allocation rate will be reduced consistent with the level of over allocation, upon agreement of the FPWG.

#### **Article 12: Revised Exhibits**

Within 90 days of the completion of any construction of facilities, modification of project boundaries, or any other action required by this license that results in changes to Exhibits A, F and G, the Licensee shall file for Commission approval revised Exhibits A, F, and G, as appropriate, to show those project facilities and lands as built or modified. The exhibits shall have sufficient detail to adequately delineate the relative location of project features. The Licensee shall submit six copies to the Commission, one copy to the Commission's Portland Regional Engineer, and one to the Director, Division of Hydropower Administration and Compliance.

#### **Article 13: Review and Approval of Final Plans and Specifications**

At least 60 days before starting any license-related construction activities, the Licensee shall submit one copy to the Division of Dam Safety and Inspections, Portland Regional Engineer and two copies to the Commission (one of these shall be a courtesy copy to the Director, Division of Dam Safety and Inspections), of a supporting design report and final contract plans and specifications. Construction may not commence until authorized by the Regional Engineer.

#### **Article 14: Quality Control and Inspection Program**

At least 60 days before starting any license-related construction activities, the Licensee shall submit one copy to the Division of Dam Safety and Inspections, Portland Regional Engineer and two copies to the Commission (one of these shall be a courtesy copy to the Director, Division of Dam Safety and Inspections), of the Quality Control and Inspection Program (QCIP) for the Commission's review and approval. The QCIP shall include a sediment and erosion control plan.

#### **Article 15: Cofferdam Construction Drawings**

Before starting construction, the Licensee shall review and approve the design of contractor designed cofferdams and deep excavations. At least 30 days before starting construction of the cofferdams, the Licensee shall submit one copy to the Division of Dam Safety and Inspections, Portland Regional Engineer and two copies to the Commission (one of these copies shall be a

courtesy copy to the Director, Division of Dam Safety and Inspections), of the approved cofferdam construction drawings and specifications and the letters of approval.

#### **Article 16: Temporary Emergency Action Plan**

At least 60 days before starting construction, the Licensee shall submit one copy to the Division of Dam Safety and Inspections, Portland Regional Engineer and two copies to the Commission (one of these shall be a courtesy copy to the Director, Division of Dam Safety and Inspections), of the Temporary Emergency Action Plan (TEAP) for the Commission's review and approval. The TEAP shall describe emergency procedures in case failure of a cofferdam, large sediment control structure, or any other water retaining structure could endanger construction workers or the public. The TEAP shall include a notification list of emergency response agencies, a plan drawing of the proposed cofferdam arrangement, the location of safety devices and escape routes, and a brief description of testing procedures.



IN WITNESS WHEREOF the Parties have entered into this Agreement as of the date first above written.

DESCHUTES VALLEY WATER DISTRICT

*Date September 23, 2015*  
By: *[Signature]*  
Title: *Chairman*

US DEPARTMENT OF INTERIOR, FISH AND WILDLIFE SERVICE

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE,  
NATIONAL MARINE FISHERIES SERVICE

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US  
BUREAU OF INDIAN AFFAIRS  
\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US  
BUREAU OF LAND MANAGEMENT  
\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

TROUT UNLIMITED

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

IN WITNESS WHEREOF the Parties have entered into this Agreement as of the date first above written.

DESCHUTES VALLEY WATER DISTRICT

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By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND WILDLIFE SERVICE

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By: \_\_\_\_\_

Title: \_\_\_\_\_

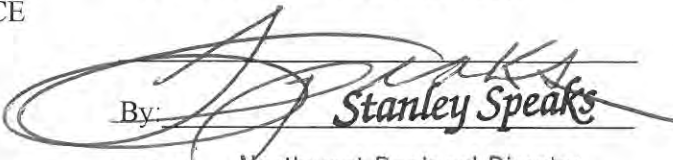
US DEPARTMENT OF COMMERCE,  
NATIONAL MARINE FISHERIES SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF INDIAN AFFAIRS

By:  Stanley Speaks

Title: Northwest Regional Director

SEP 21 2015

OREGON DEPARTMENT OF FISH AND WILDLIFE

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By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF LAND MANAGEMENT

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By: \_\_\_\_\_

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DESCHUTES VALLEY WATER DISTRICT

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NATIONAL MARINE FISHERIES SERVICE

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BUREAU OF INDIAN AFFAIRS

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OREGON DEPARTMENT OF FISH AND  
WILDLIFE

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By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US  
BUREAU OF LAND MANAGEMENT

\_\_\_\_\_  
By: Michelle Melwain

Title: Field Mgr, Deschutes R/A,  
Acting

TROUT UNLIMITED

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By: \_\_\_\_\_

Title: \_\_\_\_\_

IN WITNESS WHEREOF the Parties have entered into this Agreement as of the date first above written.

DESCHUTES VALLEY WATER DISTRICT

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US DEPARTMENT OF INTERIOR, FISH AND  
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US DEPARTMENT OF COMMERCE,  
NATIONAL MARINE FISHERIES SERVICE

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By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US  
BUREAU OF INDIAN AFFAIRS

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By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND  
WILDLIFE

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By: Curtis E. Miller

Title: Director

US DEPARTMENT OF INTERIOR, US  
BUREAU OF LAND MANAGEMENT

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By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

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By: \_\_\_\_\_

Title: \_\_\_\_\_

IN WITNESS WHEREOF the Parties have entered into this Agreement as of the date first above written.

DESCHUTES VALLEY WATER DISTRICT

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By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

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By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE,  
NATIONAL MARINE FISHERIES SERVICE

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By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US  
BUREAU OF INDIAN AFFAIRS

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By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND  
WILDLIFE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US  
BUREAU OF LAND MANAGEMENT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

September 25, 2015

By: Chandra Jensen

Title: OR Water Policy Advisor

IN WITNESS WHEREOF the Parties have entered into this Agreement as of the date first above written.

DESCHUTES VALLEY WATER DISTRICT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

September 22, 2015

By: Paul WLS

Title: Acting State Supervisor

US DEPARTMENT OF COMMERCE,  
NATIONAL MARINE FISHERIES SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US  
BUREAU OF INDIAN AFFAIRS

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By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND  
WILDLIFE

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By: \_\_\_\_\_

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US DEPARTMENT OF INTERIOR, US  
BUREAU OF LAND MANAGEMENT

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By: \_\_\_\_\_

Title: \_\_\_\_\_

## **Appendix B**

### **Opal Springs Fish Passage and Protection Plan**







## Opal Springs Fish Passage and Protection Plan

Appendix B to August 2011 Settlement Agreement for Fish  
Passage at Opal Springs Hydroelectric Project (FERC No. 5891)

September, 2015



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## ACRONYMS

BFAA	Bypass Flow Accrual Account
BIA	U.S. Bureau of Indian Affairs
BLM	U.S. Bureau of Land Management
BoR	U.S. Bureau of Reclamation
cfs	Cubic feet per second
CRWC	Crooked River Watershed Council
CTWS	Confederated Tribes of the Warm Springs Reservation of Oregon
DIDSON	Dual Frequency Identification Sonar
DVWD	Deschutes Valley Water District
ESA	Endangered Species Act
FERC	Federal Energy Regulatory Commission
FPWG	Fish Passage Work Group
FWS	U.S. Fish and Wildlife Service
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
NOAA	U.S. National Marine Fisheries Service
ODFW	Oregon Department of Fish and Wildlife
PGE	Portland General Electric
PLA	Proposed License Article
PRB	Pelton Round Butte
CMP	Corrugated Metal Pipe
SA	Settlement Agreement
SWW	Selective Water Withdrawal Facility
USGS	U.S. Geological Survey
WSEL	Water Surface Elevation

## DEFINITIONS

Accrual Rate ( <i>Arate</i> )	Percentage of instantaneous turbine flow allocated to the BFAA, under all flow conditions up to the maximum controlled hydraulic capacity of the Project. The maximum controlled hydraulic capacity of the Project is initially 1,913 cfs [the sum of hydraulic capacity at new head (estimated at 1,600 cfs), the license required bypass flow (50 cfs), and spring water and ground water accreting into the bypass reach (263 cfs)]. Water credits will not accrue at total river discharge greater than the maximum controlled hydraulic capacity of the Project.
Allocation Percent	Percentage of increased hydroelectric potential to be allocated to the BFAA under this plan's adaptive management provisions.
Agencies	US Department of Interior, Fish and Wildlife Service (USFWS); US Department of Commerce, National Marine Fisheries Service (NMFS); US Department of Interior, Bureau of Indian Affairs (BIA); US Department of Interior, Bureau of Land Management BLM; and, Oregon Department of Fish and Wildlife (ODFW); Confederated Tribes of the Warm Springs Reservation of Oregon (CTWS), provided that the CTWS is a signatory to the Settlement Agreement.
Consultation or Consult	To obtain the views and attempt to reach consensus among the parties whenever the Opal Springs Fish Passage and Protection Plan, the proposed License Articles (Appendix A) and/or the Amended License requires the DVWD to consult. "Consultation" shall not mean consultation under Section 7 of the Endangered Species Act or other federal law unless specifically required.
Critical Circumstance	A situation in which load on the generating unit drops, as a result of BFAA releases, to less than that which is necessary to avoid risks of equipment damage or excessive wear as a result of reducing flows through the intake.
Effective Date	Effective Date of the Settlement Agreement, as provided for under Section 2.8 of the Opal Springs Hydroelectric Project Fish Passage Settlement Agreement
Fish Agency	NMFS, USFWS, BIA, ODFW and CTWS (provided that the CTWS is a signatory to the Settlement Agreement).
Fish Managers	ODFW and CTWS (provided that the CTWS is a signatory to the Settlement Agreement).

Licensee	DVWD and its successors
Increased Hydroelectric Potential ( $\Delta p$ )	Increase in hydroelectric potential resulting from increasing the generating head of the Project, where $\Delta p$ is adjusted to account for the change in hydroelectric potential of water, such that allocation of 100% to BFAA could not result in a net loss of hydroelectric generation potential from current operations
Performance Assessment Interval	5-year interval identified within the Adaptive Management Program for accumulating annual information into a robust data set whereby point estimates are intended to meet a 95% confidence interval for that 5-year period. Changes in BFAA allocations will be based on the point estimate generated during each Performance Assessment Interval. A Performance Assessment Interval will re-start every five years or in response to trash rack modifications.
Project	Opal Springs Hydroelectric Project (FERC No. 5891)
Tier 2 Determination	A determination made by the FPWG, after completion of all 3, 5-year Performance Assessment Intervals and completion of all applicable Tier 1 physical and operational modifications identified in this Plan, regarding the need for implementation of Tier 2 measures if fish passage Performance Goals established for the Project have not been met and cannot be met without additional major improvements.
Performance Objectives	Suite of indices to measure Project performance.
Obvious Fish Passage Problems	A qualitative assessment for purposes of determining immediate need to implement Tier 1 modifications. Obvious Fish Passage Problems include indications that upstream migrants are searching for but having trouble finding and successfully utilizing the fish ladder in a timely manner. It may also include indications that downstream migrants are having trouble successfully utilizing downstream passage alternatives.





## 1 INTRODUCTION AND BACKGROUND

The Opal Springs Hydroelectric Project (Project), located south-west of the town of Culver in Jefferson County on the Crooked River in Central Oregon presents a fish passage barrier for extant populations of native redband trout and migratory bull trout. Anadromous fish have been extirpated for over 40 years above the downstream Pelton Round Butte Hydroelectric Project, FERC No. 2030 (PRB Project); therefore, fish passage was not a requirement of the 1982 license granted to the Deschutes Valley Water District (DVWD, or Licensee) to construct and operate the Opal Springs Hydroelectric Project, FERC No. 5891 (Project), located near River Mile (RM) 0.7 of the Crooked River. The Project's license expires in 2032.

With the re-licensing of the PRB Project, restoration of anadromous fish to the upper Deschutes basin is currently underway; there is a need to systematically address fish passage barriers within the three major tributary systems in the upper basin. A mechanism to reconnect fish migration between the upper and lower Deschutes basins has been provided at the PRB Project; the Selective Water Withdrawal (SWW) facility is modifying surface currents in the reservoir above Round Butte Dam to attract, collect, and sort outward migrating fish for transportation below a total of three dams on the lower Deschutes River. The facility commenced operation in December of 2009. A fish trap-and-haul operation, already in place below the lowest dam, will transport returning adults above these dams.

Steelhead and Chinook fry from disease-free adults are reared through a propagation program run by the Round Butte Hatchery and Confederated Tribes of the Warm Springs Reservation of Oregon (CTWS), in collaboration with state and private hatcheries in the region. Beginning in 2007 with steelhead plantings in Whychus Creek, both steelhead and more recently Chinook fry are being reintroduced to all the major drainages above Lake Billy Chinook, including the Crooked River. More than 400,000 steelhead fry, and more than 100,000 Chinook fry will continue to be planted in the Crooked River each year for the foreseeable future. Additionally, approximately 7,000 smolts of each species will be released each year. As of June, 2011, 70 spring Chinook adults had been captured in the Pelton upstream trap. Of these, 19 were from the 17,500 Chinook smolts that were moved directly to the lower Deschutes River and released in 2009. These fish have not been passed upstream over the PRB Project dams, but have been moved to holding ponds pending a decision on whether to pass them upstream. It is likely that some spring Chinook jacks from 2009 smolt releases will also arrive at the Pelton trap in June 2011, and some returning steelhead will arrive in the fall and winter of 2011. The objective of the Opal Springs Fish Passage and Protection Plan (Plan) is to provide upstream and downstream fish passage at the Project for resident native species and any adult fish passed above the PRB Project that choose to migrate up the Crooked River.

The upper basin habitat available to migrating adult salmon and steelhead and to resident fish species is also being improved, particularly in spawning areas, by increasing stream complexity, enhancing stream function, and restoring riparian vegetation. Article 37 of the Opal Springs license provides for hatchery production at the Project. In 2008 DVWD agreed to direct this production towards the rearing of steelhead smolts to be used in the reintroduction program.

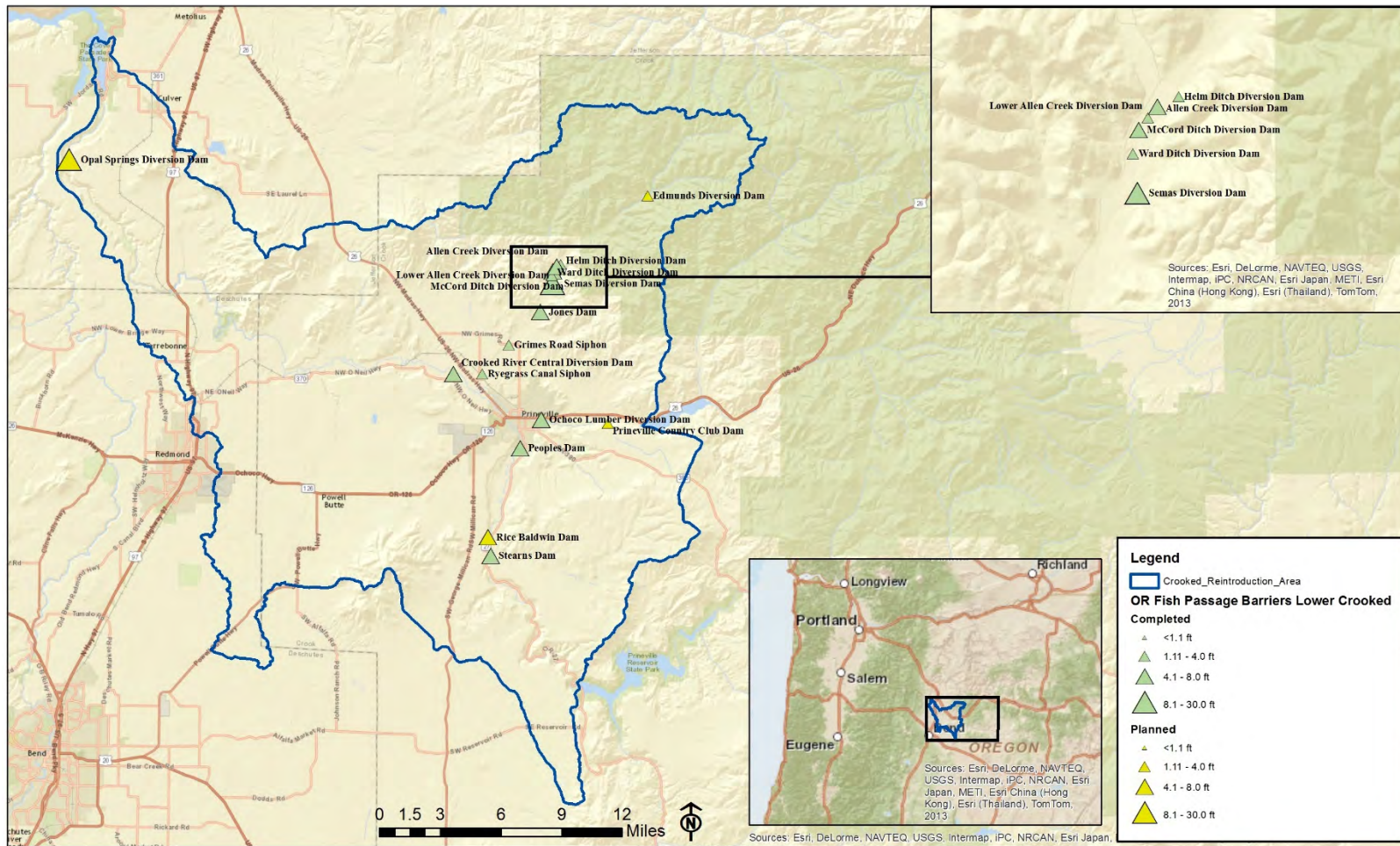
Five barriers to fish passage in the lower Crooked River subbasin (Figure 1) are being addressed systematically by the Lower Crooked River Fish Passage and Protection Group, a coalition of agencies and other interested organizations that include the ODFW, USFWS, NOAA, CTWS, CRWC, and others. Passage structures have been installed at two diversion dams, Crooked River Central, and People's Irrigation District reconnecting 50.4 miles of river. In the next biennium, remaining passage barriers in the lower Crooked River subbasin are expected to be addressed.

The passage barrier posed by the Project is significant, since it blocks access by migrating fish to the entire lower Crooked River subbasin. Providing passage around the dam at Opal Springs will provide access to approximately 108 miles of upstream habitat, including those reconnected by the improvements at the Crooked River Central and Peoples' Irrigation District dams.

Parties to this Settlement Agreement (Agreement) have agreed on an approach to developing and implementing fish passage at the Project. With respect to fish passage measures, the Agreement provides for the following:

1. a fish ladder with a hydraulic capacity of up to 50 cfs (subject to final design);
2. a pool raise that includes one or more control weirs to help shape downstream flows;
3. a water credit accounting system known as the Bypass Flow Accrual Account (BFAA) that will provide for additional water, when needed, to the bypass reach to assist upstream fish passage and/or to assist downstream fish passage;
4. Monitoring and Evaluation (M&E) relating to the Adaptive Management Program and this Fish Passage and Protection Plan; and,
5. a tiered adaptive management framework for reviewing fish passage monitoring data and implementing additional measures, if needed.

A Fish Passage Work Group (FPWG), comprised of Parties to the Agreement, will be established to cooperate with the DVWD on the implementation of the amended license envisioned by the Agreement.



**Figure 1.** Map of the Lower Crooked River Watershed, featuring barriers to anadromous fish migration, showing that provision of passage around the facility at Opal Springs is crucial for providing access by fish to the entire sub-basin (source, CRWC, 2015).

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## 2 FISH PASSAGE DEVELOPMENT PLAN

The Proposed License Articles described in Appendix A to the Settlement Agreement (PLAs) submitted to FERC as part of the Application to Amend License require that DVWD implement this Fish Passage and Protection Plan (Appendix B to the Settlement Agreement). This plan is intended to supplement the PLAs, which cover:

1. Opal Springs Fish Passage and Protection Plan
2. Fish Passage Work Group
3. Fish Passage Facilities
4. Upstream Passage Monitoring, Data Collection and Reporting
5. Downstream Passage Monitoring, Data Collection and Reporting
6. Bypass Flow Accrual Account
7. Adaptive Management
8. Annual Report and Implementation
9. Inspection and Notice
10. Abandonment of Anadromous Fish Reintroduction
11. Revised Exhibits
12. Review and Approval of Final Plans and Specifications
13. Quality Control and Inspection Program
14. Cofferdam Construction Drawings
15. Temporary Emergency Action Plan

The anticipated FERC Order Amending License and associated license conditions will set forth the Licensee's enforceable obligations. However, nothing in the FERC documents will carry any legal obligation to similarly compel other Parties to act in a specific manner with respect to ensuring fish passage at the Project is a success. Thus, this Plan is intended to capture responsibilities of all Parties, and describe more fully those aspects of the Plan that are reliant on activities and responsibilities that fall outside of FERC jurisdiction.

This Plan is intended to be consistent with the PLAs. To the extent that Parties perceive a conflict between language in this Plan and the PLAs, the PLAs will be the guiding document until issuance of the Amended License. To the extent that the Amended License may conflict with the Plan the Amended License will be the guiding document.

### 2.1. Design goals of the fish passage and protection facilities

Agencies, Fish Managers, and other interested parties have identified incorporating upstream passage facilities at the Project as a priority to: 1) provide passage for migratory bull trout, which are a Federally listed Endangered Species Act (ESA) threatened species, into the Crooked River subbasin; and 2) provide passage for adult anadromous summer steelhead (ESA Threatened) and

spring Chinook, consistent with the Oregon Department of Fish and Wildlife (ODFW) / CTWS reintroduction plan (ODFW and CTWS 2008) at the downstream PRB Project. Additionally, the facilities will reconnect populations of native redband trout upstream and downstream of the Project. The design goal for the ladder is to provide safe, timely, effective passage of adult salmonids, including redband trout and bull trout. Construction of passage and other new structures at the Project will be monitored for consistency with design criteria and water quality rules.

The design of the upstream passage facilities, the civil engineering aspects of a pool raise, and a BFAA water credit system for providing targeted delivery of augmented bypass flow from the water bank are being developed to provide safe, timely, and effective passage for downstream migrating smolts at the Project. There are no conventional fish screens being contemplated for the powerhouse intake as part of the proposed license amendment for the Project. The BFAA water bank will also provide additional water, when needed, to the bypass reach to facilitate upstream passage.

Thus the scope of the fish passage and protection measures includes both downstream passage and upstream passage. The adaptive management framework identified in Section 5 of this plan will allow the FPWG to respond to new information regarding both upstream and downstream passage.

## **2.2. Description of Project Modifications**

### **2.2.1. Fish Ladder Entrance**

The ladder is designed to pass both salmon and trout. An entrance approximately 1 foot 10 inches wide by 3 feet high was selected to deliver 30 cfs with 12 inches of differential. The ladder entrance was located based on field observations with the resource agencies and flow testing that occurred in late August 2012. During testing, the spill flow varied from approximately 30 cfs to 1,030.0 cfs, which encompasses the 95 to 5 percent exceedance streamflow range for bypass flows.

The ladder entrance is positioned to take advantage of a back eddy pool that forms on the downstream side of a large boulder located on the right bank adjacent to the stilling basin. It is anticipated that spill flows will create a whitewater shear zone near the boulder that will guide fish moving upstream from the stilling basin tailout over the short distance to the fishway entrance. The maximum length of this whitewater shear zone was estimated to be between approximately 5 to 40 feet long for Chute No. 4 flow rates ranging from 20 cfs to 300 cfs. The water jet discharging from the fish ladder entrance will intersect the Chute No. 4 flows at a large angle with the resultant velocity vectors directed towards the stilling basin tailout and downstream boulder field.

### 2.2.2. Fish Ladder

The Project includes construction of a vertical slot fish ladder on the right abutment of Opal Springs Dam to provide volitional upstream passage of fish. The ladder will include six key features:

- Fish ladder entrance
- Attraction spill
- Pools and transport channel
- Exit structure
- Temporary adult trap
- Other provisions for monitoring and evaluation

The fish ladder will accommodate a static forebay water surface elevation that may range from elevation 2007.21 to 2010.21ft. NGVD 29<sup>1</sup>. Given the tailwater surface elevation at 50 cfs of 1980.8, the maximum hydraulic differential between headwater and tailwater will be approximately 31.2 feet. The minimum hydraulic differential will be approximately 28.2 feet. As a result, 42 pools with hydraulic drops of 9 inches each are required.

### 2.2.3. Exit Structure

The fish ladder will have five exit pools located within the forebay to accommodate the full range of potential static forebay water surface elevations from 2007.21 to 2010.21ft. NGVD 29 feet in 3-inch increments, resulting in 13 discrete setpoints. A hybrid exit structure was developed to accommodate two different types of exit-pool configurations. This approach includes both side exit gates (orifice flow) and an end exit slot (open-channel flow) to provide flexibility during testing of the hydro-mechanical equipment and operation of the fishway. Each configuration (set of side gates and single end gate) is designed to independently accommodate the full range of forebay elevations.

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<sup>1</sup> All elevations are reported in National Geodetic Vertical Datum of 1929 (NGVD 29), except construction drawings that are in a local project datum (LPD), which is greater than NGVD 29 by 1.79 feet. For purposes of keeping the construction and engineering simple, this LPD is used in an engineering context.

The OSHP is authorized to operate at a maximum pool elevation of 2,005 feet NGVD 29; surveys conducted in 2009 by DVWD indicate that the current elevation of the impoundment is at 2,004.21feet. The proposal is to increase the impoundment elevation by 6 feet, making the new maximum operating elevation 2,010.21 NGVD 29 (2,012 feet LPD).

#### 2.2.4. **Attraction Spill**

A piped auxiliary water supply system will not be provided. The minimum bypass flow of 50 cfs will be supplied by the 30 cfs fish ladder flow and 20 cfs of spill flow, which may be provided from either Gates No. 1 or 4. It is anticipated that the spill flow will normally be supplied by Gate No. 4 adjacent to the fish ladder; however, this spill flow may also be provided by Gate No. 1 to enhance downstream fish passage on a seasonal basis.

#### 2.2.5. **Temporary Adult Trap**

A temporary adult trap will be provided as part of the M&E requirements to assess the performance of the fish passage facilities and demonstrate that the requirements of the settlement agreement have been met. The temporary adult trap will be an in-channel adult fish trap located upstream of a transport channel and before the five exit pools. The trap will consist of a trapping mechanism, holding pool, upstream diffuser and a brail with hopper. The trapping mechanism will be an in-ladder removable vee-trap with brail.

#### 2.2.6. **Pneumatic Crest Gates**

The increased pool elevation would be established and controlled by 4 inflatable weirs (or “gates”) that span the crest of the dam. These gates would provide alternate passage routes to the powerhouse intake, which some fish would use as they migrate downstream through the Project area. Both the fish ladder and gate(s) have been designed improve upstream and downstream passage conditions for migratory fish.

The four gates are provided as follows, listed from left to right looking downstream:

- Gate No. 1 – BFAA releases and primary gate for downstream fish passage
- Gate No. 2 – BFAA releases and downstream fish passage
- Gate No. 3 – Auxiliary spillway for flood releases (split into Bay 3a and Bay 3b)
- Gate No. 4 – BFAA releases, downstream fish passage, attraction flow adjacent to the fish ladder entrance, and primary gate for instream flow releases

Table 1 below summarizes the gate specifications:



**Table 1:** Gate Summary –Pool Raise and Fish Passage Improvements (note: elevations are in NGVD '29, which convert to the Local Project Datum (LPD) with a conversion of (+1.79)

Gate No.	Gate Dimensions (H x W, feet)	Maximum Forebay (WSEL = 2010.21.0)				Minimum Forebay (WSEL = 2007.21.0)			
		Maximum Flow (cfs)	Water Depth		Velocity at Critical (fps)	Maximum Flow (cfs)	Water Depth		Velocity at Critical (fps)
			Total Head (ft)	Critical Depth (ft)			Total Head (ft)	Critical Depth (ft)	
1	6 x 8	287	6	3.8	11.1	106	3.0	1.8	7.7
2	9 x 12	727	9	5.4	13.2	419	6.0	3.6	10.8
3	2 each at 9 x 67.25	9,295	9	5.4	13.2	5,106	6.0	3.6	10.8
4	9 x 12	791	9	5.7	13.6	442	6.0	3.7	11.0

Fish bypass releases would enter a stilling basin adjacent to the proposed fish ladder entrance (under Alternative A). Detailed protocols for gate operations and for utilizing BFAA releases to facilitate fish passage will be developed by the Fish Passage Working Group (FPWG) following Project construction as part of the adaptive management effort. Facilities for Monitoring and Evaluation

The fish ladder will include other provisions for fish M&E, including designated space, conduit, and electrical and instrumentation and control (I&C) connections for a future fish counting installation (designed by the District) and the possible future addition of passive integrated transponder (PIT)-tag detection devices. It is anticipated that fish counting and identification will be via a VAKI Riverwatcher system with digital video camera. This equipment would be placed at the downstream end of the transport channel. A conduit embedded in the sides and invert of the transport channel and/or other provisions will be made to facilitate future installation of a PIT-tag detector.

## 2.3. Plan implementation and responsibilities

This section identifies and describes how fish passage will be implemented at the Project, including the role of the Fish Managers, and the DVWD.

### 2.3.1. Fish Passage Workgroup (FPWG)

The purpose of the Fish Passage Work Group (FPWG) is to advise the Licensee on fish passage issues as specified in the Amended Project License for the Opal Springs Hydroelectric Project (Federal Energy Regulatory Commission Project No. 5891).

### 2.3.1.1. *Membership and Participation*

Membership of the FPWG may be amended based on the consensus of the group, but will include signatories to the Settlement Agreement, including:

- Deschutes Valley Water District (“DVWD” or “Licensee”)
- U.S. Department of Interior, U.S. Fish and Wildlife Service (“USFWS”)
- U.S. Department of Commerce, National Marine Fisheries Service (“NMFS”)
- U.S. Department of Interior, Bureau of Indian Affairs (“BIA”)
- Oregon Department of Fish and Wildlife (“ODFW”)
- Confederated Tribes of the Warm Springs Reservation of Oregon (“CTWS” provided that the CTWS is a signatory to the Settlement Agreement)
- Trout Unlimited (“TU”)

The CTWS may participate in the FPWG as a non-voting member if they are not a signatory to the Settlement Agreement. The U.S. Bureau of Land Management (BLM), and entities that are not signatories to the settlement agreement, including the Oregon Watershed Enhancement Board (OWEB), the Crooked River Watershed Council (CRWC) may participate in the FPWG as non-voting members with the approval of the FPWG. The DVWD will maintain a distribution and contact list showing membership of the FPWG.

Each member may designate a primary representative to the FPWG within 30 days after the Effective Date of the settlement agreement, or at any time thereafter with five (5) business days’ notice. Designation shall be by Notice to the Parties in accordance with Section 9 of the Settlement Agreement. Each member or category of members may name alternate representatives to the FPWG. Failure to designate a representative shall not prevent the FPWG from convening or conducting its functions in accordance with the time schedules set forth in specific license articles in the Amended Project License or as otherwise established in the Settlement Agreement. Each member should select a representative who has relevant training or experience with natural resource management.

Committee participation by state or federal agencies does not affect their statutory responsibilities and authorities. Issues involving the exercise of agencies’ specific authorities can be discussed, but decisions are not delegated to the FPWG. The FPWG does not provide consensus advice to any federal agency.

### 2.3.1.2. *Meeting Provisions*

The Licensee shall, within 30 days after the effective date of the Settlement Agreement, establish and convene the FPWG. The meetings shall be administered as follows:

- a) The Licensee shall arrange, administer, and chair all meetings. Upon request of the other parties, the Licensee shall provide a meeting facilitator. The facilitator shall be selected by consensus of the FPWG. The Licensee shall provide no fewer than 14 days prior notice of any meeting, unless otherwise agreed to by the FPWG or required to meet a license deadline or other emergency circumstance.
- b) The Licensee, or the facilitator, shall within 30 days of each meeting, provide draft meeting minutes for concurrence by the FPWG prior to final distribution. Meeting minutes will include FPWG action items, a summary of issues discussed, decisions reached, and member concerns.
- c) The FPWG will establish protocols for meetings such as agenda development, timely distribution of materials, location and scheduling. Scheduling of meetings should be informed by milestone events contained within specific license articles. The Licensee shall convene the FPWG annually (or more frequently if a majority of the FPWG so desire) by no later than February 1 to review the Bypass Flow Accrual Account Allocation Plan and proposed actions for the coming year.
- d) Meeting agendas will list specific license articles and all other topics for action or discussion.
- e) The Licensee shall bear all costs associated with conducting meetings.
- f) Each member will bear its own cost of attendance.
- g) The role and procedures of the FPWG will be evaluated five (5) years after issuance of the Amended Project License at which time the FPWG will determine if it should remain the same, be modified or discontinued. The FPWG will reevaluate its role and procedures periodically thereafter, throughout the term of the Amended Project License and any annual licenses.

### 2.3.1.3. *Decision Making*

The FPWG will make its decisions as follows:

- a) The FPWG shall seek to reach consensus. Consensus is achieved when all FPWG members cast a supportive or neutral vote or have abstained from the decision. When any vote is taken at a meeting, the Licensee or facilitator shall provide the results to and seek the vote of non-present members within three (3) business days. FPWG members not present must inform the Licensee or facilitator of their vote within ten (10) business days after the meeting or they will be deemed to have abstained from the decision. Alternatively, a vote may be cast by written proxy that is specific to the proposed action or required decision.
- b) Federal agencies with approval authority under the Amended Project License may exercise their authorities through this consensus process. If a specific federal agency approves a plan, measure or action through this consensus process, the Licensee will not have to seek additional approvals from that federal agency regarding that specific plan, measure or action. Agency approval may also be through email or on agency letterhead. If an agency with approval authority does not respond within 30 days, the Licensee will reissue notice of the action requiring approval. If an agency with approval authority does not respond within 14 days, the agency will be deemed to have approved the subject action.
- c) The position of other members does not override an agency's approval, which is an independent authority. The agency with such approval authority will convey its determination to the Licensee, the FPWG, and the Commission. Notwithstanding, agencies do not waive or relinquish in any respect any approval authorities under the Federal Power Act or other applicable law through its participation in the FPWG consensus process and any subsequent dispute resolution process.
- d) While the goal of the FPWG is consensus decision-making where possible, nothing in the Settlement is intended to transfer legal authority or jurisdiction from any party to any other.
- e) The Licensee shall implement any action where consensus by the FPWG has been reached, subject to the requirements of the Amended Project License such as filing for Commission approval, and any necessary regulatory approval. In the absence of consensus, the Licensee may proceed to file plans or make any required filings necessary to meet a License deadline. Unless otherwise noted, the Licensee shall file with the Commission any plans or other required actions within thirty (30) days of FPWG approval or of an agency decision in case of dispute resolution. Prior to implementing a plan or other required action, the Licensee shall obtain the Commission's approval and any necessary agency approval. Where a license article in the Amended Project License assigns a decision to an agency for approval, the Licensee shall proceed in a manner consistent with that approval.

- f) The Licensee shall file with the Commission documentation of all consultations with the FPWG or specific agencies as required by a specific license article in the Amended Project License, any member's concerns and responses thereto, and any other written comments provided to the Licensee. Consultation shall not mean consultation under Section 7 of the Endangered Species Act or other federal laws requiring consultation unless specifically provided.
- g) Unless otherwise noted in a specific license article in the Amended Project License, the Licensee shall allow a minimum of thirty (30) days for FPWG member comments and recommendations before submitting the document to the federal agencies for approval. When filing the document with the Commission, the Licensee shall include documentation of consultation, copies of comments and recommendations, and specific descriptions of how comments and recommendations from FPWG members are accommodated by the Licensee's plan. If the Licensee files final plans and specifications without first obtaining approvals from the USFWS and NMFS, the Licensee shall include specific reasons for doing so.
- h) If the Licensee does not adopt a recommendation, the filing shall include the Licensee's reasons based on project-specific information.
- i) The Licensee may seek review from the federal and state fish and wildlife agencies on matters in which they have expertise prior to seeking consensus of the FPWG.

### 2.3.2. DVWD responsibilities

This Plan will be implemented by the DVWD in coordination with the FPWG. The DVWD will be responsible for:

- FPWG meeting administration as described in Section 2.3.1;
- Funding and administrative support as described in Section 2.3.1;
- Final design and construction of the fishway and pool raise;
- Development of an Operations and Maintenance Plan for the fish passage facilities;
- Development of the Annual Report (Section 2.3.4), including three 5-year assessments;
- Developing the Annual BFAA Allocation Plan (as part of the Annual Report);
- Implementation of measures as described in Section 5.2 of this Plan; and
- Performance Monitoring, Evaluation and Adjustment as described in Section 5.4 of this Plan.

If the FPWG determines through the Adaptive Management Program that DVWD has met and maintains safe, timely, and effective passage at the Project, as described in this Plan, there will be no additional requirements for structural or operational modifications at the Project to address fish passage during the term of the amended license.

### **2.3.3. Responsibilities of the Fish Passage Work Group**

The FPWG shall have the following duties:

- 1 Review and approval of facility designs, as needed.
- 2 Review and approval of annual monitoring actions as described in this Plan, as needed;
- 3 Review the draft Annual Report, including monitoring results, prepared by the DVWD on fish passage related activities in the previous year and submitted to the FPWG by December 15 annually.
- 4 Within 5 years of radio tagged adults arriving at the Project, or as otherwise determined by the FPWG, identify a migration window by which time the seasonal cumulative upstream passage goals (see Section 5.3, footnote 1) should be met. This migration window may be reviewed and modified by the FPWG as more basin-wide data becomes available. Consensus of all FPWG members, as defined in the Settlement Agreement, will be required for determining changes in the migration window and other seasonal fish passage determinations.
- 5 Review fish passage monitoring information and make determinations of whether:
  - Monitoring results are sufficient to conclude that the Project is performing or making progress towards performing within the limits of the fish passage Performance Goals for safe, timely, and effective passage established by the Agreement and in this Fish Passage and Protection Plan;
  - Modifications should be made to the monitoring approach;
  - Modifications to this Plan are appropriate as described within the structure of the adaptive management framework (Section 5, below).
- 6 Meet annually (or more frequently if a majority of FPWG so desire) by no later than February 1 to review the draft Annual Report and determine what fish passage related activity(s) is anticipated for the coming year.
- 7 Review information regarding fisheries in the Crooked River, and specifically, information regarding adult fish passage at the Project through the upstream fish passage facilities.

- 8 Review and approve the BFAA Annual Allocation Plan.
- 9 Inspect fish passage facilities as needed and review annual operations and maintenance plan and schedule.
- 10 Review all proposed project modifications that may affect safe, timely, and effective fish passage.

Non-Licensee members of the FPWG will also continue to provide communication links with their respective management-level personnel regarding the progress of the fish passage program. Routine (day-to-day) decisions regarding operation of the water-credit system as described in Section 3.2.2 will be made by the Fish Managers, consistent with the BFAA Annual Allocation Plan, and with appropriate involvement of NOAA Fisheries and the USFWS for ESA species. These decisions will be consistent with any requirements of NOAA and USFWS biological opinions.

#### 2.3.4. **Annual Report**

DVWD will, by December 15 annually, provide a draft Annual Report to the FPWG for review and approval. The Annual Report will address all activities within that calendar year and will include: (1) Operations and Maintenance (O&M) relating to the fish passage facilities and planned O&M for the upcoming year; (2) annual BFAA Allocation Plan; (3) Monitoring and Evaluation (M&E) relating to the Adaptive Management program and this Fish Passage and Protection Plan; (4) description of planned monitoring activities for the upcoming year; (5) status of the Adaptive Management program and related measures; (6) the 5-year assessments required by the Adaptive Management program; and (7) any proposed changes to the Fish Passage and Protection Plan.

DVWD will file Annual Reports with the Commission by March 1. When filing Annual Reports with the Commission, DVWD will include documentation of consultation; copies of comments and recommendations; and specific descriptions of how comments and recommendations from FPWG members have been accommodated. If DVWD does not adopt a recommendation, the filing shall include its reasons based on Project specific information. If DVWD files an Annual Report without obtaining concurrence from the FPWG, DVWD will include specific reasons for doing so.

DVWD will implement planned O&M measures, requests for releases of BFAA accumulated water, M&E measures, and Tier 1 and Tier 2 measures as described in its Annual Reports.

The calendar for preparation of the Annual Report is outlined in Table 1 below.

**Table 1.** Calendar for preparation of the Annual Report.

Date	Activity	Responsible Party
December 15	Draft Annual Report to FPWG	DVWD
January 15	Comments due to DVWD	Parties
February 1	Annual Meetings	FPWG
February 15	Approve BFAA Annual Allocation Plan	FPWG
March 1	File Annual Report with FERC	DVWD
March 2	Implement actions identified in Annual Report	DVWD

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### 3 BYPASS FLOW ACCRUAL ACCOUNT (BFAA)

The increased impoundment elevation provides opportunities for the DVWD to generate additional hydropower and for improving fish passage at the Project. Through the creation of the BFAA, DVWD will forego the full power potential of the pool raise in order to deliver supplemental water to the bypass reach as directed by the Fish Managers.

The primary goal of the BFAA is to provide behavioral cues to upstream and downstream migrant fish that will help them pass the Project in good condition and thus enable the Project to meet or exceed any applicable fish passage Performance Objectives for safe, timely, and effective passage described in this Plan or the Settlement Agreement (see Section 5.3). This section describes how the BFAA will be established and administered and the principles by which it will be utilized to improve fish passage at the Project.

#### 3.1. Establishment and administration of the Bypass Flow Accrual Account (BFAA)

The Licensee shall accrue water credits in the BFAA at a rate of between 25% and 45% (“Allocation Percent”) of the increase in power generation ( $\Delta p$ ) attributable to the head increase at the Project ), where  $\Delta p$  is adjusted to account for the change in hydroelectric potential of water, such that allocation of 100% to BFAA could not result in a net loss of hydroelectric generation potential from current operations. For the proposed pool raise at Opal Springs, the preliminary estimate of  $\Delta p$  is 11.54%.

As envisioned in the Adaptive Management Provisions (see Section 5), the Allocation Percent will be adjusted following each successive 5-year Performance Assessment Interval pursuant to the Adaptive Management program. The potential for asynchronous monitoring periods notwithstanding, the BFAA Allocation Percent will not be increased more than one time every five years. The allocation percent may be decreased as provided for under Section 3.1.2 below. Allocation Percent increases above 45% may only occur with the approval of the Licensee.

##### 3.1.1. Accrual Rate

Assuming an Allocation Percent of  $x\%$  of  $\Delta p$  to BFAA, then the Accrual Rate (*Arate*) will be the water equivalent of  $(x\% * 11.54\%)$  instantaneous turbine flow, except when total river flow at the Project exceeds its maximum hydraulic capacity (1,600 cfs, subject to confirmation) and the 50 cfs bypass requirement. The *Arate* may change once the pool raise is completed and actual unit performance is measured, although the Allocation Percent is based on success at meeting the fish passage Performance Objectives.

The source data for managing and reporting will be: 1) direct measurements of the hourly turbine discharge data; and 2) the gage data from USGS Gage No. 14087400, near Culver below Opal Springs<sup>2</sup>. A simple spreadsheet formula will calculate the allocation to the BFAA based on turbine discharge and a conditional formula will specify that when flows at the USGS Gage exceed 1,913 cfs [the sum of hydraulic capacity at new head (1600 cfs, subject to confirmation), the FERC required bypass flow (50 cfs) flow, and spring water and ground water accreted into the bypass reach (263 cfs)] the *Arate* is zero. Potential changes in spring water and ground water accretions over time will be addressed as provided in Section 3.1.4 below.

### 3.1.2. BFAA Allocations

BFAA allocations will begin at 25% of the increase in hydroelectric potential at the Project resulting from the pool raise, per the equation given in Section 3.1.1 (Accrual Rate or *Arate* =  $2.89\% [(25\%) \times (11.54\%) = 2.89\%]$ ). The Allocation Percent will remain at 25% for the entirety of the 1<sup>st</sup> 5-year Performance Assessment Interval (taking into account any reset as described in Section 5).

#### 3.1.2.1. Increases in BFAA Allocations

The Allocation Percent will increase by 10% after each successive 5-year Performance Assessment Interval (including any reset as may be triggered) until the fish passage Performance Standards have been met. The total BFAA Allocation shall not exceed 45% for the three 5-year Performance Assessment Interval. However, if all fish passage Performance Goals have not been met by completion of the 3<sup>rd</sup> 5-year Performance Assessment Interval, an increase in the BFAA allocation may be considered as a Tier 2 measure. BFAA releases will occur pursuant to the BFAA Annual Allocation Plan as discussed in Section 3.2.1, below.

The BFAA will only use water that has been credited to the account based on actual flows through the powerhouse, once the pool raise has been completed and powerhouse operations have commenced at the new elevation. The DVWD will be responsive to short-term emergency use of water in the event that the available water in the BFAA is not sufficient to meet the needs of the BFAA Annual Allocation Plan. This emergency water will be capped at 10% of the forecasted annual accumulation in the BFAA and is to be used within the same water year. The BFAA balance of water must be restored and reconciled as part of the subsequent BFAA Annual Allocation Plan. There is no requirement on the part of the Fish Managers to utilize all water allocated; surplus water will accumulate from year to year.

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<sup>2</sup> This USGS gage data will inflate observed flows by approximately 263 cfs because of flows from the springs and that accrete into the bypass reach from groundwater flows.

### **3.1.2.2. *Decreases in BFAA Allocations***

The PLAs provide a mechanism to decrease BFAA allocations to offset costs incurred by DVWD above \$50,000 annually associated with upstream monitoring requirements as specified in PLA 5. Additionally a mechanism exists for the Licensee determine whether the BFAA has been over-allocated (less water is needed to meet fish passage Performance Goals or, for resident species, to ensure safe, timely, and effective passage). If it is determined by the FPWG that the BFAA is over-allocated, the Allocation Percent will be reduced consistent with the level of over allocation, upon agreement of the FPWG.

### **3.1.3. *Reporting on BFAA Balances***

The DVWD will maintain a record of requests for water, actual bypass flows and the outstanding balance of available water credits in the BFAA, measured in acre-feet. Available BFAA water credits will be updated at least annually in the Annual Report. The DVWD will provide a monthly accrual of BFAA waters upon request and will be in regular communication with the Fish Managers about available water during targeted migration periods. The DVWD will provide a report on BFAA accounting as part of the Annual Report described in Section 2.3.4.

### **3.1.4. *BFAA Verification and Modification***

The Licensee shall, within one year of commencing operations at the new diversion pool elevation, verify all estimates used for determining the maximum controlled hydraulic capacity of the Project. The Licensee shall provide this information the FPWG at least 45 days prior to filing any proposed modifications with the Commission. The Licensee shall not file with the Commission any proposed modifications of the information used to calculate water credits until any disputes raised by the FPWG have been addressed under the dispute resolution provisions of the Settlement Agreement.

Upon Commission approval of any modifications to the information used for calculating water credits, the Licensee shall calculate all subsequent BFAA credits pursuant to the new information. The Licensee shall periodically reassess spring water and ground water accretion estimates throughout the license term as requested by the FPWG. Any future changes to spring water and ground water accretion estimates, recommended by the Licensee pursuant to periodic review of these parameters, will also be approved by the FPWG prior to the Licensee submitting the new information to the Commission. Upon Commission approval, the Licensee shall calculate all subsequent BFAA credits pursuant to the new information.

## **3.2. Implementing Bypass Flow Releases**

### **3.2.1. Forecasting and adjustment of flow release schedule for upcoming year**

Flows accrued in the BFAA will be managed adaptively and discharged into the Project's bypass reach by the DVWD at the request of the Fish Managers, pursuant to an approved BFAA Annual Allocation Plan. The BFAA Annual Allocation Plan will be developed on the basis of flow forecasts for the upcoming year, the FPWG's growing understanding of relationships between fish migration timing and river conditions, and accumulated understanding of how augmentation releases into the bypass reach affect fish passage through the Project. Key considerations in developing the BFAA Annual Allocation Plan will include:

- terms of any biological opinions;
- a current accounting of the BFAA flow accruals, withdrawals, scheduling adjustments, and fish responses to augmentation flows;
- specific operational considerations for the upcoming year; and the rationale(s), timing, magnitude, and,
- duration of the BFAA discharges intended to augment flows in the bypass reach.

The FPWG may elect to periodically meet to review hydrograph information, flow forecasts and any available fish passage information. These meetings may be used to update the BFAA Annual Allocation Plan. It is anticipated that as experience is gained the FPWG will develop a suite of specific intra-day or multi-day patterns for augmenting bypass flows in ways that are intended to help migratory fish pass the Project in good condition.

### **3.2.2. Request to DVWD for BFAA Releases**

The Licensee shall provide bypass flows from the BFAA within two business days of receiving a request via email or by phone from the Fish Managers within the limitations of the approved BFAA Annual Allocation Plan.

If the Fish Managers intend to request BFAA releases that are significantly different (for example, the hydrologic year develops differently than that forecasted) from those recommended by the FPWG in the BFAA Annual Allocation Plan, the Fish Managers will first seek approval from the FPWG. The Fish Managers will only request BFAA releases that are consistent with the goal of achieving the fish passage Performance Objectives.

ODFW will be the designated liaison for the Fish Managers for purposes of this section. At such time that the CTWS becomes a signatory to the Agreement, ODFW and the CTWS will determine the designated liaison. The Fish Managers' designated liaison will communicate to the

DVWD their specific desired pattern and duration of flow releases on a given day or over a given range of days. The DVWD will make best effort to follow these flow requests unless the incremental flow removed from power generation until such time as load on the generating unit drops to less than that which is necessary to avoid risks of equipment damage (herein after referred to as a “Critical Circumstance”). DVWD will communicate to the FPWG any concerns or problems with the request. The Licensee shall, within one year of initial operations at the new diversion pool elevation and periodically during the term of the amended license, in consultation with the FPWG and supported by engineering concerns, determine specific turbine unit loading that would result in a Critical Circumstance.

### **3.2.3. Limitations on use of BFAA**

In order to minimize impacts of water releases from the BFAA on Project operations and to prevent damage to the generating equipment, the following limitations on the use of the BFAA are recognized:

- 1 Consistent with the BFAA Annual Allocation Plan, Fish Managers may request any amount of water until such reductions cause a Critical Circumstance. If the Licensee determines that a request for flow releases will cause a Critical Circumstance, the Fish Managers may request a lower BFAA flow release that will not cause a Critical Circumstance, or the Fish Managers may request and the Licensee shall shut down the powerhouse and direct all river flows into the bypass reach as long as sufficient water credits are available in the BFAA. The Licensee shall not be required to shut down the powerhouse in response to a BFAA flow request more than one time per week.
- 2 The forecast may request intraday variation (for example, a diurnal cycle that may interact favorably with known or anticipated fish migratory behavior). The DVWD will meet this request to the best of its ability within the limitations described in this section during the hours of staffed operation at the Project.
- 3 In order to minimize wear on equipment, the DVWD will not be required to shut down and restart the powerhouse in response to a BFAA flow request more than once per week. Plant shutdowns more frequent than once per week in response to requests from Fish Managers will be at the discretion of the DVWD.
- 4 The Fish Managers may make or alter a specific flow request on two business days advance notice to the DVWD; the Fish Managers may request an alteration of the flow releases on less than a 48 hour notice, in which case the DVWD will provide a “best effort” response.

- 5 Since there is no pool to draw down in response to requests for water, the ability of the DVWD to provide requested flow is subject to the available river flow to support such flows.
- 6 The Licensee shall make 10% of the forecasted annual accrual in the BFAA available for emergency use if insufficient water credits are available in the BFAA to achieve the BFAA flows desired by the Fish Managers. Otherwise, only water credits accrued in the BFAA will be available for release. Any water credits advanced to the BFAA by the Licensee will be offset by a debit to the BFAA as soon as possible but by no later than one year from disbursement, unless otherwise agreed to by the Licensee.

If the Project shuts down for other operational, safety, or maintenance reasons resulting in spill, water credits will not be removed from the BFAA.

## **4 FISH PASSAGE FACILITIES OPERATION AND MAINTENANCE**

### **4.1. Maintenance of the fish ladder**

DVWD is responsible for operation, maintenance, and repair of fish facilities described herein. DVWD, or its agent, will develop an O&M Plan for approval by the Agencies (see Section 2.2).

### **4.2. Seasonality of fish passage**

The precise migration timing of anadromous salmonids that will pass the Project is uncertain, and will affect the pattern of use of the BFAA. Adult steelhead may attempt to pass upstream through the Project area during much of the year, with passage occurring primarily from fall through late winter or early spring and peaking toward the latter portion of this period, just prior to spawning. Adult spring Chinook salmon may pass the Project from spring through early fall, with passage peaking either in the spring or just prior to spawning in late-summer or early fall. Upstream passage timing of both steelhead and Chinook will depend in part on whether or not these adults hold downstream or upstream of the Project before spawning.

Given the strong moderating effect that large groundwater springs have on the thermal regime of the lower-most Crooked River, adult steelhead and/or adult Chinook may historically have held in the river downstream of the Project site for extended periods of time before completing their migration toward spawning areas farther upstream. Discerning whether such behavior, if it occurs in the future, reflects a Project-related migratory delay or a response of the fish to desirable holding conditions will be a matter of judgment and may, at times, prove difficult. For this reason, efforts to manage the BFAA for upstream passage will focus primarily on assuring that adult fish can and do pass the Project in good condition and at times conducive to successful spawning in the drainage basin upstream.

Out-migrations of smolts, both steelhead and spring Chinook, are anticipated to build to a peak during April and/or May at the Project. Downstream passage of smolts will then be expected to decline by early summer and to remain at relatively lower levels until the following spring. This seasonal pattern may allow some efficiency in managing the BFAA, because augmentation water released into the bypass reach during spring to encourage the upstream passage of adult fish may also be helpful to downstream migrating smolts (and steelhead kelts). Additionally, the increase in generation potential resulting from the higher pool elevation means that the maximum hydraulic capacity of the project will be lower than the current capacity of 1,800 cfs. Separate from any BFAA flow, the Project will begin to spill at lower river flows than under current operations. The new maximum hydraulic capacity at the higher head is currently unknown, and will be confirmed following completion of the pool raise. This supplemental water will likely be available at times of the year that coincide with downstream migration.

It is assumed that the majority of downstream migration will occur in the spring when the flow is greatest. Water released to augment bypass flows at times of the year other than spring are likely to be focused primarily on encouraging the upstream passage of adult fish, and will be assumed to affect relatively smaller numbers of downstream migrant fish when compared to the numbers that will be affected during spring. Through information collected through PGE's testing and verification program at the PRB Project as well as monitoring at Opal Springs, these assumptions may be revisited. Such changes in timing would affect management of the BFAA. Bull trout migration timing is unknown, but this species may use the ladder throughout the year.

#### **4.3. Operation of Fish Monitoring Facilities**

Fish monitoring devices associated with the Project and required for monitoring and evaluation activities under Section 5.4 will be maintained and operated by the DVWD or its contractors, which will also provide for the management, analysis, and reporting of data collected by these devices to the FPWG. The DVWD will utilize the services of qualified contractors to develop appropriate guidelines and procedures for approval by the Agencies; the FPWG will also provide oversight and guidance to the DVWD on the operation and maintenance of this equipment. The Licensee shall use accepted scientific practices as approved by NMFS, USFWS, BIA, ODFW, and CTWS (provided that the CTWS is a signatory to the Settlement Agreement) for all data collection and monitoring and shall ensure that data collection standards are being met.



## 5 ADAPTIVE MANAGEMENT

### 5.1. Scope of Adaptive Management

The Adaptive Management component of the Agreement includes: (1) increases to BFAA allocations at specified intervals based on lack of compliance with the fish passage Performance Objectives; (2) two tiers of fish passage improvement measures (Tier 1 and Tier 2) that may be necessary to improve fish passage efficacy or meet fish passage Performance Objectives; and (3) modification of Project turbine intake trash racks if necessary to address adult turbine mortality.

The Licensee shall implement the Adaptive Management program as described in Appendix A of the Settlement Agreement and shall include annual monitoring information and 5-year assessments in its Annual Reports. Monitoring information will include:

- adult counts through the Project area;
- adult migration timing;
- real-time adult passage effectiveness;
- aggregate adult fish passage performance;
- juvenile relative abundance;
- juvenile emigration timing;
- real-time juvenile passage effectiveness; and,
- aggregate smolt passage performance

Obvious Fish Passage Problems, as discussed in Section 5.4 below, will trigger implementation of Tier 1 measures. Any modifications to project trash racks will automatically restart the 5-year Performance Assessment Interval in which the modifications are implemented.

Tier 1 measures, described in Section 5.2.1, include a variety of actions that have already been identified as potential future actions such that additional ESA consultation between agencies and FERC will not be necessary following issuance of the amendment order. Tier 1 measures include changes in operation of the new fish ladder as needed to ensure safe, timely and effective passage; implementation of the BFAA; and minor physical modifications at the Project and in the bypass reach. Tier 2 measures are described in Section 5.2.6 and may require additional approvals from the Agencies and FERC.

The Licensee shall implement additional fish passage measures based on information collected during project monitoring and the status of achieving the fish passage Performance Objectives. Additional measures are organized into two tiers (Tier 1 and Tier 2). The Licensee shall implement specific Tier 1 measures at any time as directed by the FPWG (or as required through Dispute Resolution as defined in the Settlement Agreement) in response to Obvious Fish Passage Problems (for example, indications that upstream or downstream fish migrants are not effectively bypassing the Project) or, in response to any 5-year Performance Assessment Interval if needed to achieve the applicable fish passage Performance Objective.

## **5.2. Fish Passage Measures**

If additional Tier 1 measures are directed by the FPWG in response to upstream or downstream Obvious Fish Passage Problems, the Licensee shall implement the measures within one year of FPWG approval, unless otherwise agreed to by the FPWG. With the exception of modifications to Project trash racks, implementation of Tier 1 measures will neither re-start nor increase the then current 5-year Performance Assessment Interval. However, any modifications to Project trash racks will automatically restart the then current 5-year Performance Assessment Interval.

If Tier 1 measures are required to meet an applicable fish passage Performance Objective following a complete 5-year Performance Assessment Interval, the Licensee shall implement the measures as soon as possible but in no case shall implementation take longer than one year unless otherwise agreed to by the FPWG. The next 5-year Performance Assessment Interval shall begin following implementation of the Tier 1 measures. The Licensee shall continue annual monitoring regardless of its status in implementing Tier 1 measures. The Licensee shall implement Tier 2 measures following the third 5-year Performance Assessment Interval if the fish passage Performance Goals have not been met.

### **5.2.1. Tier 1 Measures**

Over a period of at least 15 years (consistent with ~4 steelhead lifecycles) following completion of the fish ladder and pool raise, the DVWD will implement, monitor, and adjust Tier 1 fish passage measures at the direction of the FPWG, subject to constraints identified in this Plan, the amended Project license, and federal biological opinions. Tier 1 measures include specific physical modifications at the dam or in the bypass reach.

The following set of upstream and downstream measures will be implemented, as agreed to by the FPWG, during any 5-year Performance Assessment Interval or in response to any 5-year Performance Assessment Interval (described in Section 5.4 below) in order to achieve the relevant fish passage Performance Objective (Section 5.3).

#### **Upstream Passage Measures:**

- Remove peninsula that currently separates the tailrace from the bypass channel in order to reduce unacceptable adult delay at the powerhouse.
- Construct structures in the bypass channel to concentrate flows and provide necessary cues to help adult migrants reach and find the fish ladder entrance.
- Move rocks and boulders in the bypass reach downstream of the fish ladder entrance to provide for adult passage in most flow conditions.
- Other enhancements to the bypass channel.
- Adjustments or minor (“fit and finish”) modifications to the ladder to optimize performance.
- Install and operate behavioral deterrents to fish movement toward and into the Project intake.
- Modify spill gate operations.
- Other measures proposed by the FPWG, and approved by the Licensee.

#### **Downstream Passage Measures:**

- Install or modify flow guidance devices on the downstream face of the dam to concentrate flow or otherwise improve smolt survival.
- Other enhancements to the bypass channel.
- Install and operate behavioral deterrents, which could include experimental technologies, to guide fish away from the Project intake.
- Other physical modifications that may be suggested by the FPWG, and agreed to the Licensee, in lieu of additional BFAA water.
- Predation control in the impoundment; the need for which will be determined by periodic assessments as agreed to by the FPWG.
- Modify spill gate operations.
- Other measures proposed by the FPWG, and approved by the Licensee.

#### **5.2.2. Utilization of the BFAA**

The BFAA described in Section 3, above, is an important adaptive management tool available to the FPWG. Accumulated water credits are available to assist both upstream and downstream migrant fish. Over time, the FPWG will use information available from the monitoring and evaluation program to inform decisions on how best to use the water accrued in the BFAA to

meet the fish passage Performance Objectives established for the Project. Management of the BFAA may be modified to respond to:

- information on the timing of upstream and downstream fish passage;
- year-to-year variation in the Crooked River hydrograph;
- adult behavior at the tailrace, including responses to changing the relative proportions of water being discharged from the powerhouse and the bypass reach;
- adult behavior at the base of the dam in response to spill over the two weirs; and
- juvenile migrant behavior in response to changing flow conditions around the intake, the fish ladder, and the spillway.

### **5.2.3. Initiation of Upstream and Downstream Monitoring**

The 5 year Performance Assessment Intervals for downstream and upstream passage monitoring may not be synchronous. For example, the pool raise and fish ladder may be operational before adult fish are passed above the Pelton-Round Butte Project. The potential for asynchronous monitoring periods notwithstanding, the BFAA Allocation Percent will not be increased more than one time every five years.

### **5.2.4. Modification of spill gate operation**

As currently proposed, there will be two controllable non-turbine routes for bypassing water in addition to the fish ladder. They are:

- The 16 ft long “west” weir positioned near the exit cell of the fish ladder can deflate to 2002 elevation and has a maximum capacity of 1,230 cfs; and
- The 175 ft long “east” weir that spans the majority of the dam crest of the Project.

In addition to the quantity of water discharged into the bypass reach, the route by which water is delivered to the base of the dam may affect upstream and downstream fish passage behavior and could play a significant role helping the Project comply with fish passage objectives defined in the Agreement and in this Plan. In some instances, how these routes are used may benefit one life stage of migrating salmonids while potentially impairing passage by another; therefore a significant aspect of the Project’s adaptive management approach will be to determine, through the monitoring and evaluation program, how to strike an appropriate balance between the needs of the upstream and downstream migrants.

### 5.2.5. Trash rack modifications

As described under Sections 5.4.1 and 5.4.2, trash racks at the Project may be modified in an effort to reduce the adult fallback rate. If the adult steelhead or the downstream bull trout fish passage Performance Standard is not likely to be met due to high turbine mortality in any two of three years of a 5-year Performance Assessment Interval, the DVWD will modify its trash racks in an effort to reduce adult turbine mortality, unless the FPWG decides otherwise or identifies an alternative solution. The following guidelines will govern trash rack modifications:

- New racks will be located in the existing stop-log slots and will be supplemental to the existing racks unless otherwise agreed to by DVWD;
- New racks will only be deployed seasonally during applicable upstream migrations, as determined by FPWG;
- The current Performance Assessment Interval will restart once the new trash racks are installed.

### 5.2.6. Tier 2 Fish Passage Measures

If the Biological Goals, as described in Section 5.3, have not been met after three 5-year Performance Assessment Intervals, the FPWG shall meet to discuss possible implementation of Tier 2 measures pursuant to Section 5.4.3. Tier 2 measures will be considered after all applicable Tier 1 measures have been implemented, or if the FPWG determines that further implementation of Tier 1 measures are unlikely to enable the Project to meet the Biological Goals. Examples of potential Tier 2 fish passage measures include (but are not limited to) the following:

- Increase water allocated to the BFAA.
- Modify powerhouse turbines to include a more fish friendly configuration.
- Install training walls between the fish ladder exit and the turbine intake.
- Extend the fish ladder upstream into the forebay.
- Install fish barriers or deterrents in the tailrace.
- Install experimental devices in the Project diversion pool to facilitate guidance of fish downstream past the Project.
- Other measures proposed by the FPWG, and approved by the Licensee.

The Licensee may, at any time, propose to implement Tier 2 measures. After review and approval by the FPWG, the Licensee shall develop a plan and schedule in consultation with the FPWG and shall implement the proposed measure following all required approvals.

Implementation of Tier 2 measures will be followed by a continuation of the Adaptive Management program described above.

### **5.3. Fish Passage Performance Objectives**

The primary purpose of installing the new fish ladder, increasing pool elevation and creating the BFAA is to provide safe, timely and effective passage for migratory and resident fish species in the Crooked River at the Project site. Conditions that meet the objectives will accommodate the natural timing of key life-history events (such as spawning) of the migratory species present, and will not cause excessive injury, mortality, or a high frequency of aberrant migratory behaviors by the salmonids entering the area (for example, false attraction of adults to the powerhouse tailrace, extended holding immediately above or below the dam, or unintended adult fall-back after passing upstream over the dam).

Specific fish passage Performance Objectives for safe, timely, and effective upstream passage at the Project are as follows:

**Upstream Fish Passage Performance Objectives**

<b><u>Species</u></b>	<b><u>Standard (to be met)</u></b>	<b><u>Goal (to be strived for)</u></b>
Steelhead and Chinook Salmon adults	≥90% successful upstream passage of migratory adults, with ≥90% of those adults that do successfully pass the Project doing so by a specified date each year <sup>3</sup> . Fish that perish when falling-back after dam passage will be considered unsuccessful migrants.	≥97% successful upstream passage of migratory adults destined for areas above the Project. Fish that perish when falling-back after dam passage will be considered unsuccessful migrants.
Bull trout adults and subadults	≥90% successful upstream passage, with the standard assumed to be met if that for steelhead adults is met at the Project.	≥97% successful upstream passage, with the goal assumed to be met if that for steelhead adults is met at the Project.

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<sup>3</sup> This objective implies that there is a target date each year by which the specified proportion of adult spawners should have passed the project in order for the run to reach the spawning grounds above the project at an appropriate time of year. The target date is unknown, and will be the subject of ongoing research as part of the reintroduction plan. As described in Section 2.3.3 the FPWG will strive to establish this date within five years of adult release upstream of the PRB Project.

Specific fish passage Performance Objectives for safe, timely, and effective downstream passage at the Project are as follows:

**Downstream Fish Passage Performance Objectives**

<b><u>Species</u></b>	<b><u>Standard</u></b>	<b><u>Goal</u></b>
Steelhead and Chinook Salmon smolts	≥90% passage survival	≥97% passage survival
Bull trout adults and subadults	Assumed to be met if the ≥90% passage survival standard for steelhead smolts is met and levels of upstream passage by bull trout >12" at the Project do not exceed 1,000 fish on an annual basis.	Assumed to be met if the ≥97% goal for steelhead smolts is met.

The identified Standards will be met by the end of the 3<sup>rd</sup> 5-year Performance Assessment Interval and the Goals by the end of the current license period as described in Section 5.4.2. The Licensee shall achieve the fish passage Performance Objectives through the implementation of the Adaptive Management program. The Licensee shall be considered in compliance with these requirements so long as the fish passage Performance Objectives are met or the Licensee is working towards meeting the fish passage Performance Objectives through implementation of the Adaptive Management program. The process for determining appropriate next steps in lieu of meeting these biological objectives at the specified times is also addressed in Section 5.4.3.

#### **5.4. Fish Passage Performance Monitoring, Evaluation, and Adjustment**

Fish migrating through the Project area will be monitored to evaluate the performance of the new fish ladder, to inform adaptive management of the BFPA and to determine whether other fish passage measures might be needed to achieve the fish passage Performance Objectives outlined in Section 5.3. Determinations relative to compliance with fish passage Performance Objectives will be based on point estimates of aggregated data at the end of each 5-year Performance Assessment Interval.

Upstream and downstream fish passage monitoring will be implemented in 5-year Performance Assessment Intervals to help ensure point estimates have an appropriate level of precision and represent a range of environmental conditions. Although data from any one year may identify an Obvious Fish Passage Problem triggering implementation of a Tier 1 measure, assessment of the Biological Objectives will only occur following completion of an entire 5-year Performance Assessment Interval.



#### 5.4.1. Biological Monitoring of Upstream Fish Passage

Upstream fish passage monitoring at the Project is intended to identify Obvious Fish Passage Problems within a few years or less, provide the FPWG sufficient information to manage the BFAA for upstream passage, and to inform decisions regarding fish passage improvements that may be needed to meet the explicit fish passage Performance Objectives outlined in Section 5.3.

Enumeration of fish use of the ladder will begin upon completion of the fish ladder and pool raise for resident fish, however, the monitoring period for purposes of determining compliance with the fish passage Performance Objectives will begin when migrating adult salmonids are passed over the PRB Project and the DVWD has commenced operations at the new pool elevation. Uncertainties these monitoring efforts will resolve over time include species-specific run timing, the potential for migratory delay at the tailrace and at the base of the dam due to false attraction, rates of successful upstream fish passage, rates of adult fall-back, and how or whether these are affected by management of the BFAA.

Key elements of the monitoring program for upstream fish passage are given below:

##### Adult counts (M&E element 1A).

- The Licensee shall, upon completion of the fish passage facilities, continuously monitor the passage of adult fish >12" in length through the fish ladder for the term of the Amended License. The Licensee shall identify and enumerate fish migrating through the fish ladder using video, electronic counter and/or adult trapping as determined by the FPWG, to identify species, passage date, and passage time. The Licensee shall provide this information to the FPWG within two business days of a Fish Manager request and shall include all fish passage information (for example, number by species, passage date and passage time) in its Annual Reports. The counts will continue through the amended license period, documenting successful fish entry into the drainage basin above the Project and providing information on population abundance that will be critical to monitoring the success of species reintroduction efforts and bull trout movement.
- Adult migration timing (M&E element 1B). The seasonal timing of successful adult fish passage through the new ladder (based on the count data described above) will be monitored by the DVWD to aid in BFAA management and to help document compliance with the relevant fish passage Performance Objective. Ladder count data may also be evaluated for inter-daily variation in adult passage rates related to BFAA spills of water into the bypass reach or other short-term actions intended to aid upstream fish passage.
- Real-time adult passage effectiveness (M&E element 1C). The Licensee shall, for the duration of the three 5-year Performance Assessment Intervals identified in the Adaptive Management program, or until any 5-year Performance Assessment Interval demonstrates

that the 97% upstream fish passage Performance Goals have been met for adult steelhead and Chinook salmon, monitor adult steelhead and Chinook salmon passing through the lower Crooked River, Project tailrace, bypass reach, fish ladder, and diversion pool (either as upstream migrants or fish that fall back after passing upstream using the ladder). The Licensee shall calculate the percent passage success for adult steelhead and Chinook salmon as the number of fish that passed upstream through the fish ladder and diversion pool, minus any fish killed during fallback, divided by the number that entered the Project tailrace (after subtracting fish known to have exited the Crooked River or to have spawned successfully below the Project).

The Licensee shall monitor upstream fish passage performance during the initial 5-year Performance Assessment Interval using radio-telemetry. For radio-telemetry, the Licensee shall monitor at least 25 radio-tagged adult salmon (adult steelhead, adult Chinook salmon, or a combination of adult steelhead and Chinook salmon), annually. Should the FPWG make a determination that fewer than 25 radio-tagged adult steelhead and Chinook salmon are expected to enter the Crooked River from downstream radio-tagging studies during any annual monitoring period, the Licensee shall radio tag a sufficient number of adult steelhead and Chinook salmon, if available from a trap located within the Project fish ladder, to make up the anticipated shortfall.

The Licensee shall release the radio-tagged fish downstream of the Project tailrace within the Crooked River. The Licensee shall monitor these radio-tagged adult steelhead and Chinook salmon, and any additional adult steelhead and Chinook salmon that are radio-tagged downstream of the Project by other parties, through an array of fixed-station antennae installed, operated, and maintained by the Licensee to record fish movements through the Project tailrace, bypass reach, fish ladder and diversion pool.

The Licensee shall assess the fish passage Performance Objectives during the second and third 5-year Performance Assessment Intervals using external tags and a mark and recapture protocol, or, by agreement of the FPWG, through some other appropriate method. Once the Licensee has demonstrated, through the results of any of the 5-year Performance Assessment Intervals, that the 97% upstream fish passage Performance Goals for adult steelhead and Chinook salmon have been met, upstream fish passage performance assessment monitoring shall be limited to a one year fish passage performance monitoring assessment every five years to determine if the goals are continuing to be met. If the upstream fish passage Performance Goals for adult steelhead and Chinook salmon fall below the required fish passage Performance Goals, as determined by a one year fish passage performance monitoring assessment, the Licensee shall resume annual monitoring assessments and adaptive management as described in this Amended License.

During at least the first 5 years of adult passage at the Project, unless otherwise agreed to by the FPWG, observational techniques will be used to supplement the radio-tag data with additional information on the presence and movements of up-migrant salmonids in the Opal Springs tailrace and bypass reach. Direct observations will be made on foot, by snorkel survey and/or through hydroacoustic spot-checks (possibly using DIDSON) of the Project tailrace and bypass reach at least every two to three days, as determined by the FPWG, during the steelhead and Chinook salmon upstream passage seasons and shall provide this information to the FPWG within two business days of a Fish Manager request. The Licensee shall include all information from these observations in its Annual Reports. The licensee shall report any indications of fish delay to the FPWG within 24 hours of the observation.

- Aggregate adult fish passage performance (M&E element 1D). Data accumulated through annual adult fish passage monitoring at Opal Springs will be thoroughly examined in the first few years after ladder construction, after adult salmonids have been released into Lake Billy Chinook as part of the reintroduction program, and on a regular five-year interval so that measured or observed conditions can be compared to the established fish passage Performance Objectives. Rates of fish passage, potential fish accumulation points, fish delays, possible occurrences of anomalous migratory behaviors, evidence of fish injuries (if any), and possible failures of fish to pass upstream, will all be evaluated.
- At a minimum, the Licensee shall provide a brief summary of the following metrics in its Annual Reports for adult steelhead and Chinook salmon: 1) total Project passage; 2) percent passage success, number of fallback fish, and cumulative passage timing of steelhead and Chinook salmon; 3) travel time through the bypass reach, fish accumulation (if any) within the bypass reach, variation in rates of ladder passage, and the time elapsed from first entering the Project tailrace until exiting the diversion pool. For bull trout, the Licensee shall provide in its Annual Reports, an assessment of the number, size, and passage timing (diel and seasonal) of bull trout passing through the fish ladder.
- The Licensee shall calculate the percent passage success for adult steelhead and Chinook salmon as the number of fish that passed upstream through the fish ladder and diversion pool, minus any fish killed during fallback, divided by the number that entered the Project tailrace (after subtracting fish known to have exited the Crooked River or to have spawned successfully below the Project).

DVWD will provide detailed assessments of this data every five years.

### 5.4.3. Biological Monitoring of Downstream Fish Passage

Efforts to monitor downstream fish passage at the Project are intended to provide the FPWG sufficient information to manage the BFAA for downstream passage, and to inform decisions on improvements to downstream fish passage conditions that may be needed in order to meet the established fish passage Performance Objectives outlined in Section 5.3. Uncertainties that this monitoring will resolve over time include species-specific run timing, route selection by fish passing downstream and how this may be affected by the BFAA, and fish survival rates through the Project.

Monitoring downstream fish passage at the Project will commence when the fish ladder and pool raise are completed and the DVWD is producing power at the new elevation. Monitoring will yield data to inform decisions on whether and what additional Tier 1 improvement measures are warranted. Specific elements of the monitoring effort for downstream fish passage at the Project are outlined below:

- Juvenile relative abundance and emigration timing (M&E element 2A). For the first seven years following fish ladder completion, or as otherwise agreed to by the FPWG, seasonal and inter-annual variation in the relative abundance of juvenile salmonids (particularly smolts) emigrating downstream will be monitored by set-interval trapping of fish and possibly acoustic detection at the Project. This effort will inform the FPWG and DVWD as to the annual timing and potential variation in the annual timing of smolt emigration through the Project. Sampling frequency may occasionally be higher during periods of elevated smolt passage, to help inform real-time decisions on BFAA management or to gather data on fish responses to BFAA spill events. This information will be critical to managing spills of BFAA water to help attract emigrants away from the powerhouse intake, and to developing BFAA management strategies that will optimize fish passage benefits. DVWD shall provide this information to the FPWG within two business days of a Fish Manager request. One factor to be considered in this regard will be the degree to which water year types affect the annual magnitude and timing of smolt arrivals at the Project. The Licensee shall include annual assessments of juvenile fish relative abundance and emigration timing in its Annual Reports.
- Real-time juvenile passage effectiveness (M&E element 2C). The Licensee shall, for the duration of the three 5-year Performance Assessment Intervals required by the Adaptive Management program, monitor at least 25 radio-tagged steelhead smolts annually. The Licensee may utilize radio-tagged juvenile steelhead that are tagged upstream by other parties. Should the FPWG make a determination that less than 25 radio-tagged steelhead smolts will pass through the Project by May 1 of any given year, the Licensee shall tag a sufficient number of smolts to make up the shortfall. The Licensee shall monitor these radio-tagged juvenile steelhead as they enter the diversion pool, enter the turbine penstock

or fish ladder, pass over each operable spillway gate, exit the bypass reach, exit the Project tailrace, and exit the lower Crooked River. The Licensee shall include this information in its Annual Reports.

The Licensee shall install, operate, and maintain fixed-station antennae positioned to record these fish movements. Antennae will be capable of differentiating between individual spillway gates, the turbine penstock, tailrace, and bypass reaches, and exit from the Crooked River into Lake Billy Chinook.

Telemetry data gathered within individual years will be interpreted with caution, but used to the degree practicable to help inform BFAA management.

- Aggregate smolt passage performance (M&E element 2D). Data accumulated through annual smolt passage monitoring (from M&E element 2C) will be assessed at five-year intervals to provide a basis for deciding upon needs for additional downstream fish passage improvements at the Project. Percent survival estimates for downstream migrants will be calculated from aggregated five-year telemetry data as the number of radio-tagged fish that passed through the project area to reach Lake Billy Chinook (minus any mortalities) divided by the number that originally entered the Opal Springs diversion pool, with possible adjustments to this algorithm dependent on agreement by the FPWG. These estimates will inform decisions as to whether the Project is meeting fish passage Performance Objectives identified in Section 5.3. Radio telemetry data may also help to determine how spills and river discharge at the Project affect smolt route selection and whether there is a substantial survival difference for fish bypassing the project via spill or through the powerhouse. Juvenile relative abundance, emigration timing, and downstream passage effectiveness data collected at the Project will be compiled by DVWD annually into a brief summary report. Detailed evaluations of the data accumulated in these reports will occur every five years.

#### 5.4.4. **Monitoring Results and Decisions on Additional Fish Passage Measures**

The adaptive nature of the Agreement provides for specific changes that may occur at discreet time intervals, as well as measures that may be implemented at any time. Tier 1 measures are examples of the latter: at any time, the FPWG may agree to implement Tier 1 measures in response to Obvious Fish Passage Problems at the Project. Similarly, optimizing the timing of BFAA releases and the manner in which BFAA water is distributed and delivered via control of the inflatable weirs will be an ongoing effort.

Other measures will be implemented only under specific circumstances. For example, increases to BFAA *Arate* will only occur following a complete 5-year Performance Assessment Interval and only if a point estimate falls below any of the upstream or downstream fish passage Performance Standards as described below.

Trash rack modification is another measure that may only occur under specific circumstances. If “anticipated” adult steelhead survival does not meet the fish passage Performance Standard in any two of three years within any of the three 5-year Performance Assessment Intervals and unless the FPWG decides otherwise or identifies alternative solutions, DVWD will modify trash racks. Trash rack modification will be implemented pursuant to Section 5.2.5 and would reset the Performance Assessment Interval in which the modifications are implemented.

To the extent that any measures reduce turbine efficiency (for example, reducing trash rack clear space), DVWD may re-evaluate the actual turbine performance increase from the dam height increase associated with the Opal Springs pool-raise. Although the percentage of BFAA allocations would not change, the amount of water that percentage constitutes could be reduced based on new performance calculations, upon agreement of the FPWG. Otherwise, monitoring will simply continue as described in Sections 5.4.1 and 5.4.2 to accumulate data on up- and downstream passage until reaching a decision point on the potential need for changes to the BFAA Allocation Percent. Following each 5-year Performance Assessment Interval, the Licensee shall provide an assessment of its status in meeting the fish passage Performance Objectives in its Annual Reports. The assessment will rely upon information collected annually from upstream and downstream fish passage monitoring.

#### 5.4.5. Required Actions

The Licensee shall file Annual Reports as required by the Amended License. Following each 5-year Performance Assessment Interval the Licensee shall, in that year’s Annual Report, provide a 5-year assessment of its status in meeting the fish passage Performance Objectives. The assessment will rely upon information collected annually from upstream and downstream fish passage monitoring.

**1<sup>st</sup> 5-year Monitoring Interval:** The Licensee shall, following the first 5-year Performance Assessment Interval, take actions in one of the following categories based on the point estimate of the aggregated annual data:

- 97 percent or greater passage effectiveness or survival. No additional Tier 1 measures and no increase to the BFAA Allocation Percent will occur at this time.

The Licensee may, at its discretion, develop a study of BFAA effectiveness, for approval by the FPWG, to determine whether the BFAA has been over-allocated (less water is needed to meet fish passage Performance Goals or, for resident species, to ensure safe, timely and effective passage). If it is determined by the FPWG that the BFAA is over-allocated, the Allocation Percent will be reduced consistent with the level of over allocation, upon agreement of the FPWG.

- 90 percent or greater, but less than 97 percent passage effectiveness or survival. The Licensee shall implement applicable Tier 1 measures, as required by the FPWG, in an effort to achieve the biological Performance Standards.
- Less than 90 percent passage effectiveness or survival. The Licensee shall implement applicable Tier 1 measures, as required by the FPWG, and shall increase the BFAA Allocation Percent to 35%.
- If more than 1,000 bull trout greater than 12 inches use the ladder annually, and measured performance of downstream steelhead smolt survival is less than 97%, the Licensees shall implement Tier 1 measures as required by the FPWG.

**2<sup>nd</sup> 5-year Monitoring Interval:** The Licensee shall, following the second 5-year Performance Assessment Interval, take actions in one of the following categories based on the point estimate of the aggregated annual data:

- 97 percent or greater passage effectiveness or survival. No additional Tier 1 measures and no increase to the BFAA Allocation Percent will occur at this time.

The Licensee may, at its discretion, develop a study of BFAA effectiveness over a range of flow conditions, for approval by the FPWG, to determine whether the BFAA has been over-allocated (less water is needed to meet fish passage Performance Goals or, for resident species, to ensure safe, timely and effective passage). If it is determined by the FPWG that the BFAA is over-allocated, the Allocation Percent will be reduced consistent with the level of over allocation, upon agreement of the FPWG.

- 90 percent or greater, but less than 97 percent passage effectiveness or survival. The Licensee shall implement all remaining and applicable Tier 1 measures, as required by the FPWG, in an effort to achieve the biological Performance Standards.
- Less than 90 percent passage effectiveness or survival. The Licensee shall implement all remaining and applicable Tier 1 measures, as required by the FPWG, and shall increase the fisheries BFAA Allocation Percent to 45%.
- If more than 1,000 bull trout greater than 12 inches use the ladder annually, and measured performance of downstream steelhead smolt survival is less than 97%, the Licensees shall implement Tier 1 measures as required by the FPWG.

**3<sup>rd</sup> 5-year Monitoring Interval:** The Licensee shall, following the third 5-year Performance Assessment Interval, take actions in one of the following categories based on the point estimate of the aggregated annual data:

- If all Biological Performance Goals have been met: No additional Tier 1 measures and no increase to the BFAA Allocation Percent will occur at this time. The Licensee shall continue monitoring fish passage for the term of the Amended License and shall provide summaries of this monitoring information, and other salmonid data that may be available from other sources within the project area, annually.

The Licensee may, at its discretion, develop a study of BFAA effectiveness over a range of flow conditions, for approval by the FPWG, to determine whether the BFAA has been over-allocated (less water is needed to meet biological Performance Goals or, for resident species, to ensure safe, timely and effective passage). If it is determined by the FPWG that the BFAA is over-allocated, the Allocation Percent will be reduced consistent with the level of over allocation, upon agreement of the FPWG.

- If one or more of the Biological Performance Goals have not been met: The Licensee shall meet with the FPWG as soon as possible, but by no later than February 1 of the next year, to determine: (1) whether implementation of any remaining Tier 1 measures is likely to meet the applicable Goal; or (2) whether major improvements are required (a “Tier 2 Determination”).
  - If the FPWG determines that additional Tier 1 measures are warranted, the Licensee shall implement the relevant measures as soon as possible and shall resume monitoring as described for upstream and downstream fish passage for a period of 3 years. Following this 3-year monitoring cycle, the Licensee shall meet again with the FPWG to determine whether the applicable Goals have been met, or whether additional major improvements are required.
  - If the FPWG determines that Tier 2 major improvements are required, the Licensee shall, in consultation with and subject to the approval of the FPWG, identify specific Tier 2 measures and a necessary monitoring and evaluation plan for implementation. The Licensee shall, within 90 days of this determination, propose an action plan and schedule for implementing the Tier 2 measures. After review and approval by the FPWG, the Licensee shall file the action plan with the Commission for its approval.
  - The Commission reserves the right to require changes to any Tier 2 measure. Any such changes required by the Commission may also require additional approvals by the appropriate Fish Agencies pursuant to their statutory authorities. The



Licensee shall implement the Tier 2 measures and the monitoring and evaluation plan upon Commission approval.

If more than 1,000 bull trout greater than 12 inches use the ladder annually, and measured performance of downstream steelhead smolt survival is less than 97%, the Licensees shall implement additional measures as required by the FPWG.

**Table 2.** Summary matrix for monitoring fish passage at Opal Springs during the 20 year period (or through the term of the license, whichever is soonest) following fish passage facility construction.

	Years: 0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
<b>Ladder completion</b> ■																					
<b>M&amp;E program</b>																					
<b>1. Upstream passage</b>																					
1A. Adult abundance	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
1B. Adult migration timing	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
1C. Adult passage effectiveness (real-time, annual)	■	■	■	■	■	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□
1D. Adult passage effectiveness (aggregate performance)					■						□							□			
<b>2. Downstream passage</b>																					
2A. Juvenile relative abundance	■	■	■	■	■	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□
2B. Juvenile emigration timing	■	■	■	■	■	■	■	■	■	■	■	□	□	□	□	□	□	□	□	□	□
2C. Juvenile passage effectiveness (real-time)	■	■	■	■	■	■	■	■	■	■	■	□	□	□	□	□	□	□	□	□	□
2D. Juvenile passage effectiveness (aggregate performance)					■						■							□			
<b>Decision-points</b>						■					■							□			
<b>Potential decisions if performance estimate is below standard (90%) at decision-point</b>							add to BFAA other Tier One				add to BFAA other Tier One							add to BFAA other Tier One			
<b>Potential decisions if performance is below aspirational goal (97%) at decision point</b>							other Tier One <sup>1</sup>				other Tier One <sup>1</sup>							other Tier One <sup>1</sup>			
<b>Potential decisions if performance is above aspirational goal (97%) at decision point</b>							Discontinue annual monitoring <sup>2</sup>				Discontinue annual monitoring <sup>2</sup>							develop Tier 2 plan Discontinue annual monitoring <sup>2</sup>			
■ will occur ● may occur, depending on the presence of fish tagged by PGE and/or the outcomes of earlier monitoring <sup>1</sup> as agreed to by FPWG: may occur if there will be a clear fish passage performance benefit and project upgrade costs have been covered <sup>2</sup> verify every 5 years and potentially return to annual monitoring if performance drops below 97%																					



## **5.5. Monitoring and evaluation quality assurance / quality control**

Monitoring and evaluation commitments in this plan will require an investment in field deployment, data management, and analysis that are currently beyond the capabilities of the DVWD. It is important to provide the FPWG with data and analysis that meets standards of quality, accuracy and consistency sufficient to meet the needs of the adaptive management program. As well, management of the BFAA by Fish Managers will require support from the DVWD. DVWD shall use accepted scientific practices as approved by NMFS, USFWS, BIA, ODFW, and CTWS (provided that the CTWS is a signatory to the Settlement Agreement) for all data collection and monitoring and shall ensure that data collection standards are being met. The Licensee shall provide raw monitoring data to the FPWG within two business days of a Fish Manager request. The Licensee shall include all data in its Annual Reports. DVWD will hire, contract, or otherwise provide for sufficient capabilities to meet FPWG and Fish Manager needs, and all Fish Passage Plan and Amended License Article requirements.

## **5.6. Abandonment of Anadromous Fish Reintroduction**

In the event that the NMFS, USFWS, ODFW, and the CTWS each notify the Commission that all efforts to re-introduce anadromous fish to the Upper Deschutes River Sub-basin have failed and have been discontinued, the Licensee's responsibilities to achieve steelhead and Chinook salmon fish passage Performance Standards shall cease and any associated monitoring and evaluation responsibilities shall terminate. The Licensee shall continue to operate the ladder for use by native resident fish, including bull trout, conduct associated monitoring for native resident fish, and provide water credits to the Bypass Flow Accrual Account for purposes of providing an ongoing benefit to native resident fish. The allocation shall be 25% of the increased hydroelectric potential resulting from the new diversion pool elevation.

The Licensee may, at its discretion, develop a study of BFAA effectiveness over a range of flow conditions, for approval by the FPWG, to determine whether the BFAA has been over-allocated (less water is needed) to meet fish passage needs of resident native fish. If it is determined by the FPWG that the BFAA is over-allocated, the allocation rate will be reduced consistent with the level of over allocation, upon agreement of the FPWG.

## **Citations**

Oregon Department of Fish and Wildlife and the Confederated Tribes of the Warm Springs Reservation of Oregon (ODFW and CTWS). 2008. Reintroduction and Conservation Plan for Anadromous Fish in the Upper Deschutes River Sub-basin, Oregon, Edition 1: Spring Chinook Salmon and Summer Steelhead. October 2008.

## Appendix C

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**AMENDMENT OF LICENSE  
OPAL SPRINGS HYDROELECTRIC PROJECT  
FERC PROJECT NUMBER 5891-000**

**REVISIONS TO EXHIBIT A**

Below is a tabulation of the Opal Springs Hydroelectric Project facilities. Refer to the revised Exhibit F and G drawings for additional details.

Note on project elevations: All elevations are reported in National Geodetic Vertical Datum of 1929 (NGVD 29), except construction drawings that are in a local project datum (LPD), which is greater than NGVD 29 by 1.79 feet.

**Diversion Structure**

Type	Concrete-capped rockfill
Height from toe of Dam	25.5
Crest Elevation with pneumatic gates Lowered	
Elevation of normal water surface	2001.21 ft. NGVD '29
Estimated pool area	9.2 acres
Estimated pool storage	67.2 acre-feet
Crest Elevation at minimal fish ladder operations	
Elevation of normal water surface	2007.21 ft. NGVD '29
Estimated pool area	145.5 acres
Estimated pool storage	13.1 acre-feet
Crest Elevation at maximum pool	
Elevation of normal water surface	2010.21 ft NGVD '29
Estimated pool area	15 acres
Estimated pool storage	184.8 acre-feet

**Pneumatic Crest Gates**

Gate Type	Obermeyer			
Gate Number	1	2	3	4
Size	6 x 8	9 x 12	2 each at 9 x 67.25	9 x 12
Hydraulic capacity (cfs)	287	727	9295	791

**Fish Ladder**

Type	Vertical Slot
Height	31.2
Number of cells	42
Design flow (cfs)	30
Jump Height (inches)	12
Operating Range	2007.21-2010.21 ft. NGVD '29



Intake Structure

Type	Concrete
Size	44 x 33 feet in plan
Height	32 ft
Parapet Elevation	2012.2178 ft. NGVD '29

Conduits

Type	Corrugated metal
Number	Two
Diameter	12.5 feet
Length	1,157 feet each
Lining	Full cement mortar
Cover	Minimum 5 feet of earth and rock for protection from falling rock

Bifurcation

Type	Concrete
Size	52 x 33 feet in plan
Height	19 feet
Transition	Two 12.5 foot diameter to one 16 foot diameter

Surge Tank

Type	Steel
Diameter	30 feet
Height	37 feet
Orifice Diameter	6 feet

Penstock

Type	Steel
Diameter	16 feet
Length	160 feet

Powerhouse

Type	Indoor, two level
Size	99 feet x 63 feet
Turbine Type	3-meter horizontal tube type
Turbine Manufacturer	Allis Chalmers
Gross Head	52 feet
Generator	4.3 MW 4,160 V synchronization
Speed	150 rpm
Generator manufacturer	Siemens-Allis

Turbine Water Driven Pumps

Description	
Rating (hp)	
Turbine flow capacity (cfs)	

Pump Units	
Unit 1	Unit 3
175	480
65	140

Pumping capacity (gpm)  
Penstock Dimensions

600	1,400
4 feet diameter x 64 feet long	6' feet diameter x 100 feet long

### Project Operations

The Project will operate as a run-of-river facility, and the minimum instream flow requirement of the current license (License Article 36) will be maintained. Gates No. 1, 2, and 4 and the associated concrete-lined spill channels are sized to provide a minimum total flow of 864.5 cfs, which, combined with the ladder flow of 30 cfs and the maximum turbine flow of 1,772.5 cfs, is equal to the 5% annual exceedance streamflow of 2,667 cfs. At this point, the dam crest could be lowered as needed to provide sufficient cushioning flow over the roughened dam face to minimize injury and mortality to fish and to avoid impinging on the Wild and Scenic Area boundary.

Pool level is maintained with the aid of level sensor and computer. Changes in flow are automatically sensed and the turbine wicket gates adjust to maintain the pool level. The setting of the pool level is calibrated to the nearest tenth of a foot in elevation. The limits of pool elevation are set at a low elevation of 2007.21 and a high elevation of 2010.21 feet.

## EXHIBIT F

### GENERAL DESIGN DRAWINGS

This section of the Application for Non-Capacity Amendment contains the Draft Exhibit F drawings for the proposed Opal Springs Fish Passage Project. The primary components of Exhibit F are:

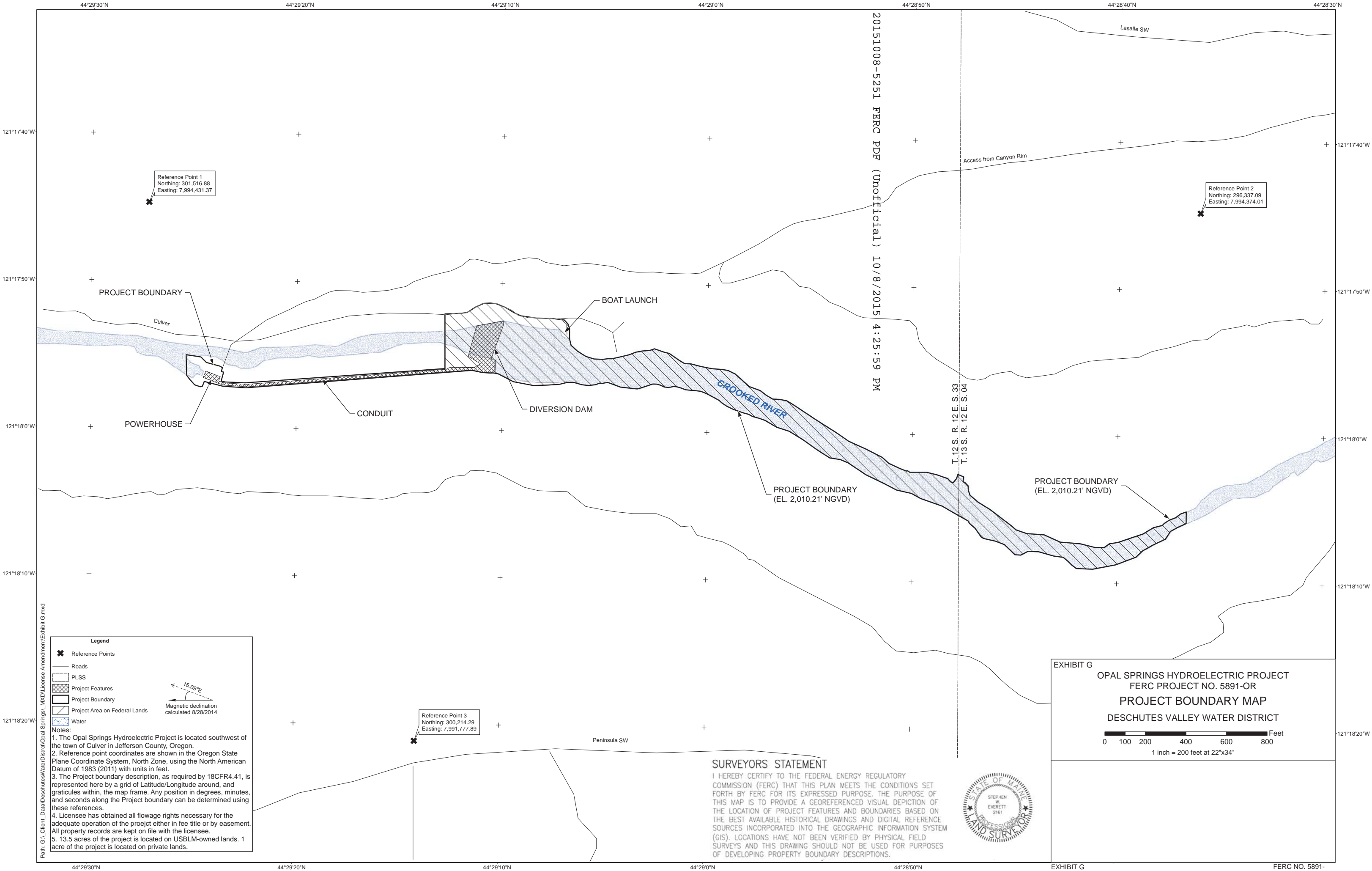
Sheet Number	Title
F-5	Overall Site Plan [replaces existing Sheet F-5 from 1985]
F-14	Site Plan
F-15	Fish Ladder – Plan and Profile
F-16	Fish Ladder – Plan and Profile
F-17	Spillway Chute #2 – Plan and Profile
F-18	Spillway Chute #4 – Plan and Profile
F-19	Gate #4 Spillway Details
F-20	Gate #1 and Gate #2 Sections
F-21	Gate # 3 and Gate #4 Sections

Pursuant to 18 CFR §4.39(e), Exhibit F design drawings showing major structures are being withheld and filed separately as Critical Energy Infrastructure Information (CEII). Procedures for obtaining access to CEII may be found at 18 CFR §388.113. Requests for access to CEII should be made to the Federal Energy Regulatory Commission's (FERC) CEII Coordinator.

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**EXHIBIT G**

**PROJECT BOUNDARY MAPS**



# **UPDATED EXHIBIT E**

## **APPLICANT PREPARED**

## **ENVIRONMENTAL ASSESSMENT**

### **OPAL SPRINGS HYDROELECTRIC PROJECT**

FERC No. 5891

*Prepared for:*

**Madras, Oregon**

*Prepared by:*

***Kleinschmidt***

Portland, Oregon  
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October 2015

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**UPDATED EXHIBIT E**  
**APPLICANT PREPARED ENVIRONMENTAL ASSESSMENT**  
**OPAL SPRINGS HYDROELECTRIC PROJECT**  
**FERC No. 5891**

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APEA ATTACHMENTS

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ACTION ON LISTED SPECIES

EXHIBIT B CONSULTATION RECORD

EXHIBIT C SUPPLEMENTAL INFORMATION

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## ACRONYMS AND ABBREVIATIONS

APE	area of potential effects
APEA	applicant-prepared environmental assessment
AWS	alternative water supply
BA	biological assessment
BFAA	Bypass Flow Accrual Account
BIA	U.S. Bureau of Indian Affairs
BLM	Bureau of Land Management
BOR	Bureau of Reclamation
CFR	Code of Federal Regulations
cfs	cubic feet per second
CRWC	Crooked River Watershed Council
CTWS	Confederated Tribes of the Warm Springs Reservation of Oregon
CWA	Clean Water Act
CZMA	Coastal Zone Management Act
DLCD	Oregon Department of Land Conservation and Development
DO	dissolved oxygen
DMM	downstream migrant mortality
DPS	distinct population segment
DVWD	Deschutes Valley Water District
EFH	essential fish habitat
ESA	Endangered Species Act
FERC	Federal Energy Regulatory Commission
FMO	foraging, migration, overwintering
FPA	Federal Power Act
FPWG	Fish Passage Work Group
IDF	inflow design flood
kV	kilovolt
LPD	local project datum
MCR	Mid-Columbia River
MSA	Magnuson-Stevens Act
MW	megawatt
NEPA	National Environmental Policy Act
NGVD 29	National Geodetic Vertical Datum of 1929
NHPA	National Historic Preservation Act
NMFS	National Marine Fisheries Service
NOAA	U.S. National Marine Fisheries Service
NOI	Notice of Intent
O&M	operation and maintenance
ODEQ	Oregon Department of Environmental Quality
ODFW	Oregon Department of Fish and Wildlife Service
OEDD	Oregon Economic Development Department
OSHP	Opal Springs Hydroelectric Project

OWEB	Oregon Watershed Enhancement Board
PGE	Portland General Electric
PLA	proposed license article
PME	protection, mitigation, and enhancement measure
PRB	Pelton Round Butte
PURPA	Public Utility Regulatory Policies Act
PSA	power sales agreement
RM	river mile
rkm	river kilometer
SHPO	State Historic Preservation Office
SWW	selective water withdrawal facility
TMDL	total maximum daily load
TWG	Technical Work Group
USACE	U.S. Army Corps of Engineers
USFS	U.S. Forest Service
USFWS	U.S. Fish and Wildlife Service
USGS	U.S. Geological Survey
UTM	Universal Transverse Mercator
WM	Willamette Meridian
WSEL	water surface elevation

**UPDATED EXHIBIT E**  
**APPLICANT PREPARED ENVIRONMENTAL ASSESSMENT**  
**OPAL SPRINGS HYDROELECTRIC PROJECT**  
**FERC No. 5891**

## **1.0 INTRODUCTION**

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The Deschutes Valley Water District (DVWD) is filing this applicant-prepared environmental assessment (APEA) with the Federal Energy Regulatory Commission (FERC) as part of an application for a non-capacity amendment of its license for the Opal Springs Hydroelectric Project (OSHP), FERC No. 5891. This APEA has been prepared pursuant to the requirements of FERC's regulations at 18 CFR §4.38 and §4.61 and FERC's guidance document, *Preparing Environmental Documents: Guidelines for Applicants, Contractors, and Staff* (FERC 2008). FERC will use the APEA to satisfy its responsibilities under the National Environmental Policy Act (NEPA) to assess the environmental effects of the Proposed Action, an Alternative Action, and the No-Action Alternative.

This APEA incorporates by reference the Settlement Agreement, Joint Explanatory Statement, and Technical Appendices.

- Exhibit A: Biological Assessment/Evaluation of the Effects of the Proposed Action on Listed Species
- Exhibit B: Consultation Summary
- Exhibit C: Supplemental Information

Under separate cover, the DVWD is filing revised Exhibits A (Project Description), G (maps) and F (drawings) reflecting the changes necessary to bring these exhibits into conformance with the proposed amendment.

Amendment of the OSHP's FERC license is needed because anadromous fish are being reintroduced to the upper Deschutes River basin. The reintroduction is underway as the result of fish passage measures required by Portland General Electric Company's (PGE's) FERC license for the Pelton Round Butte (PRB) Project (FERC No. 2030) (see Section 3). As a result of the

reintroduction, fish passage barriers within the three major tributaries upstream of the PRB Project, including the OSHP on the Crooked River need to be addressed systematically. Multiple agencies and other interested organizations have addressed 13 barriers to fish passage in the Crooked River subbasin upstream of the OSHP (Figure 1-1). These organizations include the Oregon Department of Fish and Wildlife (ODFW), the U.S. Fish and Wildlife Service (USFWS), the National Marine Fisheries Service (NMFS), the Confederated Tribes of the Warm Springs Reservation of Oregon (CTWS), PGE, the Crooked River Watershed Council (CRWC), Ochoco Irrigation District, and others. Passage structures have been installed at 10 diversion dams, and 3 dams have been removed. These actions have reconnected approximately 108 miles of river. The four remaining passage barriers in the lower Crooked River subbasin (including the OSHP) are being addressed.

In developing the Proposed Action, DVWD has engaged federal and state agencies, and non-governmental organizations in extensive pre-filing consultation. Most significantly, the *Settlement Agreement Concerning License Amendment for Fish Passage at the Opal Springs Hydroelectric Project* (“Original Agreement”) was executed in October 2011. A revised and restated settlement agreement was signed in October 2015 (Settlement Agreement). The restated Settlement Agreement reflected more complete understandings of the designed facilities and their operations. The parties (Parties) to the Settlement Agreement include the DVWD, NMFS, USFWS, the U.S. Bureau of Indian Affairs (BIA), the U.S. Bureau of Land Management (BLM), ODFW, and Trout Unlimited (TU). The Settlement Agreement is being filed concurrently with the application for amendment and this APEA.

As agreed among the Parties, the proposed amendment will authorize DVWD to provide for upstream and downstream passage at the OSHP and to provide an adaptive structure for managing the fish passage facilities throughout the term of the amended license. Specifically, DVWD proposes to:

1. construct a fish ladder to provide passage for migratory bull trout and anadromous summer steelhead, which both are listed as threatened according to the Endangered Species Act (ESA), into the Crooked River subbasin; and to provide passage for spring Chinook; the passage facilities also will reconnect populations of native redband trout upstream and downstream of the OSHP;



2. modify the dam to raise the maximum operating elevation of the OSHP reservoir from 2,004.21 feet to 2,010.21 feet.<sup>1,2</sup> This new elevation will enable the DVWD to construct alternative downstream passage routes for migrating fish and facilitate the establishment of a water bank known as the Bypass Flow Accrual Account (BFAA), which the Oregon Department of Fish and Wildlife (ODFW) and the Confederated Tribes of the Warm Springs Reservation of Oregon (CTWS) (hereafter referred to as the Fish Managers) will use to supplement flow into the OSHP's bypass reach as needed; and
3. adaptively manage the OSHP to meet fish passage performance objectives through a monitoring and evaluation program and tiered measures that are designed to respond to the findings of the monitoring and evaluation program.

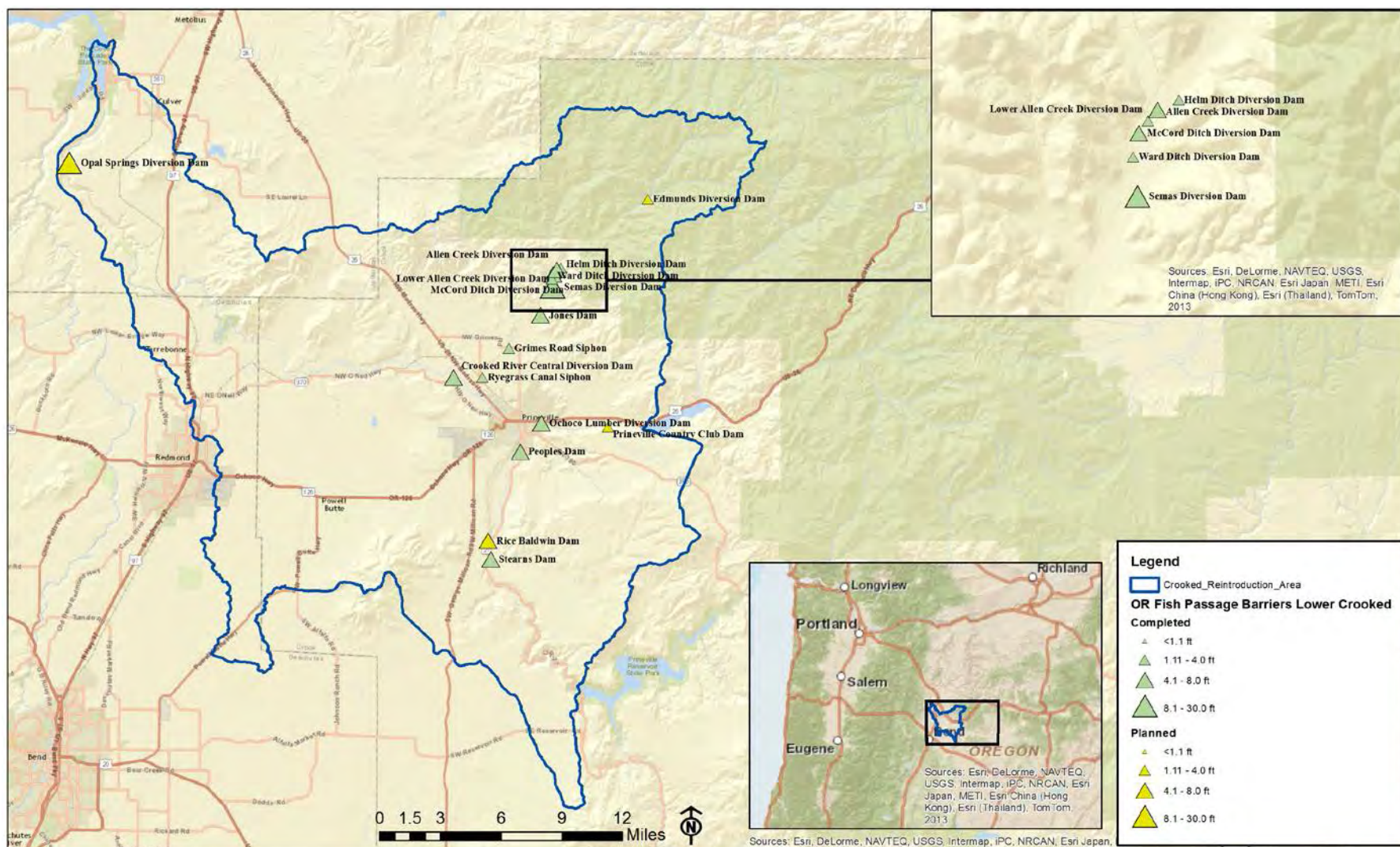
The specific elements of the Proposed Action (described in greater detail in Section 4 of this APEA) are (1) constructing a fish ladder to provide upstream fish passage at the OSHP, (2) increasing the maximum operating elevation of the OSHP reservoir from 2,004.21 feet NGVD 29 to 2,010.21 feet by modifying the dam, (3) establishing a water bank to be used for facilitating upstream and downstream fish passage effectiveness, (4) implementing an adaptive management approach to facilitate decision-making for the duration of the term of OSHP's current FERC license, and (5) modifying the FERC boundary of the OSHP to encompass the proposed works and the larger pool.

The proposed increase in the elevation of the reservoir will inundate an additional 700 longitudinal feet (3.9 acres) of riverine habitat immediately upstream of the existing OSHP impoundment. The new pool will approach, but not encroach on, the downstream boundary of the Wild and Scenic segment of the Crooked River.

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<sup>1</sup> All elevations are reported in National Geodetic Vertical Datum of 1929 (NGVD 29), except construction drawings that are in a local project datum (LPD), which is greater than NGVD 29 by 1.79 feet. For purposes of keeping the construction and engineering simple, this LPD is used in an engineering context.

<sup>2</sup> The OSHP is authorized to operate at a maximum pool elevation of 2,005 feet NGVD 29; surveys conducted in 2009 by DVWD indicate that the current elevation of the impoundment is at 2,004.21 feet. The proposal is to increase the impoundment elevation by 6 feet, making the new maximum operating elevation 2,010.21 NGVD 29 (2,012 feet LPD).



**FIGURE 1-1 LOWER CROOKED RIVER**

The map indicates barriers to anadromous fish migration and shows that provision of passage around the facility at Opal Springs is crucial for providing access for fish to the entire sub-basin (Source: Sanders 2015).

## **2.0 APPLICATION**

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### **2.1 APPLICATION TYPE**

Non-capacity license amendment.

### **2.2 DATE FILED**

October 7, 2015

### **2.3 APPLICANT**

Deschutes Valley Water District.

### **2.4 WATER BODY**

Crooked River, a tributary to the Deschutes River, Oregon.

### **2.5 COUNTY AND STATE**

Jefferson County, Oregon.

### **3.0 PURPOSE OF ACTION AND NEED FOR POWER**

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On October 7, DVWD filed an application for a non-capacity amendment of its FERC license for the OSHP. DVWD requested FERC's approval to construct a fish ladder and increase the maximum operating pool of the OSHP impoundment by 6 feet to 2,010.21 feet (2,012 LPD). The fish ladder is needed to provide upstream passage of native anadromous and resident fish at the OSHP.

A selective water withdrawal (SWW) facility has modified surface currents in Lake Billy Chinook (the reservoir above Round Butte Dam, downstream of the OSHP and the uppermost dam of the PRB Project) to attract outmigrating juvenile salmonids. The SWW is equipped with a fish screen to collect and sort outmigrants for release in the Deschutes River downstream of the PRB Project. The fish screen commenced operation in November 2009. A fish trap-and-haul operation, already in place below the PRB Project, will be used to transport returning adult salmonids to the tributaries upstream of the PRB Project.

The passage barrier posed by the OSHP is significant because it blocks access by migrating fish to the entire lower Crooked River subbasin. Providing fish passage at Opal Springs Dam will open access to about 108 miles of upstream fish habitat, including 58 miles reconnected by improvements at the Crooked River Central and Peoples' Irrigation District dams. Providing upstream passage at the OSHP will help establish self-sustaining, harvestable populations of summer steelhead trout (steelhead) and spring-run Chinook salmon (spring Chinook) in the Crooked River. Non-anadromous native fish, including bull trout, are also expected to use the proposed fish ladder to migrate upstream of the OSHP.

The proposed increase in the elevation of the reservoir also will provide additional water on demand to facilitate upstream and downstream fish passage. DVWD will manage additional water, in collaboration with the resource agencies, via a water bank (i.e., BFAA). This water will serve both as attraction flow for adult fish that may be holding in the OSHP's tailrace and as alternative passage for downstream migrants through a spillway that will be constructed as part of the Proposed Action. Increased head resulting from increasing the elevation of the reservoir

will allow DVWD to generate additional power to partially offset the cost of fish ladder construction and operation as well as costs associated with the monitoring and evaluation program.

FERC will determine whether to issue an amended license to DVWD to allow construction of the fish ladder and to increase the maximum allowable water surface elevation of the OSHP impoundment. FERC will also identify any conditions to be placed on the amended license. Issuing the amended license would allow DVWD to provide upstream and downstream fish passage as well as to generate additional hydropower at the OSHP for the remainder of the current license term.

The OSHP provides hydroelectric generation to meet part of Oregon's power requirements, resource diversity, and capacity needs. The OSHP has an installed capacity of 4.3 megawatts (MW) and generates approximately 29,509 megawatt-hours (MWh) per year.

DVWD provides water to approximately 4,000 residential and commercial customers in Jefferson County. Water is provided through wells that tap into deep artesian springs from the bottom of the 846-foot canyon in which the OSHP is located. From there, the water is pumped up to the canyon rim and distributed throughout the DVWD's service area. The OSHP is a vital part of the DVWD's operations because it enables DVWD to keep water rate increases to a minimum. These rates in turn help local business to thrive. These businesses include bottling companies that market the Opal Springs water, such as Earth H2O and the Opal Springs Water Company.

## 4.0 PROPOSED ACTION AND ALTERNATIVES

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### 4.1 PROJECT DESCRIPTION

The OSHP is located southwest of the town of Culver in Jefferson County, at river mile (RM) 7.2 on the Crooked River in Central Oregon. The dam is about 0.75 mile upstream of the head of Lake Billy Chinook in the northeast quarter of the northwest quarter of Section 33, Township 12S, Range 12E, Willamette Meridian (WM) (Figure 4-1). The upstream end of the reservoir is located on BLM land in the northeast quarter of the northwest quarter of Section 4, Township 13S, Range 12E, WM (Figure 4-1). Figure 4-2 shows the OSHP facilities, surrounding geographic features, and land ownership.

The OSHP consists of the following elements:

- a 21-foot-high, 175.2-foot-long, concrete-capped, rockfill diversion dam topped with 6 feet of flashboards that create a pool with a storage capacity of 106.4 acre-feet and a surface area of 11.1 acres at normal maximum pool elevation of 2004.21 feet;<sup>3,4</sup>
- a 44-foot by 33-foot rectangular concrete intake structure 32 feet in height on the left abutment of the diversion dam;
- two 12.5-foot-diameter, 1,157-foot-long buried corrugated metal conduits;
- a 30-foot-diameter steel surge-tank bifurcator;
- a 16-foot-diameter, 160-foot-long steel penstock;
- two turbine-driven pumps, one rated at 175 horsepower and the other at 480 horsepower;
- a powerhouse containing one turbine generating unit with a nameplate capacity of 4.3 MW at a power factor of 0.85 providing 1,800 cubic feet per second (cfs) of powerhouse capacity;
- a 250-foot-long, 20.8-kilovolt (kV) underground transmission line interconnecting to the Pacific Power and Light transmission system; and
- appurtenant facilities.

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<sup>3</sup> All elevations are reported in National Geodetic Vertical Datum of 1929 (NGVD 29) except construction drawings that are in the local project datum (LPD), which is greater than NGVD 29 by 1.79 feet. For purposes of keeping the construction and engineering simple, this LPD is used in an engineering context.

<sup>4</sup> The OSHP is authorized to operate at a maximum pool elevation of 2,005 feet NGVD 29; surveys conducted in 2009 by DVWD indicate that the current elevation of the impoundment is at 2004.21 feet. The proposal is to increase the impoundment elevation by 6 feet, making the new maximum operating elevation 2,010.21 feet NGVD 29 (2,012 feet LPD)



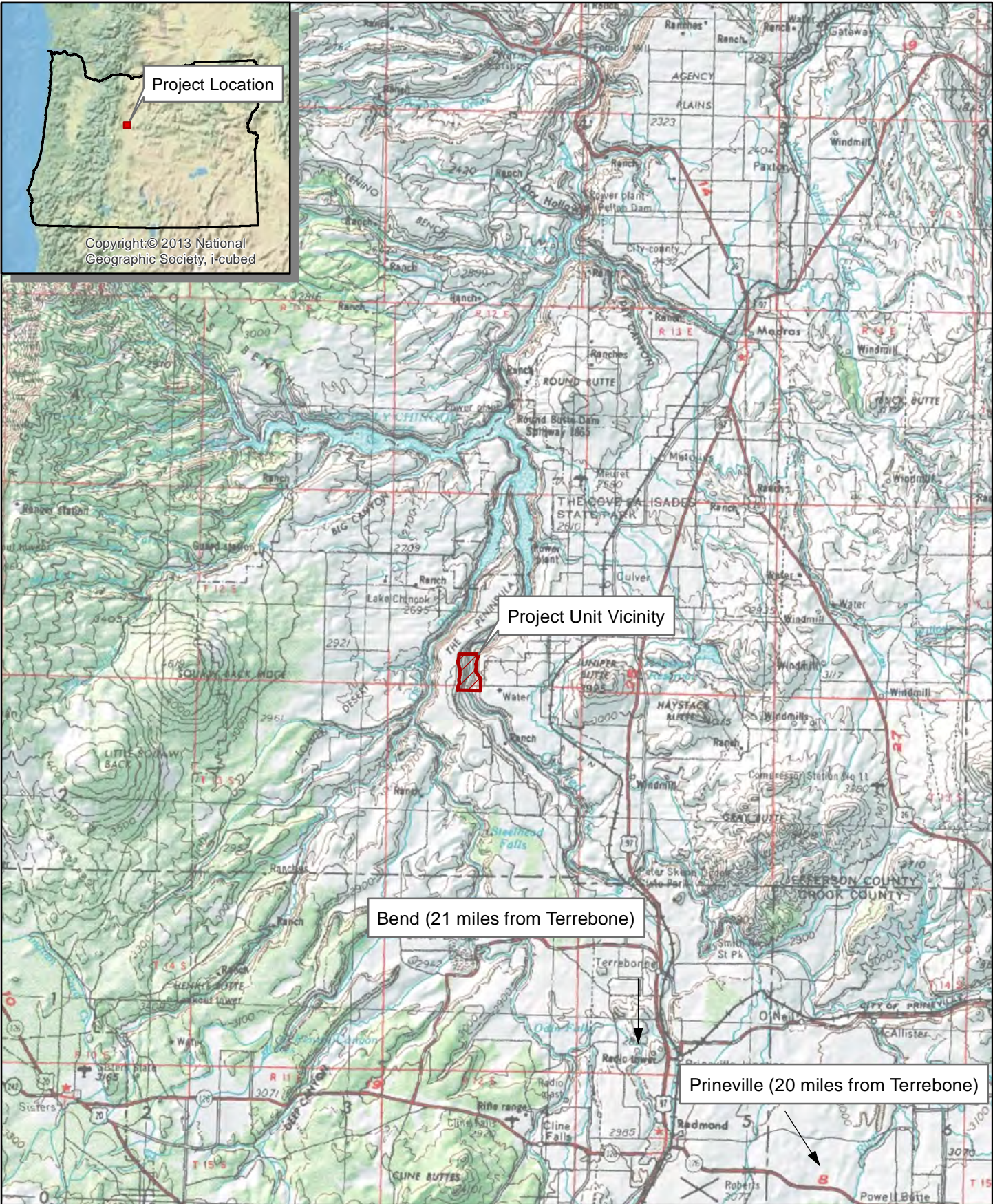
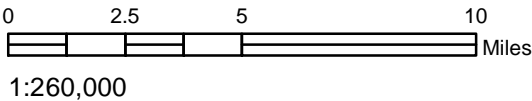
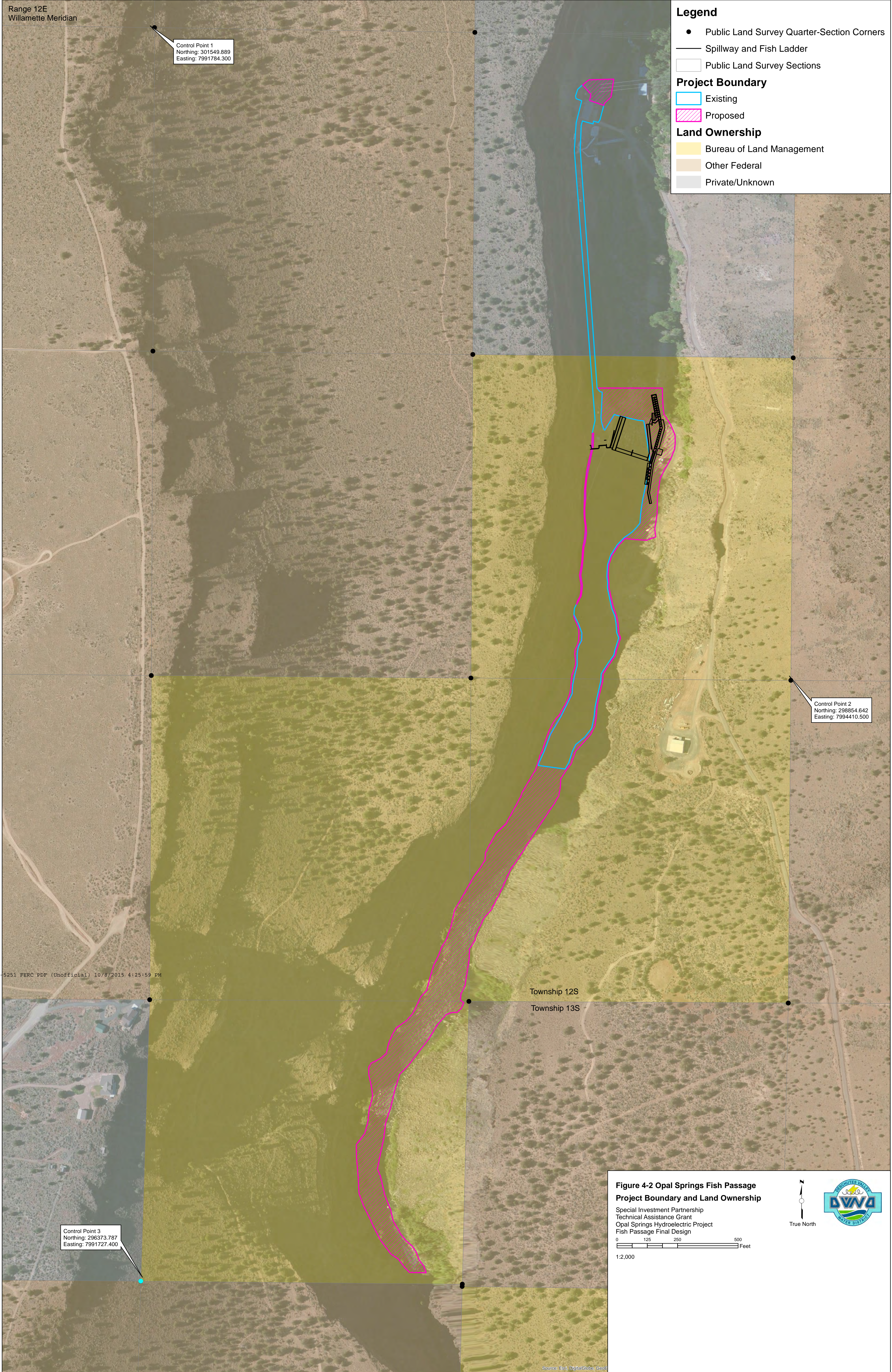


Figure 4-1 Opal Springs Project Location

Special Investment Partnership  
Technical Assistance Grant  
Opal Springs Hydroelectric Project  
Fish Passage Final Design









## 4.2 EXISTING PROJECT OPERATIONS

The OSHP is operated as a run-of-river facility. As required by Article 36 of the current OSHP license, DVWD maintains the discharge from the Opal Springs Dam at a continuous minimum flow of 50 cfs or the inflow to the reservoir, whichever is less, for the purpose of protecting and enhancing aquatic resources in the Crooked River downstream of the OSHP. The OSHP's water right is for 1,772.5 cfs, which may be fully used when river flows exceed 1,822.5 cfs. Once the powerhouse capacity (1,772.5 cfs) is exceeded, excess streamflows during periods of high runoff (typically in the spring) are passed over the stoplogs as the impoundment is allowed to rise.

## 4.3 PROPOSED ACTION

According to the Proposed Action, FERC will authorize DVWD to build a fish ladder and to increase the maximum pool elevation of the OSHP to 2,010.21 feet (2,012 feet LPD). The proposed minimum water surface elevation of the pool, for purposes of ensuring continuous operation of the fish ladder, will be 2007.21 feet NGVD 29, resulting in a 3-foot operating range for the OSHP. FERC will also authorize DVWD to operate the OSHP in accordance with an adaptive management framework that includes establishing a water bank to facilitate upstream and downstream fish passage (see Fish Passage and Protection Plan, Appendix B to the Settlement Agreement).

At the proposed increased water surface elevation, the OSHP impoundment will store 184.8 acre-feet and have a surface area of 15.0 acres. The proposed upstream extent of the pool will approach, but not encroach on, the downstream boundary of the Lower Crooked River Wild and Scenic River Area (the east-west centerline of the Wild and Scenic boundary is at the northern half of the northern half of Section 4, Township 13S, Range 12E, WM, approximately RM 8). The OSHP boundary would be amended to reflect the inclusion of additional BLM lands (Figure 4-3).

The OSHP will continue to operate as a run-of-river facility. As described in Appendices A and B of the Settlement Agreement, DVWD would manage a water bank for the benefit of upstream and downstream fish passage, for use at the request of the Fish Managers. The Fish Managers will base their requests on a planning process involving all parties to the Settlement Agreement

to generate a BFAA Annual Allocation Plan (described in Section 4.3.3). The DVWD will modify its operations to supply additional water through a spillway, which will be part of the facilities.

The following sections describe the elements of the Proposed Action.

#### **4.3.1 PROPOSED BOUNDARY**

The FERC boundary of the OSHP will be amended to include additional BLM lands and to incorporate features necessary for operating the new and existing facilities. Proposed changes include the following:

- The FERC boundary below the diversion will be extended to include the fish ladder and an extended portion of the tailrace below the OSHP where potential adaptive measures could be implemented pursuant to the proposed adaptive management plan.
- On the west side of the reservoir, the boundary will include the upstream portions of the fish ladder and the boat ramp.
- Elsewhere above the diversion, the boundary will follow the 2,010.21-foot contour. This elevation ensures that the boundary will not encroach on the Lower Crooked River Wild and Scenic River Area.

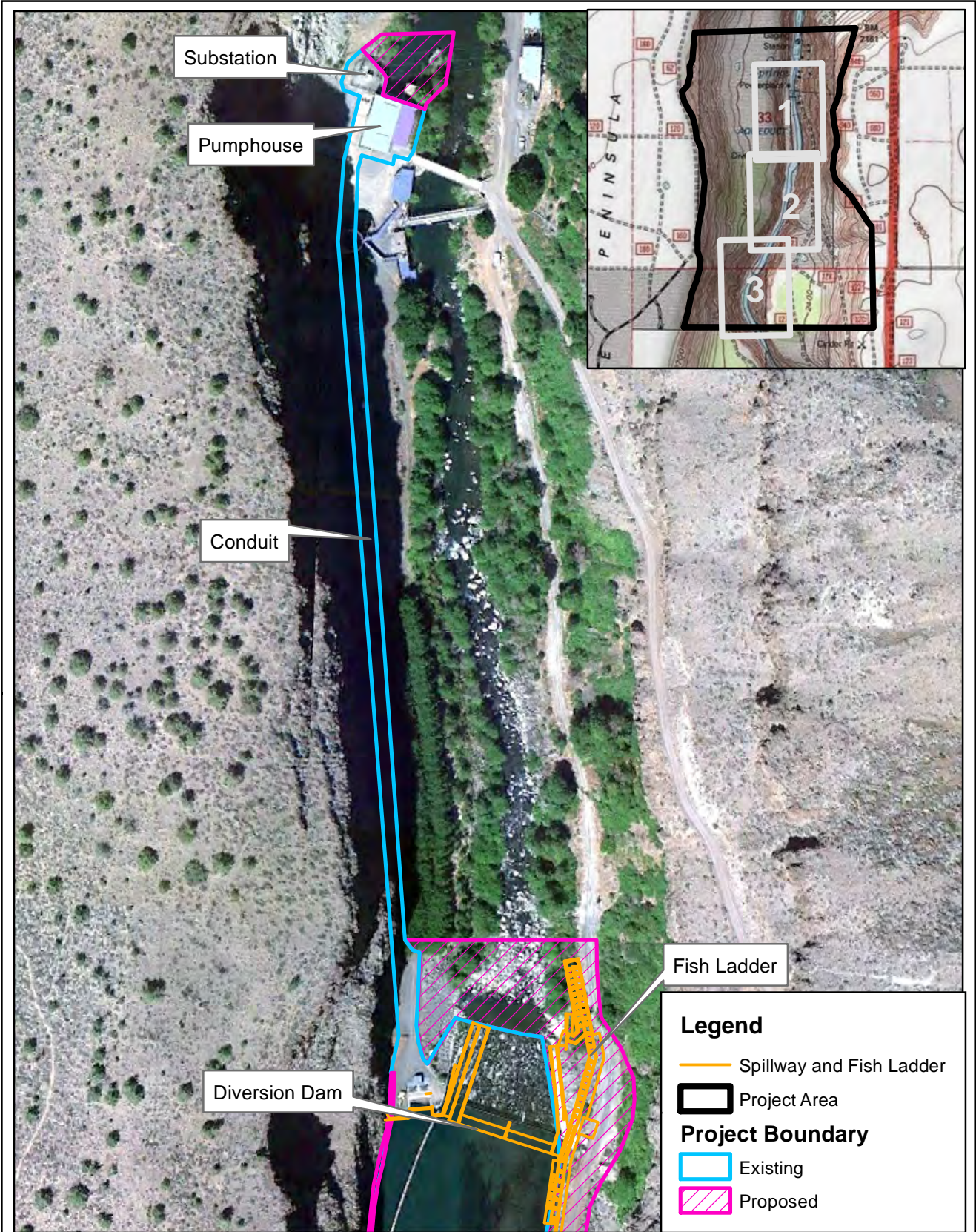
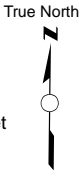
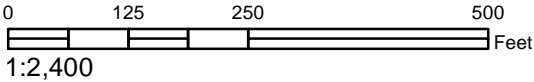
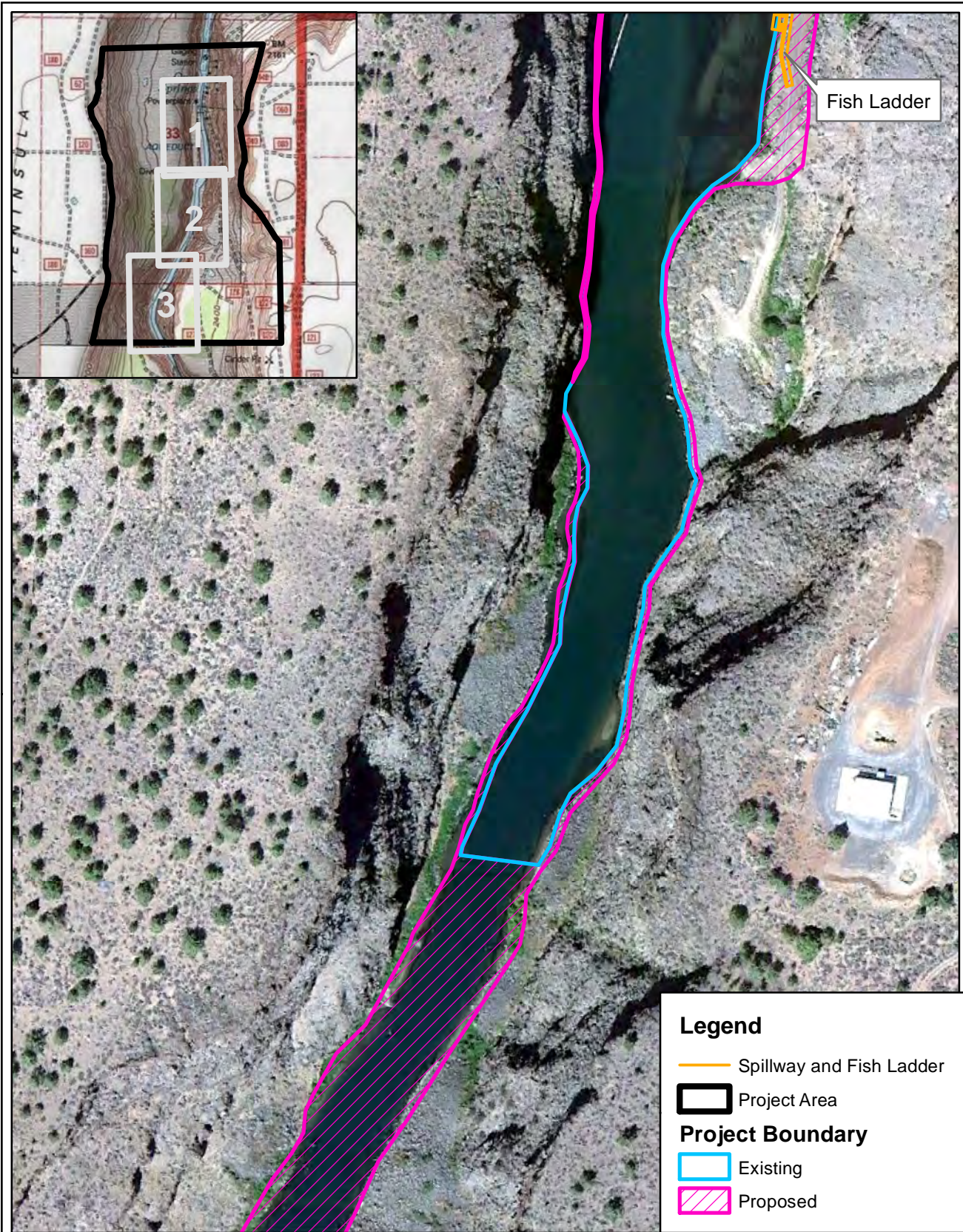


Figure 4-3 Opal Springs Fish Passage  
Project Detail: Sheet 1

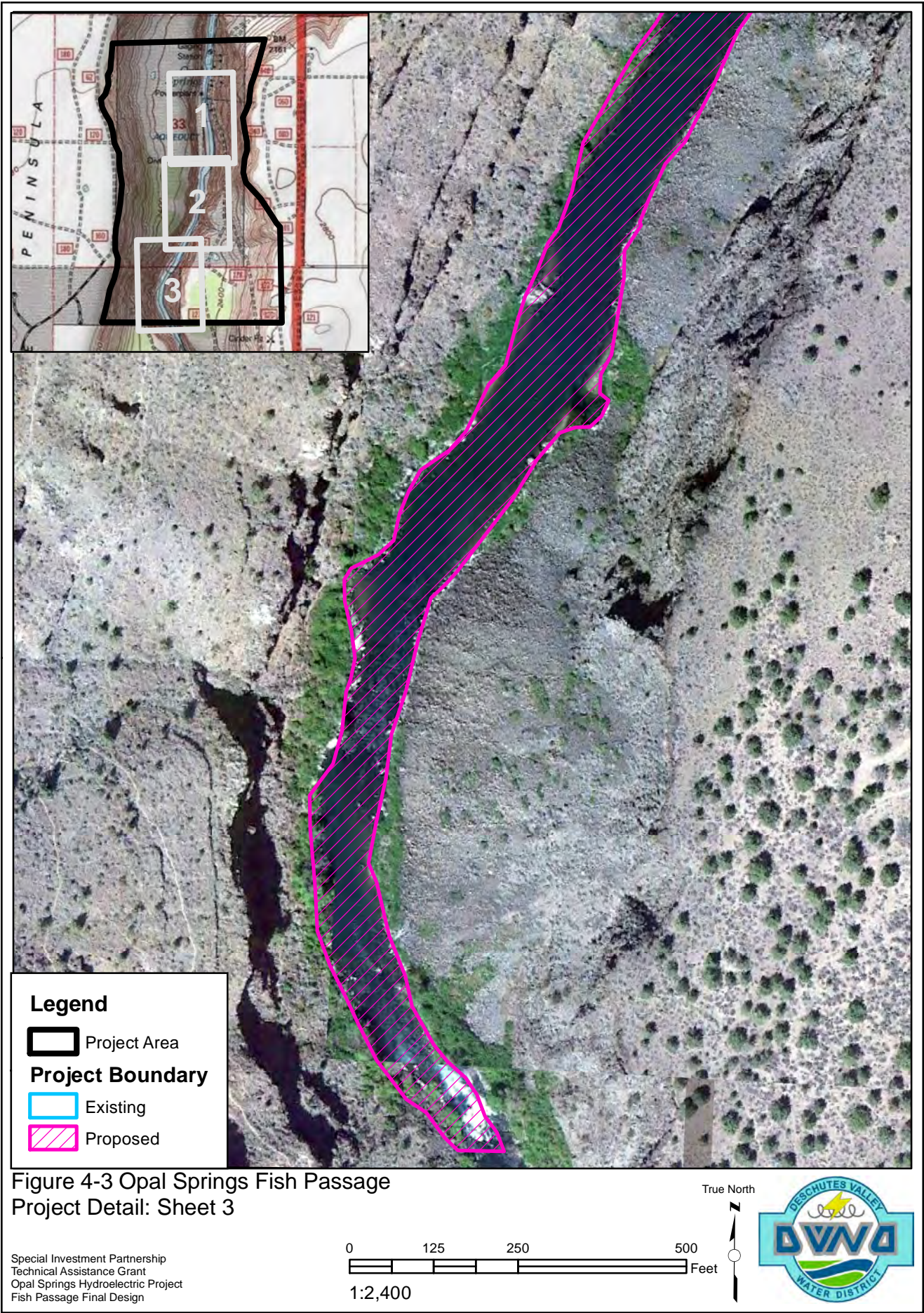
Special Investment Partnership  
Technical Assistance Grant  
Opal Springs Hydroelectric Project  
Fish Passage Final Design











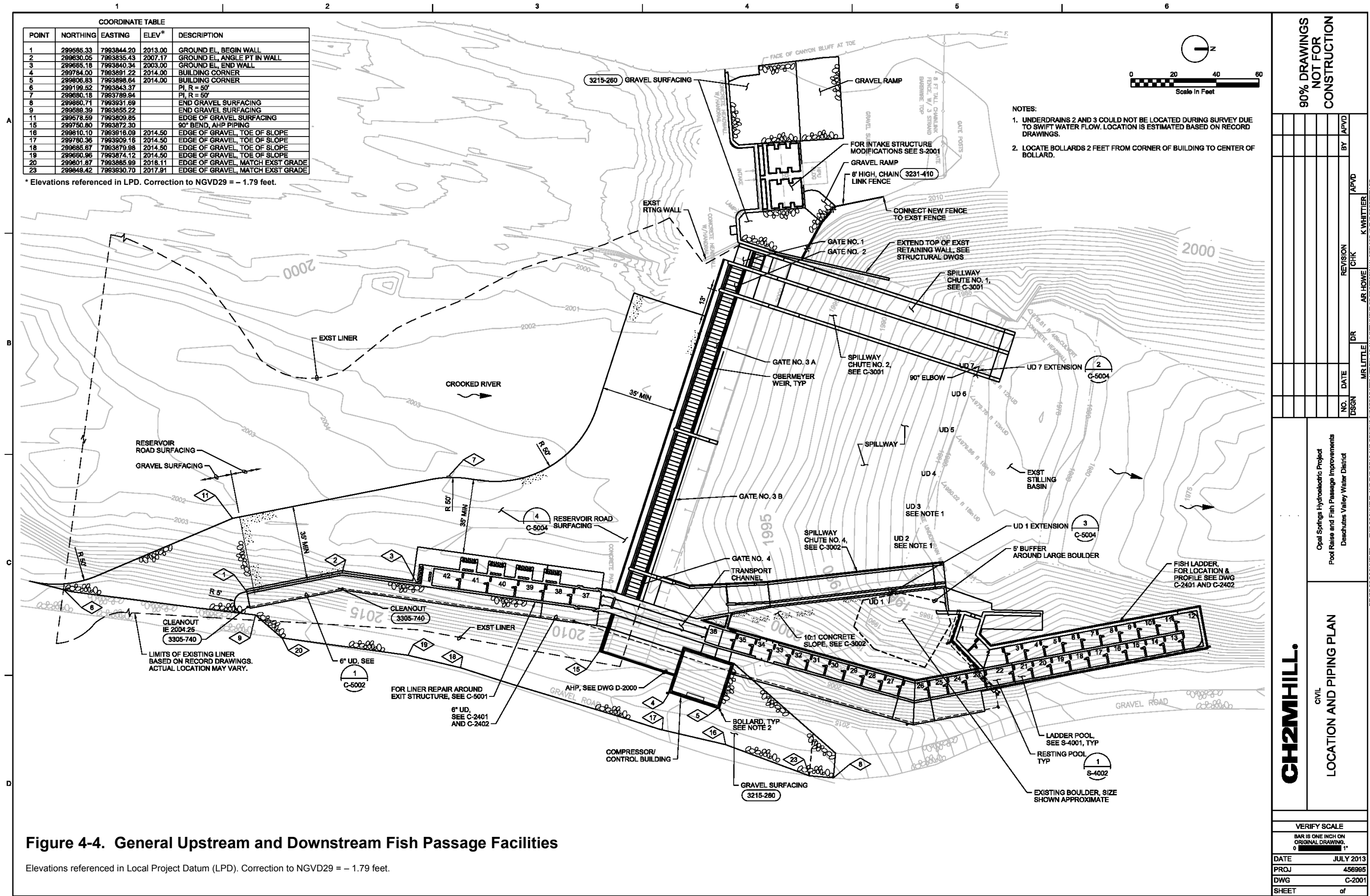
#### **4.3.2 PROPOSED FACILITIES**

The proposed facilities, which are described in detail in the following sections, include a fish ladder and pneumatic crest gates to raise the pool elevation. The following subsections describe these facilities in detail.

The Parties, including the Fish Agencies (NMFS, USFWS, ODFW, BIA), have reviewed the preferred design for the fish ladder (Figure 4-4) and approved it subject to consistency with any final license conditions that FERC may issue as a result of the proposed amendment (see Exhibit B, Consultation Record). The approved design documents include the following:

- 90% Specifications Vol 1, Vol 2
- 90% Standard Details
- 90% Supporting Design Report
- 90% Drawings





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#### 4.3.2.1 FISH LADDER

The Proposed Action includes constructing a vertical-slot fish ladder on the right abutment of Opal Springs Dam to allow volitional upstream passage of fish. The ladder will include five key features:

- entrance
- attraction spill
- exit structure
- temporary adult trap
- other facilities for monitoring and evaluation

The fish ladder will accommodate a static forebay water surface elevation that may range from 2,007.21.0 to 2,010.21 feet (2,009 and 2,012 feet LPD). The tailwater surface elevation with 50 cfs is 1,979.01; therefore, the maximum hydraulic differential between headwater and tailwater will be approximately 31.2 feet. The minimum hydraulic differential will be approximately 28.2 feet. As a result, the proposed layout describes 42 pools with hydraulic drops of 9 inches each.

**Entrance.** The ladder is designed to pass both salmon and trout. An entrance approximately 1 foot 10 inches wide by 3 feet high will deliver 30 cfs with 12 inches of differential. The ladder entrance is located based on field observations with the resource agencies and the results of flow testing conducted in late August 2012. During testing, the spill flow varied from approximately 30 cfs to 1,030.0 cfs, which encompasses the 95% to 5% exceedance streamflow range for bypass flows.

The ladder entrance is positioned to take advantage of a back-eddy pool that forms on the downstream side of a large boulder on the right bank adjacent to the stilling basin. Spill flows are expected to create a whitewater shear zone near the boulder that will guide fish moving upstream from the stilling basin tailout over the short distance to the fishway entrance. The maximum length of this whitewater shear zone is estimated to be between approximately 5 to 40 feet for Chute No. 4 flow rates ranging from 20 cfs to 300 cfs. The water jet discharging

from the fish ladder entrance will intersect the Chute No. 4 flows at a large angle, and the resultant velocity vectors will be directed toward the stilling basin tailout and downstream boulder field.

**Attraction Spill.** No piped auxiliary water supply system will be provided. The minimum bypass flow of 50 cfs will be supplied by the 30 cfs fish ladder flow and 20 cfs of spill flow. Spill flow normally will be supplied by Gate No. 4 adjacent to the fish ladder; however, this spill flow may also be provided by Gate No. 1 to enhance downstream fish passage seasonally.

**Exit Structure.** The fish ladder will have five exit pools located within the forebay to accommodate the full range of potential static forebay water surface elevations in 3-inch increments, resulting in 13 discrete set-points. A hybrid exit structure will accommodate two different exit-pool configurations. This approach includes both side exit gates (orifice flow) and an end exit slot (open-channel flow) to provide flexibility during testing of the hydro-mechanical equipment and operation of the fishway. Each configuration (set of side gates and single end gate) is designed to accommodate the full range of forebay elevations independently.

**Temporary Adult Trap.** A temporary trap for adult fish will be provided as part of the monitoring and evaluation program requirements to assess the performance of the fish passage facilities and demonstrate that the requirements of the Settlement Agreement have been met. The temporary adult trap will be located in the channel upstream of a transport channel and before the five exit pools. It will consist of a trapping mechanism, holding pool, upstream diffuser, and a brail with hopper. The trapping mechanism will be an in-ladder, removable vee-trap with brail.

**Facilities for Monitoring and Evaluation.** The fish ladder will include other provisions for monitoring and evaluating fish, including designated space, conduit, electrical, and instrumentation and control connections for a future fish-counting system (designed by the DVWD) and the possible future addition of devices for detecting passive integrated

transponder (PIT) tags. The DVWD anticipates using a VAKI Riverwatcher system with digital video camera to count and identify fish. This equipment will be placed at the downstream end of the transport channel. A conduit embedded in the sides and invert of the transport channel or other provisions will be made to facilitate future installation of a PIT-tag detector.

#### **4.3.2.2 PNEUMATIC CREST GATES**

Four inflatable weirs (or gates) that span the crest of the dam will be installed to establish and control the increased pool elevation. These gates will provide alternative passage routes to the powerhouse intake that some fish may use as they migrate downstream through the OSHP area. Both the fish ladder and the gates are designed to improve upstream and downstream passage conditions for migratory fish.

The four gates are provided as follows, listed from left to right looking downstream:

- Gate No. 1 – BFAA releases and primary gate for downstream fish passage
- Gate No. 2 – BFAA releases and downstream fish passage
- Gate No. 3 – Auxiliary spillway for flood releases (split into Bay 3a and Bay 3b)
- Gate No. 4 – BFAA releases, downstream fish passage, attraction flow adjacent to the fish ladder entrance, and primary gate for instream flow releases

Table 4-1 summarizes the gate specifications.

**TABLE 4-1 GATE SUMMARY – POOL RAISE AND FISH PASSAGE IMPROVEMENTS**

Correction of (-1.79) from the LPD has been applied.

GATE NO.	GATE DIMENSIONS (H X W, FEET)	MAXIMUM FOREBAY WSEL = 2,010.21 FT (2,012 FT LPD)				MINIMUM FOREBAY WSEL = 2,007.21 FT (2,009 FT LPD)			
		MAXIMUM FLOW (CFS)	WATER DEPTH		VELOCITY AT CRITICAL (FPS)	MAXIMUM FLOW (CFS)	WATER DEPTH		VELOCITY AT CRITICAL (FPS)
			Total Head (ft)	Critical Depth (ft)			Total Head (ft)	Critical Depth (ft)	
1	6 x 8	287	6	3.8	11.1	106	3.0	1.8	7.7
2	9 x 12	727	9	5.4	13.2	419	6.0	3.6	10.8
3	2 each at 9 x 67.25	9,295	9	5.4	13.2	5,106	6.0	3.6	10.8
4	9 x 12	791	9	5.7	13.6	442	6.0	3.7	11.0

WSEL = water surface elevation; fps = feet per second

Fish bypass releases would enter a stilling basin adjacent to the proposed fish ladder entrance. The Fish Passage Working Group (FPWG)<sup>5</sup> will develop detailed protocols for operating the gates and for using BFAA releases to facilitate fish passage as part of the adaptive management effort. Section 4.3.3 describes an initial operational approach.

### 4.3.3 PROPOSED OPERATIONS

The OSHP will continue to be operated as a run-of-river facility, and the minimum instream flow requirement of the current license (License Article 36) will be maintained. Gates No. 1, 2, and 4 and the associated concrete-lined spill channels are sized to provide a minimum total flow of 864.5 cfs, which, combined with the ladder flow of 30 cfs and the maximum turbine flow of 1,772.5 cfs, is equal to the 5% annual exceedance streamflow of 2,667 cfs. Above this flow, the dam crest could be lowered as needed to provide sufficient cushioning flow over the roughened dam face to minimize injury and mortality and to avoid impinging on the Wild and Scenic Area boundary.

<sup>5</sup> As described in the Settlement Agreement, the Fish Passage Working Group means all signatories to the October, 2011, SA (DVWD, NMFS, USFWS, BIA, ODFW, TU, and CTWS (provided that the CTWS is a signatory to the Settlement Agreement)). This is the working group whose purpose is to advise the Licensee on fisheries and habitat issues as specified in this Agreement and the Amended License.

As part of the Settlement Agreement, the DVWD will be implementing the BFAA as directed by the Fish Managers. The BFAA will be used to provide additional flow releases in the bypass reach (in addition to the instream flow requirement of 50 cfs) to facilitate upstream and downstream fish passage. The total annual BFAA volumes are estimated to be on the order of 20,000 to 30,000 acre-feet. In terms of flow releases, this volume will provide a year-round BFAA flow release of 30 to 40 cfs, approximately 9 weeks of flow releases at 200 cfs, or approximately 2 weeks of flow releases at 864.5 cfs.

The Fish Managers will base their requests for additional releases on a planning process involving all parties to the Settlement Agreement to generate a BFAA Annual Allocation Plan (described in Appendices A and B of the Settlement Agreement). The DVWD will modify its operations to supply additional water, when called for, through Gates 1, 2, and 4 (see Section 4.3.2.6 above).

The ability to direct flow up to the design capacity of the bypass weir provides greater control of the river over a wide range of flow conditions. The ability serves three important functions:

- minimizing injury and mortality of fish passing over the roughened spillway;
- balancing the amount and location of flow in relation to the ladder entrance to provide attraction water; and
- maintaining a constant pool elevation to avoid impinging on the upstream Wild and Scenic Rivers boundary.

#### **4.3.4 FISH MONITORING**

Fish migrating through the OSHP area will be monitored to evaluate the biological performance of the new fish ladder, inform adaptive management of the BFAA, and determine whether other fish passage measures might be needed to achieve the biological performance objectives described in Appendix B of the Settlement Agreement. The monitoring and evaluation program will have upstream and downstream fish passage components, each implemented at 5-year intervals so that point estimates have an appropriate level of precision and represent a range of environmental conditions. Determinations of

achievement of the biological performance objectives will be based on point estimates of aggregated data at the end of each 5-year monitoring interval.

Enumeration of fish using the fish ladder will begin upon completion of the fish ladder and elevation of the pool, but monitoring upstream passage will begin when migrating adult salmonids are passed upstream of the PRB Project and begin approaching and moving through the OSHP area. Efforts to monitor upstream fish passage at the OSHP will be designed to identify obvious problems with passage of adult fish within a few years to provide the FPWG with sufficient information to manage the BFAA for upstream fish passage and to inform decisions regarding fish passage improvements that may be needed to meet the explicit Performance Objectives. Uncertainties to be resolved by monitoring include species-specific run timing, the potential for migratory delay at the tailrace and at the base of the dam due to false attraction, rates of successful upstream fish passage, rates of adult fall-back, and whether or how management of the BFAA affects these rates.

Appendix B of the Settlement Agreement provides greater detail regarding the proposed fish monitoring program and actions based on monitoring results.

#### **4.3.5 PERFORMANCE OBJECTIVES**

The primary purpose of installing the new fish ladder, increasing pool elevation and creating the BFAA is to provide safe, timely and effective passage for migratory and resident fish species in the Crooked River at the OSHP. Conditions that meet the objectives will accommodate the natural timing of key life-history events (such as spawning) of the migratory species present, and will not cause excessive injury, mortality, or a high frequency of aberrant migratory behaviors by the salmonids entering the area (for example, false attraction of adults to the powerhouse tailrace, extended holding immediately above or below the dam, or unintended adult fall-back after passing upstream over the dam).

The Settlement Agreement describes specific fish passage Performance Objectives for safe, timely, and effective upstream passage at the OSHP as follows:

### **Upstream Fish Passage Performance Objectives**

<b><u>Species</u></b>	<b><u>Standard (to be met)</u></b>	<b><u>Goal (to be strived for)</u></b>
Steelhead and Chinook Salmon adults	≥90% successful upstream passage of migratory adults, with ≥90% of those adults that do successfully pass the Project doing so by a specified date each year <sup>6</sup> . Fish that perish when falling-back after dam passage will be considered unsuccessful migrants.	≥97% successful upstream passage of migratory adults destined for areas above the Project. Fish that perish when falling-back after dam passage will be considered unsuccessful migrants.
Bull trout adults and subadults	≥90% successful upstream passage, with the standard assumed to be met if that for steelhead adults is met at the Project.	≥97% successful upstream passage, with the goal assumed to be met if that for steelhead adults is met at the Project.

Specific fish passage Performance Objectives for safe, timely, and effective downstream passage at the OSHP are as follows:

### **Downstream Fish Passage Performance Objectives**

<b><u>Species</u></b>	<b><u>Standard</u></b>	<b><u>Goal</u></b>
Steelhead and Chinook Salmon smolts	≥90% passage survival	≥97% passage survival
Bull trout adults and subadults	Assumed to be met if the ≥90% passage survival standard for steelhead smolts is met and levels of upstream passage by bull trout >12" at the Project do not exceed 1,000 fish on an annual basis.	Assumed to be met if the ≥97% goal for steelhead smolts is met.

The Settlement Agreement specifies that the identified Standards will be met by the end of the 3rd 5-year Performance Assessment Interval and the Goals by the end of the current license period: *“The Licensee shall achieve the fish passage Performance Objectives through the implementation of the Adaptive Management program. The Licensee shall be considered in compliance with these requirements so long as the fish passage Performance Objectives are met or the Licensee is working towards meeting the fish passage Performance Objectives*

<sup>6</sup> This objective implies that there is a target date each year by which the specified proportion of adult spawners should have passed the project in order for the run to reach the spawning grounds above the project at an appropriate time of year. The target date is unknown, and will be the subject of ongoing research as part of the reintroduction plan. Appendix B of the Agreement indicates that the FPWG will strive to establish this date within five years of adult release upstream of the PRB Project.



*through implementation of the Adaptive Management program*". See Section 4.3.6, below, for a description of the adaptive management approach.

#### **4.3.6 ADAPTIVE MANAGEMENT**

The proposed adaptive management program includes (1) increasing BFAA allocations at specified intervals determined by being out of compliance with biological performance objectives (described in Appendix A of the Settlement Agreement and Section 4.3.5 above), (2) implementing two tiers (Tier 1 and Tier 2) of fish passage improvement measures as necessary to improve fish passage efficacy or meet biological performance objectives, (3) implementing other changes of the BFAA allocation, (4) modifying spill gate operation, and (5) modifying trash racks. Data for making adaptive management decisions will be obtained via monitoring the following parameters in three 5-year intervals:

- adult salmonid counts in the OSHP area
- adult salmonid migration timing
- real-time adult salmonid passage effectiveness
- aggregate adult salmonid passage performance
- juvenile salmonid relative abundance
- juvenile salmonid emigration timing
- real-time juvenile salmonid passage effectiveness
- aggregate smolt passage performance

Any modifications of the OSHP's trash racks will automatically restart the 5-year monitoring interval, beginning the year in which the modifications are implemented. Appendix B of the Settlement Agreement has greater detail regarding the proposed adaptive management program.

##### **4.3.6.1 TIER 1 MEASURES**

Over a period of at least 15 years (consistent with ~4 steelhead lifecycles) following completion of the fish ladder and pool raise, the DVWD will implement, monitor, and adjust Tier 1 fish passage measures at the direction of the FPWG, subject to constraints identified in

this Plan, the amended Project license, and federal biological opinions. 5-year Performance Intervals are proposed to measure success against relevant fish passage performance objectives.

Tier 1 measures include changes in operation of the proposed fish ladder as needed to ensure safe, timely, and effective fish passage; implementation of the BFPA; and minor physical modifications at the OSHP and in the bypass reach. Tier 1 measures include specific physical modifications at the dam or in the bypass reach.

The following set of upstream and downstream measures will be implemented, as agreed to by the FPWG, during any 5-year Performance Assessment Interval or in response to any 5-year Performance Assessment Interval (described in Section 5.4 below) in order to achieve the relevant fish passage Performance Objective (Section 5.3). Tier 1 measures include a variety of potential actions that would not require additional ESA consultation between the agencies and FERC following issuance of the amendment order.

Upstream passage Tier 1 measures include the following:

- removal of the peninsula that currently separates the tailrace from the bypass channel to reduce unacceptable delay of upstream migrating adult salmonids at the powerhouse;
- construction of structures in the bypass channel to concentrate flows and provide necessary cues to help adult migrants reach and find the fish ladder entrance;
- movement of rocks and boulders in the bypass reach downstream of the fish ladder entrance to provide for adult passage under most flow conditions;
- other enhancements of the bypass channel;
- adjustments or minor ("fit and finish") modifications of the ladder to optimize performance; and
- installation and operation of behavioral deterrents to prevent movement toward and into the OSHP intake (i.e., due to adult "fall-back").

Downstream passage Tier 1 measures include the following:

- installation or modification of flow guidance devices on the downstream face of the dam to concentrate flow or otherwise improve smolt survival;
- enhancements of the bypass channel;

- installation and operation of behavioral deterrents, which could include experimental technologies, of movement toward and into the OSHP intake;
- other physical modifications that may be suggested by the members of the FPWG and approved by DVWD, in lieu of additional BFAA water; and
- predation control in the impoundment for which need will be determined by periodic assessments, as agreed to by the FPWG.

#### **4.3.6.2 TIER 2 MEASURES**

Unlike Tier 1 measures, Tier 2 measures may require additional approvals from the agencies and FERC. If the biological performance objectives, as described in Section 5.3 of Appendix B of the Settlement Agreement, have not been met after three 5-year monitoring intervals, the FPWG will meet to discuss possible implementation of Tier 2 measures pursuant to Section 5.4.3 of Appendix B of the Settlement Agreement (4.2.5 above) Tier 2 measures will be considered after all applicable Tier 1 measures have been implemented, or if the FPWG determines that further implementation of Tier 1 measures is unlikely to enable the OSHP to meet the performance objectives. Examples of Tier 2 fish passage measures include the following:

- increasing the water allocated to the BFAA;
- changing the powerhouse turbine to a more fish-friendly configuration;
- installing training walls between the fish ladder exit and the turbine intake;
- extending the fish ladder upstream into the forebay;
- installing barriers or deterrents in the tailrace; and
- installing experimental devices in the forebay to facilitate guidance of fish downstream past the OSHP.

#### **4.3.6.3 OTHER FISH PASSAGE MEASURES**

Appendix B of the Settlement Agreement identifies other fish passage measures that may be implemented, as approved by the FPWG, to improve performance of fish passage facilities and achieve biological performance objectives. They include:

- utilization of BFAA

- changes to BFAA allocation
- modification of spill gate operation
- trash rack modifications

#### **4.4 NO ACTION ALTERNATIVE**

According to the No Action Alternative, the OSHP would continue to operate under the terms and conditions of the existing license, without additional environmental measures. Any effects of the OSHP would continue. DVWD is using this alternative to establish baseline environmental conditions for comparison with the Proposed Action.

#### **4.5 ACTIONS CONSIDERED BUT ELIMINATED FROM DETAILED STUDY**

##### **4.5.1 TRAP-AND-HAUL**

A permanent trap-and-haul approach to providing fish passage at the OSHP was discussed with the resource agencies, but was eliminated from further evaluation. Trap-and-haul is incompatible with agency goals because it would not provide safe, timely, and effective upstream fish passage at the OSHP.

DVWD has been providing interim trap-and-haul voluntarily since 2012 to facilitate reintroduction. Data from monitoring conducted since the initiation of trap-and-haul indicate that it may increase the potential for delaying upstream migration relative to volitional passage. DVWD and the agencies agree that according to the Proposed Action, fish will be able to locate and use the fish ladder. The resource agencies identified no advantages of trap-and-haul relative to volitional passage at the OSHP.

##### **4.5.2 FISH LADDER ONLY, NO INCREASE IN RESERVOIR ELEVATION**

The Parties discussed the feasibility of constructing a fish ladder only, without raising the pool. This option was discarded because (1) engineering constraints associated with breaching the dam would be significant, (2) the alternative would limit the DVWD's ability to manage potential upstream migration delay with additional flows, and (3) downstream passage would not be improved. For these reasons, the Parties agreed to focus on raising the pool as an integral component of the Proposed Action.

## **5.0 CONSULTATION AND COMPLIANCE**

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The proposed amendment of the Opal Springs license will not increase the capacity of the OSHP; however, it involves modification of a dam that will result in a significant change in the normal maximum surface area or elevation of an impoundment; therefore, three-stage consultation is required pursuant to 18 CFR §4.38(a)(4)(v).

### **5.1 PRE-FILING CONSULTATION**

DVWD has engaged agencies and other interested stakeholders regularly since 2008, when the Parties first met to discuss introducing fish passage at the OSHP.

#### **5.1.1 OPAL SPRINGS FISH PASSAGE SETTLEMENT NEGOTIATIONS**

After several years of discussion with agencies about fish passage, DVWD began formal negotiations in the spring of 2009. DVWD engaged the resource agencies and other interested stakeholders through the formation of a Settlement Work Group and a Technical Work Group (TWG) to define technical information needs to support the license amendment application and to structure the monitoring and evaluation and adaptive management provisions of the Agreement.

The TWG evaluated needs for both upstream and downstream passage at the OSHP. Although the initial focus was on the need for a fish ladder, the TWG also identified a need to address the potential for false attraction at the OSHP tailrace. The concern was that at times of average or low river flow, when the majority of the Crooked River's flows are concentrated through the generating unit and into the tailrace, fish may not be attracted to the bypass reach and may not find the entrance to the proposed fish ladder upstream at the diversion dam. The TWG also explored options for creating effective downstream passage and determined that shaping downstream flows to provide alternative fish passage routes past the powerhouse intake is also needed.

The Parties agreed to evaluate raising the pool for the OSHP to (1) provide additional capability for managing flows from the OSHP's diversion pool to enhance upstream attraction

to the fish ladder entrance, and (2) shape downstream flows to benefit down-migrant survival. In addition, the DVWD would be able to use the increased hydraulic pressure resulting from the increased head to increase the OSHP's generation, which would partially offset the cost of constructing fish passage.

The DVWD commissioned a feasibility study, completed in 2010, that confirmed that the OSHP can handle an increase in normal maximum pool elevation to 2,010.21 feet (2,012 feet LPD). This upper limit is imposed by the presence of a Wild and Scenic River boundary upstream of the OSHP impoundment. The BLM has indicated that maintenance of the pool at this elevation for purposes of facilitating fish passage would not be inconsistent with the Outstanding Resource Values of the Lower Crooked River Wild and Scenic River, but the BLM will not make a formal determination until it has received the request for additional rights of way to new federal lands (J. Eisner, BLM, Prineville Office, personal communication).

The desire to manipulate water through the OSHP provided by raising the pool led to the development of the BFAA. The BFAA is a mechanism for providing additional flows at the request of Fish Managers to enhance fish passage conditions. The BFAA establishes an accounting method for converting a portion of new hydropower generation (as a result of the pool raise) into water. The DVWD will administer the BFAA and respond to requests from the Fish Managers to release additional flows into the bypass reach.

### **5.1.2 SETTLEMENT AGREEMENT**

In October 2011, the Parties signed a Settlement Agreement (Original Settlement Agreement) that includes proposed license articles. The Settlement Agreement was revised and restated in October of 2015 to reflect a more current understanding of the proposed facilities and their operation (Settlement Agreement). The Settlement Agreement also specifies actions the Parties will undertake to develop the amendment application and to implement the provisions of the Settlement Agreement throughout term of the amended license. The following Parties signed the Settlement Agreement:

- Deschutes Valley Water District
- U.S. DOI Bureau of Indian Affairs
- U.S. DOI Bureau of Land Management
- U.S. DOI Fish & Wildlife Service
- National Marine Fisheries Service
- Oregon Department of Fish & Wildlife
- Trout Unlimited

The CTWS have been monitoring discussions regarding fish passage at OSHP and have been regularly briefed by the federal trustees and ODFW (as co-manager) throughout the negotiation process. In a letter dated August 16, 2011, the federal agencies formally notified the CTWS of their intent to sign the Settlement Agreement and invited the CTWS to submit any objections; no objections were received.

Given their status as natural resource co-managers, the CTWS may participate in implementation of the Settlement Agreement through the FPWG; however, they will not have voting privileges until they formally sign the Agreement. The CTWS may sign the Agreement at any time without further approval of the Parties. Upon doing so, the CTWS will have all the rights and obligations described in the Settlement Agreement and its appendices.

The Settlement Agreement comprises three parts:

1. General Provisions that include the legal definitions and standards of the Agreement.
2. Proposed License Articles (PLAs, Appendix A to the Agreement) that establish the licensee's obligations that will be enforceable by the FERC if they are included in the license. The PLAs specify the design requirements of the fish passage facilities, the monitoring and evaluation program, and the adaptive management provisions. The Parties intended to draft the PLAs to meet FERC's need to monitor and enforce DVWD's compliance during the remaining term of the amended license.
3. The Fish Passage and Protection Plan (Appendix B to the Agreement) is a technical appendix that provides details on the fish passage facilities to be constructed, the monitoring and evaluation program, the adaptive management options, and DVWD's roles and responsibilities of under the license amendment, and the roles and responsibilities of the other Parties under the Agreement. Appendix B establishes the FPWG, which will coordinate communication and consult on decisions as needed to implement the Agreement.



### 5.1.3 STAGE 1 CONSULTATION

Table 5-1 summarizes the key milestones of DVWDs' Stage 1 consultation steps.

**TABLE 5-1 STAGE 1 CONSULTATION MILESTONES**

ACTIVITY	DATE	RELEVANT REGULATORY GUIDANCE	DOCUMENTATION
<b>First Stage Consultation</b>			
File Initial Consultation Document, Public Notice	December 21, 2011	18 CFR § 4.38, §4.201	FERC E-library (Accession No. 20111221-5011)
Notify FERC of date for Joint Meeting (Public Meeting)	January 23, 2012	18 CFR §4.38(b)(4)	Exhibit B FERC E-Library (Accession Number 20120120-5042)
Designation of DVWD as FERC's non-federal representative to conduct consultation with USFWS and NMFS	January 19, 2012		Exhibit B FERC E-Library (Accession Number 20120123-0011)
Hold Joint (Public) Meeting	February 7, 2012	18 CFR §4.38(b)(3)(B)	Exhibit B FERC E-Library (Accession Number 20120307-0002)
Comments, Information Requests from Stakeholders		18 CFR §4.38(b)(5)	Exhibit B
	April 3, 2012 (National Oceanic and Atmospheric Administration)		FERC E-Library (Accession Number 20120307-0002)
	April 5, 2012 (Oregon Department of Fish & Wildlife)		FERC E-Library (Accession Number 20120405-517)
	April 9, 2012 (Bureau of Land Management)		FERC E-Library (Accession Number 20120409-5044)

### 5.1.4 STAGE 2 CONSULTATION

Stage 2 consultation is the information-gathering phase of the pre-filing process and involves completing studies and developing information that will be used in the NEPA process. Table 5-2 summarizes the information needs identified in the Initial Consultation Document and subsequent agency comments. The status of each item is indicated.

**TABLE 5-2 STAGE 2 CONSULTATION GOALS – INFORMATION DEVELOPMENT**

W-1: Water Quality	<p>In anticipation of needing a Water Quality Certification from the Oregon Department of Environmental Quality (ODEQ) according to Section 401 of the Clean Water Act, DVWD has begun collecting data from the OSHP forebay and tailrace. These data will inform the assessment of the Proposed Action's potential effects, positive or negative, on water quality.</p> <p><b>Status:</b> Data have been collected and reviewed. Section 6.3.2 summarizes the key findings. Per agreement with ODEQ, a Draft 401 Certification Application will be filed in the fall of 2015</p>
F1: Facility Design	<p>A final design of the fish ladder and associated facilities is critical for determining how the OSHP will operate to benefit fish and aquatic resources. Key information to be developed will include:</p> <ul style="list-style-type: none"> <li>• location of the ladder entrance and exit cell in relation to OSHP features;</li> <li>• size and configuration of the fish ladder and any Alternative Water Supply (AWS) system;</li> <li>• location, configuration, and hydraulic capacity of proposed spillway gates;</li> <li>• configuration and energy dissipation characteristics of the spillway below the spillway gates;</li> <li>• anticipated construction methods, timing, and permitting needs; and</li> <li>• any necessary modifications of boulders below the diversion structure to facilitate access to the ladder.</li> </ul> <p><b>Status:</b> The Fish Agencies have approved a final design subject to review and approval of FERC's Regional Engineer and the Division of Dam Safety and Inspections.</p>
F2: Facility Operation	<p>Operation of the facility, particularly the spillway gates, will require additional understanding of the relationship between down-migrant timing, river flows, and up-migrant timing, since delivery of spillway flows may influence ladder entrance cell characteristics. This will require further development of a model of downstream migrant mortality (DMM) to establish operating rules for water management through the spillway facilities. The DMM model will establish survival estimates for spillway and turbine passage under current and proposed conditions using existing information and established relationships from recent fish passage literature.</p> <p><b>Status:</b> A DMM model has been completed and is summarized in Section 6.4.4 and in the Biological Assessment (BA).</p>
F3: Swimming Speed Analysis	<p>A swimming speed analysis is needed for key fish species to understand any risks of turbine strike for upstream migrating fish that explore the powerhouse draft tubes under a range of normal operating conditions.</p> <p><b>Status:</b> Complete and summarized in Section 6.4.2 and in the BA.</p>

B-1: Invasive Species Investigation	<p>An investigation is needed into the presence and potential extent of the invasive species <i>Phragmites australis</i> on the east bank in the area that will be inundated by the higher pool. Results of this investigation will be used to determine potential protection, mitigation, and enhancement measures (PMEs).</p> <p><b>Status:</b> According to correspondence with the BLM, this information request has been deemed unnecessary (see Consultation Record, Exhibit B).</p>
R2: Project Boundary Delineation	<p>Existing Exhibit G maps for the OSHP are out of date and will need to be brought up to current FERC standards described in 18 CFR §4.39. This analysis will also be important to clarify implications for a right-of-way request to the BLM.</p> <p><b>Status:</b> The application includes revised preliminary Exhibit G maps showing the proposed boundary and land ownership information. The proposed Exhibit G maps are being prepared in conformance with 18 CFR §4.39.</p>
R3: Visual Impact Study	<p>DVWD will contract with a qualified consultant to provide an assessment of the visual effects of the proposed alternatives. This analysis will help inform the BLM's Wild and Scenic Rivers 7(d) Analysis (Study R1, not referenced here).</p> <p><b>Status:</b> A draft study report has been reviewed by the BLM. Comments will be incorporated into a final report and filed as supplemental information. However, comments and recommendations from the BLM have been incorporated into the section 6.8 of this APEA and are included in the Consultation Record (Exhibit B).</p>

## 5.2 CONSULTATION ON APEA

The DVWD issued a draft APEA and Biological Assessment (BA) on July 13, 2015. At that time, DVWD requested comments within 60 days. As documented in Exhibit B, comments on the APEA were received from the BLM, NMFS, USFWS, and ODEQ. Concurrent to the comment period, Parties reviewed the 2011 Settlement Agreement, as amended, for necessary updates. A restated settlement agreement, with updated appendices is being filed concurrently with the amendment application. The restated settlement agreement incorporates a previously adopted amendment and makes conforming changes to the appendices to reflect minor changes to the proposed facilities.

## 5.3 STATUTORY AND REGULATORY REQUIREMENTS

### 5.3.1 FEDERAL POWER ACT

#### 5.3.1.1 SECTION 18

According to Section 18 of the Federal Power Act (FPA), the USFWS and NMFS have the authority to prescribe fishways at dams. No prescriptions were filed when the OSHP license

was issued in 1982, nor did agencies request a reservation of authority to prescribe fishways in the future. DVWD and the resource agencies have determined, however, that it would be beneficial to amend the existing license to allow for fish passage to occur at the OSHP. The USFWS and NMFS have the authority to prescribe Section 18 conditions in the context of the license amendment.

It is anticipated that NMFS and USFWS will provide mandatory conditions pursuant to their Section 18 authority that will be consistent with the PLAs of the Settlement Agreement.

#### **5.3.1.2 SECTION 4(E)**

Section 4(e) of the FPA provides that any license issued by FERC for a project within a federal reservation shall be subject to and contain conditions as the Secretary of the responsible federal land management agency deems necessary for the adequate protection and use of the reservation. The BLM is the federal land manager for much of the project area upstream of the OSHP impoundment. The expanded reservoir will require an amended right-of-way. DVWD provided the BLM with an SF-299 describing the proposed activities and identifying the federal lands that will be necessary to construct and operate the proposed project.

The BLM anticipates that its 4(e) conditions will be consistent with the Settlement Agreement. This could include a requirement to obtain a right-of-way from the BLM.

#### **5.3.1.3 SECTION 10(J)**

Under Section 10(j) of the FPA, each license issued by FERC shall include conditions based on recommendations provided by federal and state fish and wildlife agencies for the protection, mitigation, and enhancement of fish and wildlife resources affected by the project. FERC is required to include these conditions in a license or license amendment order unless it determines that they are inconsistent with the purposes and requirements of the FPA or other applicable laws.

ODFW anticipates that its 10(j)s will be consistent with the Settlement Agreement. When Section 10(j) recommendations are submitted, then FERC will be required to make a determination regarding whether the recommendations of the federal and state fish and wildlife agencies are consistent with the purpose and requirements of Part I of the FPA and applicable law. Section 10(j) of the FPA states that whenever FERC believes that a fish and wildlife agency's recommendation may be inconsistent with the purposes and requirements of the FPA or other applicable law, FERC and the agency shall attempt to resolve any such inconsistency, giving due weight to recommendations, expertise, and statutory responsibilities of such agency.

### **5.3.2 ENDANGERED SPECIES ACT**

Pursuant to Section 7 of the ESA, federal agencies are required to consult with the USFWS and NMFS (collectively, the Services) to ensure that their actions will not jeopardize the continued existence of any federally listed species or adversely modify designated critical habitats. On January 19, 2012, FERC designated DVWD as its non-federal representative for the purpose of initiating consultation with the Services under Section 7. Federally listed species exist in the OSHP area, which is located within designated critical habitat for bull trout and essential fish habitat (EFH) for Pacific Salmon (see Section 5.3.7). Analyses of the potential effects of the Proposed Action are addressed in Section 6.4 of this APEA. A draft BA is included as Exhibit A to this APEA.

### **5.3.3 CLEAN WATER ACT**

Under Section 401 of the Clean Water Act (CWA), an applicant for a project license or license amendment must obtain certification from the appropriate state pollution control agency verifying compliance with the CWA. The appropriate agency in Oregon is the Oregon Department of Environmental Quality (ODEQ). Relevant analyses of the potential effects of the Proposed Action are addressed in Section 6.3 of this APEA. An Application for Section 401 Certification is included as Attachment 3 to this APEA.

Section 404 of the CWA regulates removal and fill of materials in public waterways. The U.S. Army Corps of Engineers (USACE) regulates removal and fill activities on the federal level, and the Division of State Lands (DSL) administers the complementary program for the State of Oregon, pursuant to Oregon's Removal-Fill Law (ORS 196.795.990). DSL and USACE use the same joint application form but process and issue state and federal permits separately.

### **5.3.4 NATIONAL HISTORIC PRESERVATION ACT**

The National Historic Preservation Act (NHPA) requires federal agencies to manage cultural resources under their jurisdiction and authorizes the Secretary of the Department of the Interior to maintain the National Register of Historic Places (National Register). Section 106 of the NHPA requires federal agencies to take into account the effect of a proposed undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register. The agency must afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on such an undertaking.

In a letter dated November 13, 2009, the Oregon Parks and Recreation Department, State Historic Preservation Office (SHPO) concurred with BLM's determination of No Historic Properties Affected by the Proposed Action (SHPO 2009).

### **5.3.5 WILD AND SCENIC RIVERS ACT**

Section 7(a) of the Wild and Scenic Rivers Act bars FERC from licensing the construction of any dam, water conduit, or other project works on or directly affecting any river that is designated a component of the national Wild and Scenic Rivers System. This prohibition also applies to river segments designated by Congress as "study rivers" while the segment is under study. This does not, however, preclude licensing developments below or above a wild, scenic, or recreational river or any stream tributary thereto that would not invade or unreasonably diminish the scenic, recreational, and fish and wildlife values present when the river was designated a component of the Wild and Scenic Rivers System. Under Section 7(d) of the Wild and Scenic Rivers Act, the administering Secretary makes determinations regarding consistency of a project with the provisions of the Wild and Scenic Rivers Act.

The Lower Crooked Wild and Scenic River boundary is described in the Middle Deschutes/Lower Crooked Wild and Scenic Rivers' Management Plan, dated December 1992. The boundary is described as "River Mile 8, south of Opal Springs," and further described as "the North 1/16th line of Section 4, in the Metes and Bounds description under T. 13 S., R. 12 E., W.M." Because of the importance of establishing the boundary elevation with precision and confidence, DVWD contracted with CH2M Hill and a local surveyor to perform survey work to tie the metes and bounds description of the boundary to existing surveys of key Project elevations. The key findings from the survey efforts are as follows (CH2M Hill 2010):

- The metes and bounds description of the Wild and Scenic River boundary appears to be inconsistent with the designation of the River Mile (RM) 8 marker. T. 13 S., R. 12 E., WM is the more conservative description, downstream of where DVWD believes RM 8 to be.
- The surveyed elevation of the metes and bounds description where the boundary crosses the stream had a surface elevation of just above 2,010.66 feet (2,012.45 feet LPD). This elevation was measured in October 2009 during a period of low flows and, therefore, should be considered conservative. The top of the riffle below the assumed boundary was surveyed at 2,010.56 feet (2,012.35 feet LPD).
- Given that the maximum extent of the proposed increase in the pool will be to 2,010.21 feet (2,012 feet LPD) and below the visible riffle that is downstream of the Wild and Scenic River boundary, the upstream end of the impoundment under the Proposed Action will be downstream of the Wild and Scenic River boundary, and a visible break will be discernable under most flow conditions by the cascade at the downstream end of the riffle.

CH2M Hill (2010) evaluated potential effects of raising the pool on the Wild and Scenic River boundary during extreme flood conditions. An updated flood-frequency analysis identifies a peak inflow design flood (IDF) of 8,000 cfs (approximate 100-year event) based on a 48-year period of record at U.S. Geological Survey (USGS) Gage No. 14087400 on the Crooked River below Opal Springs. Under current OSHP operations, the flashboards would be removed during a 100-year flood, and the flood flows would pass the dam's crest elevation of 2,000.21 feet without exceeding 2,008.21 feet. Under the Proposed Action, flood flows are controlled by the behavior of the proposed Obermeyer weirs: because the weirs on the spillway crest would be fully deflated by gravity, the OSHP would be able to avoid encroachment on the Wild and Scenic River boundary even during the IDF. CH2M Hill



estimates that when both Obermeyer weirs are fully lowered, the OSHP could pass as much as 12,737 cfs without exceeding elevation 2,010.21 feet.

CH2M Hill (2010) also considered whether the raised pool could encroach into the Wild and Scenic area during operations in conjunction with more frequent floods (i.e., less than the IDF). DVWD would be able to lower the crest of the Obermeyer weirs in response to the rising hydrograph. Provided the hydraulic control formed by the channel bottom at the upstream end of the cascade at the head of the pool is less efficient than the dam-crest weir, the river should rise faster at the head of the cascade than at the dam. If weirs at the dam are fully lowered and are as wide as the natural channel is wide at the cascade, which is expected to be the case, there should be no encroachment on the Wild and Scenic River boundary.

Prior to construction, DVWD will need to obtain a determination from the BLM regarding consistency of a project with the provisions of the Wild and Scenic Rivers Act.

### **5.3.6 PACIFIC NORTHWEST POWER PLANNING AND CONSERVATION ACT**

Under Section 4(h) of the Northwest Power Act of 1980, the Northwest Power and Conservation Council develops the Columbia River Basin Fish and Wildlife Program to protect, mitigate, and enhance fish and wildlife adversely affected by the development and operation of hydroelectric projects on the Columbia River and its tributaries. The Council reviews and revises the Fish and Wildlife Program every 5 years; the current version is the 2014 Columbia River Basin Fish and Wildlife Program.<sup>7</sup> Pursuant to Section 4(h)(11) of the same act, all of the federal agencies responsible for managing, operating, and regulating the hydroelectric facilities in the Columbia basin (which includes FERC) have an obligation to exercise their statutory responsibilities while taking the Council's Fish and Wildlife Program into account at each relevant stage of decision making to the fullest extent practicable.

According to Sections 4(d) and 4(e) of the Northwest Power Act, the Council also develops and periodically reviews a regional conservation and electric power plan to recommend new

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<sup>7</sup> <http://www.nwcouncil.org/fw/program/2014-12/program/>

conservation and generating resources to be added to the region's power supply. The Fish and Wildlife Program is part of the Power Plan; the current version is the Sixth Northwest Power Plan, and the Council is at work on the Seventh.<sup>8</sup> Along with the provisions in the Northwest Power Act linking FERC to the Council's programs and plans, FERC has also recognized both the Council's Fish and Wildlife Program and the Council's Power Plan as comprehensive plans for the waterways in each of the four states of the Columbia basin and Pacific Northwest, according to the FPA.

With regard to the OSHP, the Council's Fish and Wildlife Program includes measures and objectives seeking improvements in fish habitat and fish population status in the Deschutes River and its tributaries, provisions found largely in the program's Deschutes Subbasin Plan. Section 3.5.1 of the Crooked River section of the Deschutes Subbasin Plan in particular calls for ODFW, the CTWS, NOAA Fisheries, USFWS and the DVWD to work together to re-establish anadromous fish passage at the Opal Springs Hydroelectric Project.<sup>9</sup> The proposal here is consistent with the Fish and Wildlife Program's measures and objectives for habitat and fish populations in the Deschutes River Subbasin.

The Council's Fish and Wildlife Program also includes provisions and conditions regarding the development, licensing, and re-licensing of non-federal hydroelectric projects in any subbasin, intended to protect valuable fish and wildlife resources (See 2014 Fish and Wildlife Program, at pages 52-53 and Appendix F). A review of the proposal against these conditions indicates the proposal is consistent with the protections the program seeks. This portion of the Council's Fish and Wildlife Program also designates certain river reaches in the Pacific Northwest as protected from hydroelectric development. The protected areas provisions do not apply to existing hydroelectric projects, such as the OSHP.

Finally, the program encourages consultation by project operators and proponents with federal and state fish and wildlife agencies, appropriate Indian tribes, and the Council itself during the

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<sup>8</sup> <http://www.nwcouncil.org/energy/powerplan/>

<sup>9</sup> <http://www.nwcouncil.org/fw/subbasinplanning/deschutes/plan>

study, design, construction, and operation of any hydroelectric development in the basin. DVWD has been consulting with the agencies and tribes as described elsewhere and communicated with the Council's staff about the proposal in June 2015.

### **5.3.7 MAGNUSON-STEVEN'S FISHERY CONSERVATION AND MANAGEMENT ACT**

The consultation requirements of Section 305(b)(2) of the Magnuson-Stevens Act (MSA) provide that federal agencies must consult with the Secretary of Commerce on all actions, or proposed actions, authorized, funded, or undertaken, that may adversely affect EFH. This section documents EFH that may be affected by the Proposed Action and briefly discusses each managed species and life-stage for which EFH has been designated.

In a notice dated January 19, 2012, FERC formally designated DVWD as its non-federal representative for consultation with NMFS under Section 305(b) of the MSA and implementing regulations at 50 CFR Section 600.920.

The Pacific Fishery Management Council (PFMC) designated EFH for Pacific salmon in 1999 (PFMC 1999). The Lower Crooked River was designated as EFH for Chinook salmon in 2008, and the OSHP is identified as an impassible man-made barrier (73 FR 60988). The Proposed Action will result in fish passage at the OSHP and will enable adult migrants to access currently inaccessible habitat upstream of the OSHP.

Section 6.4 of this APEA and the draft BA (Exhibit A) provide an analysis of the effects of the proposed increase in the pool elevation on salmonid habitat in the Crooked River upstream of the OSHP impoundment. The Proposed Action consists of conservation measures that will benefit listed fish species, and these benefits greatly offset any minor adverse effects on the EFH of Pacific salmon resulting from the inundation of 700 feet of riverine fish habitat immediately upstream of the existing OSHP impoundment. No net adverse effects will result in areas of EFH or Habitat Areas of Particular Concern for the relevant fish species.

### 5.3.8 COASTAL ZONE MANAGEMENT ACT

Section 307(c)(3) of the Coastal Zone Management Act (CZMA) requires that all federally licensed and permitted activities be consistent with approved state Coastal Zone Management Programs. If a project is located within a designated state coastal zone or would affect a resource located within the coastal zone, the applicant must certify that the project is consistent with the state CZMA.

Federal consistency potentially applies to any project having effects on land and water uses or natural resources of the Oregon coastal zone, but reviews by the Oregon Department of Land Conservation and Development (DLCD), the state agency in charge of implementing the CZMA, are generally only required for projects located west of the Coast Range boundary. DLCD has confirmed that it has no enforceable policies that could influence the analysis of the Proposed Action (personal communication with Bob Bailey, Oregon Coastal Zone Management Program Director; November 30, 2010).

## **6.0 ENVIRONMENTAL ANALYSIS**

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This section describes the existing environment in the OSHP area and the potential effects of the Proposed Action on the following resource areas: geology and soils; water resources; fish and aquatic resources; wildlife; threatened, endangered, and special status species; botanical and riparian resources; recreation, land use, and aesthetics; cultural resources; and socioeconomic resources. The potential cumulative effects of the Proposed Action are also described in this section. These specific resource areas are addressed based on early agency consultation, and the discussion reflects the information the agencies thought would be necessary to facilitate an informed decision about the Proposed Action.

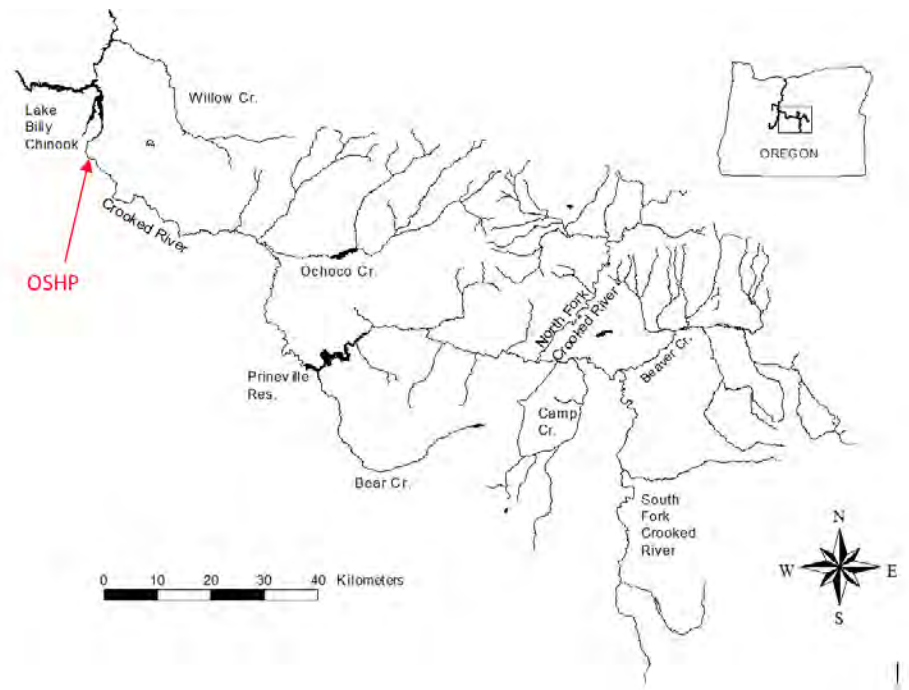
### **6.1 GENERAL DESCRIPTION OF THE RIVER BASIN**

The existing and proposed facilities are located in southern Jefferson County, Oregon, at Opal Springs on the Crooked River, which is a tributary of the Deschutes River. The city of Culver is approximately 7 miles east of the OSHP, and the city of Madras is approximately 15 miles to the northeast. U.S. Highway 97 passes about 5 miles east of the site. Figure 6-1 shows the OSHP's location.

The OSHP is located in the Deschutes River Basin, a major subbasin of the Columbia River, which covers over 10,000 square miles. The OSHP is located in a steep, 846-foot-deep canyon. The current impoundment is bounded by a sheer, basalt cliff face on the west and a steep boulder slide on the east. This eastern area comprises primarily dredged material from OSHP construction in the 1980s.

Figure 6-1 illustrates the position of the OSHP relative to the lower Crooked River subbasin. The Crooked River flows east to west from headwaters in the North Fork, South Fork, and Beaver Creek systems to Prineville Reservoir (RM 70), which was formed by Bowman Dam. Downstream of Prineville Reservoir are two major tributaries, Ochoco and McKay creeks, that meet the Crooked River at RMs 46 and 45, respectively. Another major impoundment in the basin is Ochoco Reservoir, impounded by Ochoco Dam at RM 10 on Ochoco Creek. The river flows out of the reservoir, passes the OSHP at RM 7, and joins the Deschutes River at

Lake Billy Chinook, which was formed by Round Butte Dam at RM 111 on the Deschutes River. The head of Lake Billy Chinook is approximately one-half mile from the OSHP's powerhouse.



**FIGURE 6-1 CROOKED RIVER BASIN**

The figure shows the location of the Opal Springs Hydroelectric Project (OSHP) in relation to basin tributaries and features (modified from ODFW 1996).

The Crooked River is delineated by two subbasins: Prineville Reservoir (Bowman Dam) delineates the boundary between the upper Crooked River Basin and the Lower Crooked River Basin. Some of Crooked River's drainage basin lies within Ochoco National Forest and Crooked River National Grassland, and both the North Fork and Ochoco Creek draining the Ochoco Mountains (PGE 2010).

### 6.1.1 WATER USE

The Crooked River hydrograph is strongly influenced by water retention, diversion structures located throughout the basin, and spring water contributions. The Crooked River provides:

- irrigation water to approximately 20,000 acres of agricultural lands;
- recreational opportunities; and
- warm water and cold water habitat for aquatic life.

Thousands of people visit the Crooked River every year to participate in boating, fishing, swimming, and other on-water activities (BLM 2007). Periods of high flow are a result of seasonal precipitation and runoff from the basin's tributary streams, which can contribute to water quality issues associated with non-point-source pollution (ODEQ 2010), and water quality tends to deteriorate as it moves downstream.

### 6.1.2 DIVERSIONS AND IMPOUNDMENTS

The diversions and impoundments listed in Table 6-1 have been noted in the upper Deschutes River Basin.

**TABLE 6-1 MAJOR DAMS AND DIVERSIONS IN THE DESCHUTES BASIN**

Source: Portland General Electric Company 2010

Name	River/Water Body
Round Butte Dam	Deschutes, Crooked, and Metolius Rivers
Prineville Res. (Bowman)	Crooked River
Wickiup Reservoir	Deschutes River
Crescent Lake Dam	Crescent Lake
Crane Prairie	West Fork Deschutes River
Ochoco Reservoir	Ochoco Creek
Pelton Dam	Deschutes River
Wasco Dam	Clear Creek
Haystack Reservoir	Deschutes River
Pine Hollow Reservoir	Badger Creek and Pine Hollow Creek
Pelton Regulating Dam	Deschutes River
Allen Creek	Allen Creek
Watson Reservoir	Watson Creek
Antelope Flat	Bear and Faught Creeks and two tributaries
Brewer Reservoir	Hay Creek
Rock Creek Dam	Rock, N. Fork Gate, and Threemile Creeks
Big Three Creeks Lake	Three Creek
Little Willow Creek Res.	Little Willow Creek
Upper Tumalo Reservoir	Tumalo Creek
Lillard Dam	Twelve Mile Creek, South Fork
Bonnie View Dam	Horse Heaven Creek
Fisher-Joe Reservoir	Lytle Creek
Badger Lake	Badger Creek
Bear Creek	Bear Creek
Camp Creek No.2	West Fork Camp Creek

Name	River/Water Body
Three Sisters ID Reservoir	Squaw Creek
Mainline 1	Maury Creek
North Canal Diversion Dam	Deschutes River
Palmer Res.	South Fork Beaver Creek
Opal Springs Hydro	Crooked River
New Canyon Res.	S. Fork Crooked River

## 6.2 GEOLOGY AND SOILS

### 6.2.1 AFFECTED ENVIRONMENT

Soils in the Crooked River Basin are a mixture of series derived from the mid-Tertiary Columbia Plateau geology, the early Tertiary clayey tuffaceous sedimentary John Day and Clarno formations, and much older Cretaceous to Paleozoic marine sedimentary formations in the Suplee-Izee area (Silvernale et al. 1976). Some soil associations are on floodplains, terraces, low benches, and alluvial fans and are formed mainly of sediments deposited by streams (USDA 1966). Other soil associations occur on the basaltic plateau, consist of soils with hardpan formed from pumiceous material, and are shallow and stony. Soils formed on forested highlands are derived from volcanic ash and soft tuffaceous rocks and are very stony soils over basalt. Soils on uplands and buttes are derived from rhyolite rock and tuff, or basalt. Most of the north-facing slopes and drainages are covered with Mount Mazama ash, giving rise to higher productivity (Jim David, Ochoco National Forest Soil Scientist, personal communication, cited in ODFW 1996). Soils in low areas often have calcic horizons and a higher pH than mountain soils.

### 6.2.2 ENVIRONMENTAL EFFECTS

#### 6.2.2.1 PROPOSED ACTION

**Direct and Indirect Effects.** Implementing the Proposed Action will have limited direct effects on soils as a result of inundation. Basalt cliff is the primary substrate to be inundated. Some areas on the east bank composed of fill from the original construction will be inundated; however, reservoir fluctuation will be minimal because this is a run-of-river project.



**Cumulative Effects.** Cumulative effects for geology and soils were assessed at the watershed scale. Because no other projects have been identified within the watershed, no cumulative effects will occur as a result of the Proposed Action.

#### **6.2.2.2 NO ACTION ALTERNATIVE**

According to the No Action Alternative, the OSHP would continue to operate under the terms and conditions of the existing license, without any new facilities or environmental measures. Any effects of the OSHP on geology and soils would continue, as would existing environmental measures.

#### **6.2.3 PROPOSED MITIGATION MEASURES**

No specific mitigation measures are proposed at this time. Permits for facilities construction will require DVWD to ensure best practices to manage short-term disturbance of soils.

The following best management practices (BMPs) will be implemented to protect soil resources from construction-related effects:

- Prevent soil contamination by (1) collecting used oil, oil filters, and grease tubes; (2) requiring equipment operators to carry absorbent pads; (3) providing containment and clean-up for portable fuel tanks (including hose and nozzle); (4) following approved disposal methods for waste products; and (5) promptly repairing equipment leaks.
- Provide ground cover to minimize soil erosion in construction and laydown areas.
- Re-vegetate disturbed areas.
- Implement measures to minimize the erosion from cut slopes, fill slopes, and the road surface and consequently reduce the risk of sediment production.
- Incorporate drainage controls to minimize the erosive effects of concentrated water flows from road surfaces.
- Complete erosion control work prior to seasonal or extended shutdowns to minimize erosion of and sedimentation from disturbed ground.
- Use erosion control measures such as jute netting, filter fabric, mulching, slash windrows, sediment ponds, straw bale dams, or rock gabions where necessary to control erosion and stabilize side casts.

- Maintain all roads in a manner that provides for soil and water resource protection by minimizing rutting, road prism failures, side casting, and blockage of drainage facilities.
- Prepare and implement an erosion control plan for areas where ground is cleared of vegetation.

At this time, no mitigation measures have been proposed or identified related to floodplain inundation or shoreline erosion.

## **6.3 WATER RESOURCES**

### **6.3.1 AFFECTED ENVIRONMENT**

The Crooked River and Upper Crooked River Watershed in central Oregon is a sub-unit of the larger Deschutes Subbasin (OWEB 2007). The primary use of the OSHP impoundment is for power generation. The Crooked River receives substantial input from rain and snowmelt, and its flow has distinct seasonal variations (Nehlsen 1995). Tributaries northeast of the Crooked River are the primary sources of snowmelt and rain. These tributaries include McKay Creek, Ochoco Creek, North Fork Crooked River, and Beaver Creek. Bear Creek and Camp Creek arise in plains south of the basin, and their contribution to flow is relatively small, except in very wet years. The South Fork of the Crooked River, also a southern tributary, is fed by significant springs (Nehlsen 1995). Bowman Dam, built in 1961, and Ochoco Dam, built in 1922, have moderated the hydrograph to reduce or eliminate threats from flooding (Nehlsen 1995).

As discussed above, the OSHP will continue to take advantage of existing flows in the Crooked River to operate in a run-of-river manner. Table 6-2 presents a summary of daily average flows at the OSHP from January 1, 1980, through October 31, 2011.

**TABLE 6-2 DATA FROM USGS GAGE 14087400**

Corrected to account for spring flow between the diversion and the gauge. The correction is 263 cfs, based on 240 cfs of flows at the springs, and 23 cfs of groundwater accretion in the OSHP bypass reach.

DATA	AVERAGE FLOW (CFS)	MAXIMUM FLOW (CFS)	MINIMUM FLOW (CFS)
January	1,361	5,257	887
February	1,476	4,847	907
March	1,650	5,147	897
April	1,852	4,707	877
May	1,436	5,327	827
June	1,117	4,807	857
July	1,006	1,617	837
August	1,031	1,797	837
September	1,097	1,427	837
October	1,155	1,537	877
November	1,105	2,937	897
December	1,224	5,867	857
Summary	1,291	5,867	827

### 6.3.1.1 DRAINAGE AREA

The OSHP impoundment has a surface area of approximately 11.1 acres and a storage capacity of 106.4 acre-feet at normal maximum pool elevation of 2,004.21 feet NGVD 29.

The OSHP resides in the Jefferson County Hydrologic Unit 17070305 and drains approximately 4,300 square miles, of which 500 square miles is noncontributing (CH2M Hill 2010). Flow has been regulated since 1960 by the Prineville Reservoir, with an active capacity of 152,800 acre-feet, and Ochoco Reservoir, with an active capacity of 46,500 acre-feet.

There are many diversions for irrigation upstream from the OSHP, such that a significant portion of the summertime flow comes from springs within 15 miles of the OSHP (CH2M Hill 2010).

### 6.3.1.2 STREAMFLOW AND GAGE DATA

The average flow at Opal Springs Dam is 1,307 cfs based on data from USGS Gage 14087400 (Crooked River below Opal Springs, near Culver, Oregon). Peak flows occur in spring; low

flows occur in the summer, particularly in July and August. Flow duration curves are included in Exhibit E.

### **6.3.1.3 EXISTING AND PROPOSED USES OF WATER**

The primary role of the OSHP is for power generation. The proposed increase in the operating pool will result in additional generation using the same flows. The full potential for additional generation will be offset to the extent that flows are allocated to the bypass reach through the BFAA. The BFAA will provide a mechanism for the Fish Managers to determine the best use of water accrued to the BFAA to benefit upstream and downstream fish passage.

### **6.3.1.4 EXISTING INSTREAM FLOW USES**

The existing FERC license for the OSHP requires a minimum bypass flow of 50 cfs to benefit fish and aquatic resources. The proposed amendment will not modify the minimum flow requirement, but through the use of the BFAA this flow will be supplemented at the request of the Fish Managers. The amount of water accrued in the BFAA will be subject to variable hydrologic conditions and to verification of actual OSHP performance once the facilities are completed; however, it is estimated that the supplemental flow available for release to the bypass reach could average 23,885 acre-feet per year (subject to verification as described in the Settlement Agreement, Appendix A). This water will not be stored, but will be redirected in requested increments from the OSHP intake and into the bypass reach.

### **6.3.1.5 EXISTING WATER RIGHTS**

DVWD has an existing Permit to Appropriate the Public Waters dated from 1982 for 1,772.5 cfs. The proposed facilities will require DVWD to file an amendment to Permit 47591 pursuant to ORS 534.092 and update its exhibit drawings with the Oregon Water Resources Department to reflect the proposed pool elevation. The application to amend the permit was submitted on October 6, 2015.

### 6.3.1.6 WATER QUALITY

Available data indicate that Crooked River water quality is relatively good in the vicinity of the OSHP due to the strong influence of groundwater springs. However, the OSHP is embedded within a 51-mile segment of the Crooked River (extending upstream from the mouth) that is on Oregon's 303(d) list of streams with impaired water quality. The 303(d) listing is due to elevated summer temperatures and high pH in areas well upstream of the OSHP (ODEQ 2011b). Those areas are less influenced by large inputs of cool, high-quality groundwater.

The ODEQ has designated a dozen beneficial uses of the lower Crooked River that must be protected (ODEQ 2011a):

- public/domestic water supply
- industrial water supply
- livestock watering
- wildlife and hunting
- boating
- aesthetic quality
- private/domestic water supply
- irrigation
- fish and aquatic life
- fishing
- water contact recreation
- hydropower

In order to protect these beneficial uses, ODEQ has established water quality standards that must be met. Specific water quality standards that apply to the segment of Crooked River within which the OSHP is embedded are given in Table 6-3.

**TABLE 6-3 OREGON WATER QUALITY STANDARDS FOR LOWER CROOKED RIVER, INCLUDING THE OPAL SPRINGS HYDROELECTRIC PROJECT (ODEQ 2011A)**

WATER QUALITY PARAMETER	RULE	STANDARD
Temperature	340-041-0028	The 7-day average maximum temperature may not exceed 17.8°C
Dissolved oxygen	340-041-0016	Not less than 8.5 mg/l year-round
Total dissolved gas	340-041-0031	No value above 110% saturation
pH	340-041-0021	No values below 6.5 or above 8.5
Bacteria ( <i>E. coli</i> )	340-011-0009	30-day log mean $\leq$ 126 <i>E. coli</i> organisms per 100 ml based on a minimum of 5 samples; no single sample $>$ 406 organisms per 100 ml

WATER QUALITY PARAMETER	RULE	STANDARD
Nuisance algae	340-041-0019	Chlorophyll-a concentrations >0.015 mg/l identify reservoir situations requiring further study
Biocriteria	340-041-0011	Sufficient quality to support aquatic species without detrimental changes in the resident biological communities

Information available on water quality in the vicinity of the OSHP comes from multiple sources, including ODEQ, the BLM, a study by researchers at the USGS, and evaluations by consultants to DVWD. This information is summarized by water quality parameter of interest.

**Water temperature.** Water temperatures at and near the OSHP are cool, moderated by groundwater inflows, and meet the quality criteria established by ODEQ (7-day maximum <17.8°C). Available data show 7-day maximum water temperatures a short distance upriver from the OSHP diversion pool peaked at 15.4°C in 2004 (M. McSwain, Prineville BLM, unpublished data). continuous records for the USGS gauge on Crooked River less than half a mile downstream of the OSHP (No. 14087400) show annual peaks in 7-day maximum temperatures ranging from 14.0°C to 14.4°C during 2006 through 2014 (USGS Gage 14087400 [Crooked River below Opal Springs, near Culver, Oregon]).

Water temperature data collected at the OSHP during 2009 by consultants to DVWD (Figure 6-2) show very minor differences in temperature between inflows and outflows from the OSHP diversion pool. Those data also show measurable (and favorable) decreases in temperature from the upper to lower end of the project diversion reach. Approximately 23 cfs of cool groundwater entering within that reach is diluted less by Crooked River flows than it would be under natural conditions.

**Dissolved oxygen.** All measurements that have been taken of dissolved oxygen at or near the OSHP meet ODEQ water quality standards. Measurements taken during summer by ODEQ (2011c) ranged from 9.5 to 10.0 mg/l. Dissolved oxygen data collected at the OSHP during 2011 by consultants to DVWD suggest no water quality problems. These data are going through a quality assurance process at present and will soon be available for discussion.

**Total dissolved gas.** There are no indications that total dissolved gas levels at the OSHP exceed state standards.

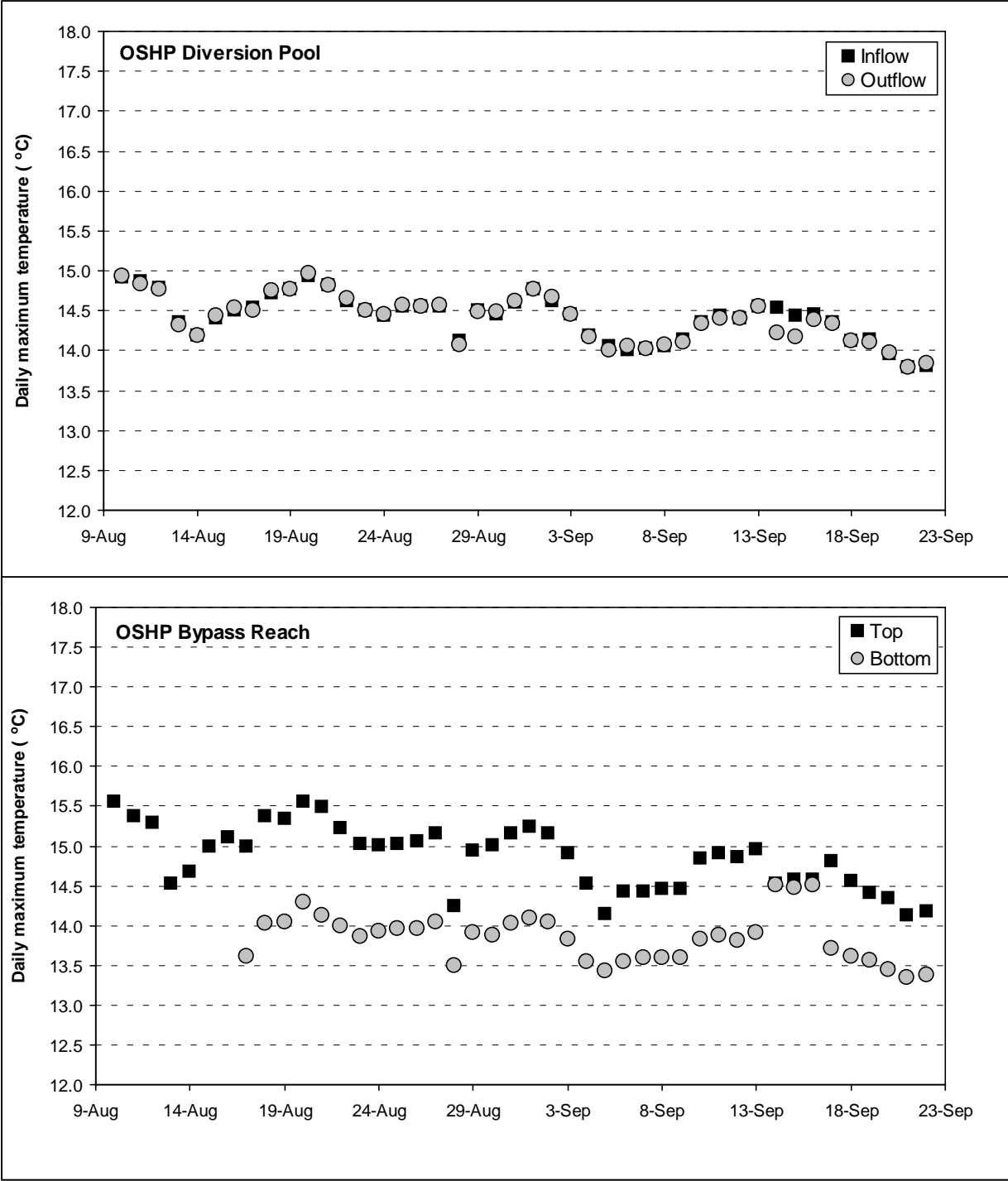
**pH.** Judging from the measured water chemistry of profuse springs discharging into the Crooked River canyon in and above the vicinity of the OSHP, natural pH levels in the area exceed 8 during at least portions of the year but fall within a desired range of 6.5 to 8.5. ODEQ (2011c) measured pH to be 8.3-8.4 at the OSHP during an afternoon in early August 2005 and recorded a mid-morning pH value of 7.9 at the OSHP in late July 2009. The ODEQ measurements were within about the same range recorded by USGS researchers examining the Crooked River just above the OSHP diversion pool during 2005. Those researchers measured pH at 8.0-8.2 on an afternoon in May and at 8.2-8.4 on an August afternoon (M. McSwain, Prineville BLM, pers comm.). The pH values measured by ODEQ and by the USGS are reasonably consistent with data collected by consultants to DVWD during 2011 in and downstream of the OSHP diversion pool. These more recent data suggest that there may be infrequent, brief, and localized exceedances of the Oregon standard for pH at the OSHP associated with seasonally abundant aquatic macrophytes in portions of the OSHP diversion pool. Consultants to DVWD are working with ODEQ to develop a better understanding of these exceedances, to estimate the extent to which the proposed increase in the pool might influence their frequency or magnitude, and to identify any mitigation measures that might be appropriate if further monitoring suggests that such measures would be beneficial.

**Bacteria (*E. coli*).** *E. coli* bacteria are a potential concern along segments of the Crooked River that are a considerable distance upstream from the OSHP. Most potential sources of this contaminant are found above the Highway 97 bridge, *E. coli* in the river at or above the bridge become diluted by profuse groundwater discharges that occur in the canyon within which the OSHP is located.

**Nuisance algae.** Water passing through and past the OSHP is very clear during seasons that plankton might bloom, and there are no indications that chlorophyll-a reaches threshold levels at the OSHP.

**Biocriteria.** There are no indications that water quality at the OSHP is not fully supportive of native aquatic species.





**FIGURE 6-2 WATER TEMPERATURES MEASURED AT THE OPAL SPRINGS HYDROELECTRIC PROJECT DURING AUGUST AND SEPTEMBER, 2009**

## 6.3.2 ENVIRONMENTAL EFFECTS

### 6.3.2.1 PROPOSED ACTION

**Direct and Indirect Effects.** As a result of the proposed action, the timing and volume of bypass flows will be modified to benefit fish resources. Preliminary modeling of the BFAA indicates that 23,885 acre-feet<sup>10</sup> will be available to the Fish Managers annually under initial conditions following completion of the facilities. These quantities are subject to verification and modification as described in the Settlement Agreement, Appendices A and B, and could become as great as an estimated 42,993 acre-feet by the end of the license period if necessary to meet agreed upon fish passage performance objectives. The two BFAA levels just mentioned would be equivalent to annual supplements to bypass flows averaging approximately 33 cfs and 59 cfs, respectively. Downstream of the bypass reach, below the OSHP, flows are expected to remain unchanged.

Water quality effects of the proposed action are likely to be localized, brief, and within state standards. For example, the residence time of water in the pool will increase, but preliminary modeling indicates that the effect will be minimal and the OSHP will continue to meet state standards. The temperature of water in the pools below the dam will benefit at certain times of the year because the new facilities will reduce the amount of thin sheet flow that currently flows over the dam face (through seepage through the flashboards).

A 401 certificate will be required as part of the amendment process. DVWD has been collecting OSHP-specific data on parameters of interest to ODEQ, and more robust water quality analyses are being conducted to support that process.

**Cumulative Effects.** Cumulative effects for water resources were assessed at the watershed scale. Because no other projects have been identified within the watershed, no cumulative effects will occur as a result of the Proposed Action.

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<sup>10</sup> This value is derived from looking at average flows at the OSHP over a 50-year period and estimating turbine discharge after factoring in hydraulic capacity and bypass flow requirements to derive an average estimated turbine discharge. This estimate is then converted to acre-feet based on formulae provided in Appendix A to the Settlement Agreement.

### **6.3.2.2 NO ACTION ALTERNATIVE**

Under the No Action Alternative, the OSHP would continue to operate under the terms and conditions of the existing license, with no new facilities and no environmental measures. Any effects of the OSHP on water quality or quantity would continue, as would existing environmental measures. There would no mechanism for banking water under the BFAA.

### **6.3.3 PROPOSED MITIGATION MEASURES**

No mitigation measures are proposed at this time. Permits for facilities construction are likely to require DVWD to ensure best practices to manage short-term disturbance of water quality parameters, and the state water quality certification through Section 401 of the Clean Water Act may result in additional measures (mandatory conditions).

## **6.4 FISH AND AQUATIC RESOURCES**

### **6.4.1 AFFECTED ENVIRONMENT**

Bowman Dam delineates the Lower and Upper Crooked River subbasins. The reservoir provides irrigation water during the summer. Consequently, flows immediately below that dam result in locally cooler water, benefitting coldwater fisheries (NPCC 2004; USDI 1992). ODFW manages that cooler section of river primarily for native redband trout (CRWC 2002). Threatened and endangered fish species in the OSHP area include bull trout (*Salvelinus confluentis*) and summer steelhead (*Oncorhynchus mykiss*) that are part of the Mid-Columbia River (MCR) distinct population segment (DPS). These species and potential effects on them are described generally here; information specific to their regulatory status is described in Section 6.6. Chinook salmon (*Oncorhynchus tshawytscha*) are also addressed in Section 6.6 because of the overlapping management priorities.

#### **6.4.1.1 EXISTING AND HISTORIC FISH USE**

Table 6-4 lists historic and current fish species in the Crooked River. The lower river section upstream of Opal Springs currently supports native redband trout and a common assemblage of nongame fish. Although hatchery trout have not been stocked below Prineville Reservoir

(and Bowman Dam) since 1975, some emigration from that reservoir has resulted in small numbers of brown and bullhead trout, and largemouth, and smallmouth bass in the Crooked River downstream (BOR 2003). Below Opal Springs Dam, kokanee, mountain whitefish, redband, bull, brown, and hatchery rainbow trout are present. As described below, since 2007 the Crooked River has been seeded with juvenile Chinook and steelhead and has provided rearing habitat for these fish.

OSHP has been a near-complete to complete barrier to upstream migrations of game fish including redband and bull trout, and mountain whitefish, since the dam was renovated and retrofitted in 1982. Anecdotal reports suggest that upstream passage may have occurred during periods of peak runoff in some years, although the magnitude of any such passage is unknown. Given the implementation of the anadromous fish reintroduction plan, restoring fish passage at OSHP is a high priority.

**TABLE 6-4 HISTORICAL AND CURRENT FISH SPECIES IN THE CROOKED RIVER BASIN**

(Updated from ODFW, 1996; Brett Hodgson, personal communication)

COMMON NAME	SCIENTIFIC NAME	ORIGIN	STATUS	ABUNDANCE
Pacific lamprey	<i>Entosphenus tridentatus</i>	Native	Extirpated	
Summer steelhead	<i>Oncorhynchus mykiss</i>	Native	Present	Reintroduced fry and smolts only
Redband trout	<i>Oncorhynchus mykiss</i>	Native	Present	Moderate
Bull trout <sup>1</sup>	<i>Salvelinus confluentis</i>	Native	Present	Rare
Kokanee <sup>1</sup>	<i>Oncorhynchus nerka</i>	Native	Present	Abundant
Chinook salmon	<i>Oncorhynchus tshawytscha</i>	Native	Present	Reintroduced fry and smolts only
Mountain whitefish	<i>Prosopium williamsoni</i>	Native	Present	Abundant
Brown trout <sup>1</sup>	<i>Salmo trutta</i>	Introduced	Present	Locally abundant
Brown bullhead	<i>Ictalurus nebulosus</i>	Introduced	Present	Moderate
Largemouth bass <sup>2</sup>	<i>Micropterus salmoides</i>	Introduced	Present	Rare
Smallmouth bass <sup>2</sup>	<i>Micropterus dolomieu</i>	Introduced	Present	Rare
Black crappie <sup>2</sup>	<i>Pomoxis nigromaculatus</i>	Introduced	Present	Rare
Bluegill	<i>Lepomis macrochirus</i>	Introduced	Present	Moderate
Shorthead sculpin	<i>Cottus confusus</i>	Native	Present	Unknown
Torrent sculpin	<i>Cottus rhotheus</i>	Native	Present	Unknown
Slimy sculpin	<i>Cottus cognatus</i>	Native	Present	Unknown
Mottled sculpin	<i>Cottus bairdi</i>	Native	Present	Unknown
Prickly sculpin	<i>Cottus asper</i>	Native	Present	Unknown
Goldfish	<i>Carassius auratus</i>	Introduced	Present	Rare
Longnose dace	<i>Rhinichthys cataractae</i>	Native	Present	Moderate

COMMON NAME	SCIENTIFIC NAME	ORIGIN	STATUS	ABUNDANCE
Speckled dace	<i>Rhinichthys osculus</i>	Native	Present	Abundant
Chiselmouth	<i>Acrocheilus alutaceus</i> ,	Native	Present	Abundant
Largescale sucker	<i>Catostomus macrocheilus</i> ,	Native	Present	Abundant
Bridgelip sucker	<i>Catostomus columbianus</i>	Native	Present	Very abundant
Northern squawfish	<i>Ptychocheilus oregonensis</i>	Native	Present	Moderate
Carp	<i>Cyprinus carpio</i>	Introduced	Present	Rare
Crayfish	<i>Pacifastacus leniusculus</i>	Native	Present	Very abundant

<sup>1</sup>Present only below OSHP

<sup>2</sup>Present in upper tributaries or otherwise not in immediate vicinity of OSHP

With anadromous fish passage blocked by the PRB Project, fish concerns at the OSHP in the early 1980s were primarily for loss of passage for resident fish species and mortality from the turbines. CH2M Hill conducted a downstream passage study in the spring of 1982. The study captured 118 fish, of which 48 were trout or kokanee; CH2M Hill estimated annual mortality of 10 salmonid fish from the turbines. On the basis of estimated low fish mortality from fish entering the power facilities, no screens or louvers were required for the diversion. To mitigate possible losses, the DVWD released hatchery Chinook salmon and rainbow and brown trout at Opal Springs from the time the dam was rebuilt in 1985 until 2009. Typically 10,000 rainbow trout were released annually below the OSHP, and brown trout were occasionally raised as well. All fish were fin clipped. Spring Chinook salmon were released there in 1985-86. Since 2009, the hatchery at Opal Springs has been rearing summer steelhead from the Pelton Round Butte Hatchery as part of the anadromous fish reintroduction effort.

Fish habitat that may be affected by proposed changes of the OSHP includes the 0.26-mile-long OSHP bypass reach, the existing impoundment, and three habitat units immediately upriver: a boulder riffle about 130 feet long, a riverine pool about 450 feet long, and a boulder cascade/rapid about 140 feet long. Habitat in the bypass reach is of high quality; supports high numerical densities of redband trout and mountain whitefish; and is also occupied by brown trout, bull trout, sculpin, suckers, and northern pikeminnow (DVWD, unpublished data). Cursory snorkel surveys suggest that fish numbers within the OSHP diversion pool are relatively low (Hodgson pers. comm. 2009; ODFW, pers. comm.). USGS researchers have sampled the three habitat units immediately upstream of the impoundment. During late July 2004 they found a fish assemblage dominated by abundant redband (rainbow) trout from 2 to

18 inches long (Torgerson et al. 2007). Other species present included sculpin, suckers, sticklebacks, and minnows, including northern pikeminnow from 9.5 to 12 inches long.

A habitat survey completed by ODFW in 1997 found no spawning gravel in the three habitat units immediately upstream of the OSHP impoundment (ODFW 2009). However, a habitat survey conducted in this area during 2004 by the USGS (Torgerson et al. 2007), suggests that spawning gravel is present in the boulder cascade/rapid (approximately 900 ft<sup>2</sup>).

**Turbine Conditions.** At flows below 1,822.5 cfs nearly all downstream migrants would pass through the unscreened OSHP powerhouse and turbine. No turbine passage studies have been performed at OSHP, but a site-specific literature review suggests that the survival rate for parr and smolt steelhead passing through the Opal Springs turbine is likely to fall within the range of those estimated for other small Kaplan-equipped installations where passage of salmonids has been investigated. Survival estimates in those studies ranged from 86.4% to 100.0% and averaged 93.5% (Ecological Services 2006). The survival of bull trout and larger rainbow trout that might be entrained at Opal Springs is more difficult to predict due to the general lack of entrainment studies on large salmonids. However, fish length has been found to be one of the most important variables affecting turbine mortality (CH2MHill 2003), and larger fish generally experience greater mortality. EPRI (1987) indicated that turbine operating and design characteristics affect fish mortality rates. Generally, rapid pressure drops (including cavitation), higher head differential across the turbine, and low turbine efficiency may increase fish mortality. Characteristics of the Opal Springs facility would tend to make it “fish friendly” in regards to these mortality factors (Ecological Services 2006).

**Spillway Conditions.** At flows greater than 1,822.5 cfs, water spills over the existing flashboards. Any fish that also pass over the dam drop approximately 6 feet and must navigate a roughened dam face. According to the Proposed Action, DVWD will greatly increase its ability to control where and when water spills at the OSHP. The preliminary designs for the new dam crest will include multiple gates, some dedicated to fish passage. The downstream dam face will be smoothed and provisions will be made to soften the transition from the pool to spillway within areas dedicated to fish passage.

**Turbine Strike.** There is no tailrace barrier below the OSHP powerhouse, and discharge from the powerhouse could attract fish. The draft tubes extending from the turbines are 63 feet long and unlighted. Velocities exiting the draft tubes are high, but a swimming speed analysis suggests that salmon and steelhead being reintroduced to the area may be physically capable of reaching the OSHP turbine and being struck by turbine blades if strongly attracted to powerhouse discharges (Huntington 2015). Despite having the physical ability to reach the turbine from the OSHP tailrace, none of the nearly 100 salmon and steelhead that have entered the tailrace in the last few years have exhibited a strong attraction to the powerhouse, and most have migrated up into the bypass reach. The swimming speed analysis suggests that resident trout and other species in the area probably are incapable of reaching the turbine (Huntington 2015).

#### **6.4.1.2 OPERATIONS AND RUN TIMING**

The precise migration timing of anadromous salmonids and other resident fish that will pass the OSHP is uncertain and will affect the pattern of use of the BFAA, as well as how water is physically managed at the OSHP through proposed gates, weirs, and any AWS associated with the diversion structure. Section 5.7.1 describes initial assumptions about how flows at the OSHP may relate to run-timing. However, this will be an adaptive management opportunity as described in Attachment 1 and its associated appendices; a preliminary Operating Plan will be developed in conjunction with the facility design.

#### **6.4.2 ENVIRONMENTAL EFFECTS**

##### **6.4.2.1 PROPOSED ACTION**

**Direct and Indirect Effects.** Under the Proposed Action, the direct and indirect effects on fish and aquatic resources would be providing fish passage and raising the pool. The implementation of upstream and downstream fish passage, combined with operation of the BFAA is described in the 4.3.3 above. Little information is available with regard to timing of fish runs and how they will interact with the facilities and operations. During final design of

the fish ladder and flow structures, a preliminary operating plan will be developed that can be refined through the adaptive management process.

The most immediate and significant effects of providing fish passage through the proposed facilities is the reconnection of habitat above and below the OSHP, which will complement critical life-history needs of many species of management concern. This includes reestablishing access to productive spawning and foraging habitats upstream of the OSHP and creating alternative fish-friendly routes of downstream passage for out-migrating fish.

Potential adverse effects of the proposed action include:

- increased injury and mortality for fish that use the new ladder and then fall back through the OSHP's turbine, include foraging bull trout;
- increase in predator habitat in the Opal Spring's impoundment; and
- loss of a small portion of potentially productive habitat in the pool-riffle area immediately upstream of the current impoundment.

**Cumulative Effects.** Cumulative effects for fish and aquatic resources were assessed at the basin and sub-basin scale. The proposed action will significantly enhance the effort in progress to improve habitat conditions and provide passage in the Lower Crooked River and will improve the chances of success of the reintroduction overall.

#### **6.4.2.2 NO ACTION ALTERNATIVE**

Under the No Action Alternative, the OSHP would continue to operate under the terms and conditions of the existing license, without new facilities or environmental measures. Any effects of the OSHP on geology and soils would continue, as would existing environmental measures.

#### **6.4.3 PROPOSED MITIGATION MEASURES**

Appendices A and B of the Settlement Agreement describe agreed-to performance metrics for upstream and downstream passage, and these metrics are thought to be both realistic and



sustainable. The appendices also describe the adaptive management opportunities that are available if performance objectives are not reached.

## 6.5 WILDLIFE

### 6.5.1 AFFECTED ENVIRONMENT

The terrestrial wildlife in the Lower Crooked River subbasin includes 77 species of mammal, 181 species of bird, 16 species of reptile, and 10 species of amphibian (ODFW 2002). Noting that the aquatic environment and associated riparian vegetation of the subbasin are critical features for wildlife, ODFW identified the species listed in Table 6-5 as potentially dependent on riparian habitat in the lower Crooked River Basin (CRWC 2002). Inclusion in this list does not necessarily indicate that a given species uses riparian habitat in the OSHP area.

From 1988 through 1998, PGE surveyed waterfowl, water birds, and raptors in the PRB Project area (Concannon 1998) and recorded the following numbers of species: 30 species of duck, goose, merganser, and swan; 14 raptor species; 10 species of grebe, loon, cormorant, and coot; 6 species of gull and tern; and 13 species of heron and shorebird. Some of these species may occur in the OSHP area.

Section 6.7 identifies sensitive or strategic species identified by BLM that may be in the area. During a fall 2010 tour of the OSHP area, BLM personnel noted that they did not see any potential effects on these species, including bats, eagles, and peregrine falcon.

**TABLE 6-5 WILDLIFE SPECIES IDENTIFIED BY ODFW (2002) AS POTENTIALLY FOUND IN ASSOCIATION WITH RIPARIAN HABITAT IN THE LOWER CROOKED RIVER BASIN.**

COMMON NAME <sup>1</sup>	SCIENTIFIC NAME
Tailed frog <sup>2</sup>	<i>Ascaphus truei</i>
Oregon spotted frog	<i>Rana pretiosa</i>
Long-toed salamander	<i>Ambystoma macrodactylum</i>
Garter snake	<i>Thamnophis elegans; T. sirtalis</i>
Gopher snake	<i>Pituophis catenifer</i>
Western rattlesnake	<i>Crotalus viridis</i>
Barrow's goldeneye	<i>Bucephala islandica</i>
Bufflehead	<i>Bucephala albeola</i>
Mallard	<i>Anas platyrhynchos</i>

COMMON NAME <sup>1</sup>	SCIENTIFIC NAME
American bittern	<i>Botaurus lentiginosus</i>
Mountain quail	<i>Oreortyx pictus</i>
Ruffed grouse	<i>Bonasa umbellus</i>
Bald eagle	<i>Haliaeetus leucocephalus</i>
Osprey	<i>Pandion haliaetus</i>
Willow flycatcher	<i>Empidonax traillii</i>
American dipper	<i>Cinclus mexicanus</i>
Bank swallow	<i>Riparia riparia</i>
Beaver	<i>Castor canadensis</i>
Otter	<i>Lontra canadensis</i>
Muskrat	<i>Ondatra zibethicus</i>
Raccoon	<i>Procyon lotor</i>
Mink	<i>Neovison vison</i>
Rocky Mountain elk	<i>Cervus canadensis</i>
Mule deer	<i>Odocoileus hemionus</i>
Townsend's big-eared bat	<i>Corynorhinus townsendii</i>
Long-eared bat	<i>Myotis evotis</i>
Silver-haired bat	<i>Lasionycteris noctivagans</i>
Coyote	<i>Canis latrans</i>
Bobcat	<i>Lynx rufus</i>
Cougar	<i>Puma concolor</i>
Black bear	<i>Ursus americanus</i>

<sup>1</sup> Species lists are not exhaustive, and species identified in the table may or may not be found in or adjacent to the OSHP area

<sup>2</sup> ODFW (CRWC 2002) indicates that the distribution of the western toad (*Anaxyrus boreas*) and Columbia spotted frog (*Rana luteiventris*) are limited to the upper Crooked River basin.

The peregrine falcon (*Falco peregrinus*) was delisted from the ESA in 1999, although BLM continues to consider it a sensitive species. It is not known to be a permanent resident of the OSHP area (USFS 1989). There appear to be no records of this species being found in the OSHP area, and it was not observed during the 1988–1998 surveys conducted in the PRB Project area (Concannon 1998). Other BLM-identified species of interest are listed in Exhibit C, Attachment 4.

## **6.5.2 ENVIRONMENTAL EFFECTS**

### **6.5.2.1 PROPOSED ACTION**

**Direct and Indirect Effects.** To the extent that raising the pool affects riparian vegetation is affected by the pool raise, so also will it affect riparian-dependent wildlife species. Potential effects of the Proposed Action should be limited in spatial area, and over time. As plant species colonize the new shoreline, these wildlife species are likely to exist at levels similar to those under existing conditions.

**Cumulative Effects.** Cumulative effects for wildlife resources were assessed at the watershed scale. Because no other projects have been identified within the watershed, no cumulative effects will occur as a result of the Proposed Action.

### **6.5.2.2 NO ACTION ALTERNATIVE**

Under the No Action Alternative, the OSHP would continue to operate under the terms and conditions of the existing license, without new facilities or environmental measures. Any effects of the OSHP on wildlife would continue, as would existing environmental measures.

## **6.5.3 PROPOSED MITIGATION MEASURES**

No specific mitigation measures are proposed at this time. Permits for facilities construction are likely to require DVWD to ensure best practices to manage short-term disturbance of wildlife.

## **6.6 THREATENED, ENDANGERED, AND SPECIAL STATUS SPECIES**

### **6.6.1 AFFECTED ENVIRONMENT**

The USFWS, NOAA, and ODFW have identified threatened and endangered species in Jefferson County as of November 2011 (USFWS 2015). This includes species that are federally listed as threatened or endangered under the ESA, and species that are candidates for federal listing under ESA. Table 6-6 shows species listed by USFWS, NOAA, and Oregon.

**TABLE 6-6 THREATENED AND ENDANGERED SPECIES IN JEFFERSON COUNTY**

<b>LISTED SPECIES<sup>1</sup></b>		
<b>Mammals</b>		
Canada lynx <sup>2</sup>	<i>Felis lynx Canadensis</i>	T
<b>Birds</b>		
Northern spotted owl <sup>3</sup>	<i>Strix occidentalis caurina</i>	CH, T
<b>Fish</b>		
Steelhead (Middle Columbia River) <sup>4</sup>	<i>Oncorhynchus mykiss</i> ssp.	T <sup>5</sup> (experimental)
Bull trout (Columbia River Basin) <sup>6</sup>	<i>Salvelinus confluentus</i>	CH, T
<b>Proposed Species</b>		
None		
<b>CANDIDATE SPECIES<sup>7</sup></b>		
<b>Amphibians and Reptiles</b>		
Columbia spotted frog	<i>Rana luteiventris</i>	
Oregon spotted frog	<i>Rana pretiosa</i>	
Northern American wolverine	<i>Gulo gulo luscus</i>	
<b>SPECIES OF CONCERN<sup>8</sup></b>		
<b>Mammals</b>		
Fisher	<i>Martes pennanti</i>	PT
Spotted bat	<i>Euderma maculatum</i>	
Silver-haired bat	<i>Lasionycteris noctivagans</i>	
Small-footed bat	<i>Myotis ciliolabrum</i>	
Long-eared bat	<i>Myotis evotis</i>	
Long-legged bat	<i>Myotis volans</i>	
Yuma bat	<i>Myotis yumanensis</i>	
Pallid bat	<i>Antrozous pallidus pacificus</i>	
Townsend's western big-eared bat	<i>Corynorhinus townsendii townsendii</i>	
<b>Birds</b>		
Northern goshawk	<i>Accipiter gentilis</i>	
Greater sage-grouse	<i>Centrocercus urophasianus</i>	PE
Western burrowing owl	<i>Athene cunicularia hypugea</i>	
Ferruginous hawk	<i>Buteo regalis</i>	
Black tern	<i>Chlidonias niger</i>	
Olive-sided flycatcher	<i>Contopus cooperi</i>	
Willow flycatcher	<i>Empidonax traillii adastus</i>	
Harlequin duck	<i>Histrionicus histrionicus</i>	
Yellow-breasted chat	<i>Icteria virens</i>	
Lewis's woodpecker	<i>Melanerpes lewis</i>	
Mountain quail	<i>Oreortyx pictus</i>	
White-headed woodpecker	<i>Picoides albolarvatus</i>	
<b>Amphibians and Reptiles</b>		
Tailed frog	<i>Ascaphus truei</i>	

Oregon slender salamander	<i>Batrachoseps wrighti</i>	
Cascades frog	<i>Rana cascadae</i>	
Northern sagebrush lizard	<i>Sceloporus graciosus graciosus</i>	
Coastal tailed frog	<i>Ascaphus truei</i>	
<b>Fishes</b>		
Pacific lamprey	<i>Lampetra tridentata</i>	
Interior Redband Trout	<i>Oncorhynchus mykiss gibbsi</i>	
<b>Invertebrates</b>		
Cascades apataniuan caddisfly	<i>Apatania tavalala</i>	
<b>Plants</b>		
Wallawa ricegrass	<i>Achnatherum wallowaensis</i>	
Estes' artemesia	<i>Artemisia ludoviciana ssp. estesii</i>	
Dissapearing monkeyflower	<i>Mimulus evanescens</i>	
Little mouseltail	<i>Myosurus minimus ssp. apus</i> ( var. <i>sessiliflorus</i> )	
Peck's penstemon	<i>Penstemon peckii</i>	
Lichen		
Sessile mouseltail	<i>Myosurus sessilis</i>	
Woven-spored Lichen	<i>Texosporium sancti-jacobi</i>	
<div style="display: flex; justify-content: space-between;"> <div> <p>(E) Listed Endangered</p> <p>(T) Listed Threatened</p> <p>(CH) Critical Habitat has been designated for this species</p> </div> <div> <p>(PE) Proposed Endangered</p> <p>(PT) Proposed Threatened</p> <p>(PCH) Critical Habitat has been proposed for this species</p> </div> </div>		

<sup>1</sup> U.S. Department of Interior, Fish and Wildlife Service, October 31, 2000, Endangered and Threatened Wildlife and Plants, 50 CFR §17.11 and 17.12

<sup>2</sup> Federal Register Vol. 65, No. 58, Mar 24, 2000, Final Rule - Canada lynx

<sup>3</sup> Federal Register Vol. 57, No. 10, January 15, 1992, Final Rule - Critical Habitat for the Northern Spotted Owl

<sup>4</sup> Federal Register Vol. 64, No. 57, March 25, 1999, Final Rule - Middle Columbia and Upper Willamette River Steelhead

<sup>5</sup> Consultation with NOAA's National Marine Fisheries Service may be required.

<sup>6</sup> Federal Register Vol. 63, No. 111, June 10, 1998, Final Rule - Columbia River and Klamath River bull trout

<sup>7</sup> Federal Register Vol. 69, No. 86, May 4, 2004, Notice of Review - Candidate or Proposed Animals and Plants

<sup>8</sup> Taxa whose conservation status is of concern to the USFWS (many previously known as Category 2 candidates) but for which further information is still needed.

BLM personnel visited the OSHP area in 2010. Except for the fish species identified in the following sections, the BLM observed no instances of threatened and endangered species in the OSHP area (J. Eisner, BLM, Prineville Office, personal communication), nor do any site-specific reports identify occurrences.

#### 6.6.1.1 BULL TROUT (*SALVELINUS CONFLUENTIS*)

USFWS issued a final rule listing the bull trout (*Salvelinus confluentus*) in the coterminous United States as a threatened species under the ESA on June 10, 1998 (63 Fed. Reg. 31647). Oregon has also listed the bull trout as a state sensitive species. In central Oregon's Deschutes

River Basin upstream of the PRB Project dams at river kilometer (rkm) 167.5 (RM 100.5), bull trout currently inhabit the Metolius River Basin, the Deschutes River upstream to Steelhead Falls, the lower reaches of Whychus Creek, the lower kilometer of the Crooked River upstream to the Opal Springs Dam, and Lake Billy Chinook (Ratliff et al. 1996). Of these areas, only the Metolius River Basin has suitable habitat for bull trout spawning. The other riverine and reservoir habitats provide foraging, migration, and overwintering (FMO) habitat (USFWS 2002). The first extensive fish surveys in the Crooked River were conducted in the 1950s. By that time, the basin was degraded due to severe water withdrawal and radically altered riparian areas (Nehlsen 1995). Foraging subadult and adult bull trout were occasionally caught in the Crooked River as far upstream as the city of Prineville at rkm 85 (RM 51) through the early 1980s (Ratliff et al. 1996, cited in Buchanan 1997).

USFWS issued a final rule designating critical habitat for the bull trout on October 18, 2010 (75 Fed. Reg. 63898). The Crooked River from its confluence with Lake Billy Chinook at rkm 189.85 (RM 117.7) upstream 1.7 kilometer (km; 1.18 miles) to Opal Springs Dam was designated as occupied FMO habitat. From Opal Springs Dam upstream 17.9 km (11.1 miles) to the Highway 97 bridge crossing was designated as unoccupied FMO habitat. Because numerous large, cold springs enter this section of the Crooked River, the habitat is currently suitable for cold-water salmonids (Torgerson et al. 2007) such as bull trout.

USFWS's *Deschutes River Basin Bull Trout Draft Recovery Plan* (USFWS 2002) calls for restoring connectivity and opportunities for migration in the Crooked River by constructing upstream fish passage at Opal Springs Dam (Task 1.2.4). This area is important because it would allow bull trout in Lake Billy Chinook to disperse out of the reservoir, which would decrease the potential for population loss from cannibalism. Cannibalism can have significant effects on populations, particularly when other forage species are not available (Beauchamp and Shepard 2008). In 2014 the USFWS issued a revised draft bull trout recovery plan and in 2015, the six draft recovery unit implementation plans were issued.

Adult and subadult bull trout are already present in the reservoir's Crooked River Arm and in the Crooked River upstream to Opal Springs Dam. However, it is not clear how many of those

bull trout will use the Opal Springs fish ladder to move upstream of the OSHP, when they will move, or when they will return downstream. The number, size, and migration timing of bull trout passage at Opal Springs are important factors regarding the final determination of ESA effects likely to result from the Proposed Action. These factors will also influence decisions on protection and mitigation actions taken as part of the OSHP's Fish Passage and Protection Plan. USFWS will work with DVWD under the terms and conditions of their respective biological opinions after formal consultation regarding the Proposed Action is concluded, and also through the amended license's proposed FPWG.

#### **6.6.1.2 SUMMER STEELHEAD (*ONCORHYNCHUS MYKISS*)**

In the Deschutes Subbasin MCR steelhead currently range from its mouth at the Columbia River up to the PRB Project at RM 100, including east and west side tributaries. Before hydroelectric and irrigation development, steelhead used the Deschutes River up to Big Falls (RM 132), Whychus Creek (a Deschutes River tributary above the PRB Project), and the Crooked River Watershed. Within the Crooked River Watershed, steelhead were documented in McKay, Ochoco (below Ochoco Dam), Horseheaven, Newsome, Drake, Twelvemile, and Beaver Creeks and the North Fork Crooked River (Figure 6-1) (Nehlsen 1995).

The completion in 1920 of Ochoco Dam east of Prineville blocked access into most of the Ochoco Creek Watershed. In 1961, Bowman Dam was completed on the Crooked River at RM 70, about 20 miles southeast of Prineville, creating Prineville Reservoir and blocking fish passage into the upper Crooked River Watershed. On the Deschutes River, the Pelton and Reregulating Dams (RM 103 and RM 100, respectively) were completed in 1958. Even though these dams had fish passage, steelhead numbers in the upper Deschutes River basin had substantially declined by that time (Nehlsen 1995). By 1968, it was concluded that fish passage was not working due to the inability to collect juvenile fish from the reservoir (Lake Billy Chinook) behind Round Butte Dam. To mitigate for lost passage and habitat, PGE constructed a fish hatchery at Round Butte Dam to produce spring-run Chinook salmon and steelhead (Ratliff and Shulz 1999). By the time the OSHP was completed in 1985, MCR steelhead had been extirpated from the basin.

**Endangered Species Act Listing.** On March 25, 1999, NMFS published a final rule listing the MCR steelhead DPS under the ESA as threatened (NMFS 1999). It is one of 15 Pacific Coast steelhead distinct population segments extending from southern California to the Canadian border in Washington State. Eleven of the 15 Pacific Coast steelhead DPSs are now listed under the ESA. The MCR Steelhead DPS covers an area of approximately 35,000 square miles in the Columbia Plateau of eastern Oregon and eastern Washington. It includes all populations of steelhead in Columbia River tributaries upstream of the Wind River (excluded) in Washington and the Hood River (excluded) in Oregon to, and including, the Yakima River in Washington. Snake River steelhead are excluded. Seven artificial propagation programs, including the Deschutes River hatchery programs, were included in the MCR DPS in 2006 (71 Fed. Reg. 834, January 5, 2006). The DPS also includes four major population groups based on ecoregion characteristics, life history, and other geographic and genetic factors. MCR steelhead from the Deschutes River and tributaries contribute three of five populations to the Cascade Eastern Slope population group: Deschutes Eastside, Deschutes Westside, and the Crooked River (extirpated) (NMFS 2011).

As described in Section 6.4, the reintroduction of anadromous fish to the basin above the PRB Project began in 2007 as required in the PRB license, and under the direction of the Fish Managers (ODFW and CTWS 2008), with appropriate oversight by NMFS (NMFS 2011). The goals of the reintroduction effort are to establish a population of MCR steelhead in historic habitat, help recovery by improving spatial structure for the Deschutes Westside population, and restore the extirpated Crooked River population by giving them access to historically occupied habitat. Although providing passage over the PRB Project addressed these biological objectives, the fish passage barrier imposed by OSHP is significant. This reintroduction effort relies heavily on stock from the Round Butte Hatchery, and because this hatchery was included in the DPS in 2006, progeny that are reintroduced above the Round Butte Dam as either fry or smolts are currently an ESA-listed threatened species.

**Recovery Plan.** Pursuant to Section 4(f) of the ESA, NMFS has developed and is implementing a plan for the conservation and recovery of listed MCR steelhead. The plan describes specific management actions, establishes objectives and measurable criteria for



delisting, and estimates time and cost to carry out these measures. The recovery plan for Cascade Eastern Slope Tributaries of the MCR Steelhead DPS requires that both the Deschutes River populations, Eastside and Westside, be viable (i.e., less than a 5% risk of extinction within 100 years). The Deschutes Eastside population, below the PRB Project, is considered viable, but the Deschutes Westside population is not: spatial distribution, diversity, and abundance are restricted, primarily due to blocked passage to historically productive habitat above the PRB Project (NMFS 2009). However, recovery is not completely dependent on providing passage because spawning habitat is available in downstream tributaries such as the Warm Springs River and Shitike Creek (NMFS 2011).

Reintroduction of fish above the PRB Project, therefore, will be a long-term effort aimed at strengthening the Cascades Eastern Slope major population group of MCR steelhead. The action will improve spatial structure for the Eastside population because it will increase the amount of spawning habitat available. Over time, this will improve population numbers and help alleviate risk to their survival and recovery.

In order to facilitate development of conservation measures that support reintroduction above the PRB Project to implement the recovery plan, in 2011 NMFS designated MCR Steelhead above the PRB Project as an experimental population, pursuant to Section 10(j) of the ESA (76 Fed. Reg. 28715, May 18, 2011). This designation was made because:

- MCR Steelhead reintroduced above the PRB Project will be completely separate geographically for the part of their lifecycle that is above the dams; and
- designation will further the conservation of the species by encouraging development of conservation measures to support the reintroduction effort.

This rule allows for incidental take of steelhead released above the PRB Project as long as the take is incidental to an otherwise lawful activity (NMFS 2012). The rule includes an expiration date 12 years after spawners are allowed to pass above the PRB Project.

### **6.6.1.3 PACIFIC SALMON (*ONCHORHYNCHUS TSHAWYTSCHA*)**

Spring Chinook salmon historically spawned in the Warm Springs River system, Shitike Creek, the mainstem Deschutes River upstream from the PRB Project, Whychus Creek, and the Metolius River. Historic use of the Crooked River by spring Chinook has also been documented, but when this population was extirpated is unknown (Nelson 1995). Despite its extirpation from the upper Deschutes Basin and Crooked River Basin, the ESA listing status is “not warranted” for all naturally spawned populations of Chinook salmon from the Deschutes River (NMFS 1999).

Construction of the PRB Project blocked salmon from their historic habitats upstream. Chinook salmon fry and smolts have been released into the selected tributaries above PRB, including the Crooked River, since 2008. The Deschutes River below Big Falls and the Crooked River below OSHP are EFH according to the Magnuson-Stevens Act.

### **6.6.1.4 ANADROMOUS FISH REINTRODUCTION**

In 1996, ODFW developed a fishery management plan for the Crooked River, which includes the reach through OSHP (ODFW 1996). The plan sets a management direction for the Crooked River with the following policies:

- Policy 1. Restore anadromous and migratory resident fish to their historic range in the Crooked River Basin by improving upstream and downstream passage over artificial barriers.
- Policy 2. Reconnect isolated and fragmented populations of redband trout by restoring and improving passage over man-made barriers.
- Policy 3. Require passage over all proposed dams on fish-bearing streams.

In December 2003, ODFW adopted a rule that directs ODFW to restore anadromous MCR summer steelhead into portions of its historic range upstream from the PRB Project. Specific areas targeted for reintroduction include the Metolius River and tributaries, the Deschutes River from Lake Billy Chinook upstream to Big Falls, Whychus Creek, and the Crooked River and tributaries upstream to Bowman and Ochoco dams.

The plan gained significant momentum with the relicensing of the PRB Project in 2005. The new federal license for the PRB Project requires implementation of a fish passage plan (PGE and CTWSRO 2004) to reinitiate fish passage through PRB. One of the key provisions of the license and fish passage plan was a requirement that the licensees (PGE and CTWSRO) construct a new fish passage system known as the Selective Water Withdrawal (SWW), at Lake Billy Chinook at RM 110.

In the spring of 2007 steelhead fry from Round Butte Hatchery were released into the Crooked River, upstream to Les Schwab Park, in Prineville. In fall 2008, ODFW and the Confederated Tribes of the Warm Springs Branch of Natural Resources completed a *Reintroduction and Conservation Plan for Anadromous Fish in the Upper Deschutes River Sub-basin, Oregon* (ODFW and CTWS 2008). Each spring since that plan was completed, both steelhead and Chinook salmon fry have been released into the Crooked River system above the OSHP. More than 50,000 Chinook and steelhead smolts have been captured in the SWW at Round Butte and released into the lower Deschutes River.

OSHP has been a near-complete to complete barrier to upstream migrations of game fish, including redband and bull trout, and mountain whitefish, since the renovation and retrofit of the dam was completed in 1984. Since the reintroduction plan is in the process of being implemented, passage at OSHP is a high priority.

#### **6.6.1.5 OTHER THREATENED OR SENSITIVE SPECIES**

The USFWS list of species under its jurisdiction in Jefferson County (USFWS 2015) includes the threatened bull trout, which is known to be present in the OSHP area; NMFS ESA listed steelhead are also present. Aside from these species, no USFWS or NMFS ESA listed species are currently known to be present in the OSHP area. Redband trout (*Oncorhynchus mykiss ssp.*) is known to occur in the Crooked River. Other USFWS listed species in Jefferson County include the threatened Northern spotted owl (*Strix occidentalis caurina*), proposed species including Fisher (*Martes pennant*) and candidate species including North American wolverine (*Gulo gulo luscus*), Greater sage grouse (*Centrocercus urophasianus*), and whitebark pine (*Pinus albicaulis*).

The DVWD has worked with USFWS and NMFS to evaluate what species may be present in the OSHP area, and how the Proposed Action could affect them. A final determination regarding the proposed OSHP's effects on listed species or their habitats will be made at the conclusion of formal ESA consultation.

#### **6.6.1.6 OPERATIONS AND RUN TIMING**

Timing of potential wild steelhead smolt emigration past the Opal Springs site can be approximated as a composite of that observed at the Pelton skimmer in 1959–1963 (Lewis 2005) and more recently at multiple other sites still accessible to the species in the lower Deschutes Subbasin (Figure 6-1). These data suggests that most emigration will occur between March 1 and July 30. Accumulated data on the timing of smolt outmigration will affect the pattern of use of the BFAA, as well as how water is physically managed at the OSHP through proposed gates, weirs, and any AWS associated with the diversion structure. This will be an adaptive management opportunity as described in the Settlement Agreement and its associated appendices.

For planning purposes, the timing of smolt outmigration corresponds to periods of high flow at the OSHP, when flow is often expected to spill. Under existing conditions, outmigrants that bypass the intake pass the OSHP primarily via the roughened spillway. According to the Proposed Action, most spilled water (and the fish attracted to it) will bypass the powerhouse and travel downstream via routes that are more fish-friendly.

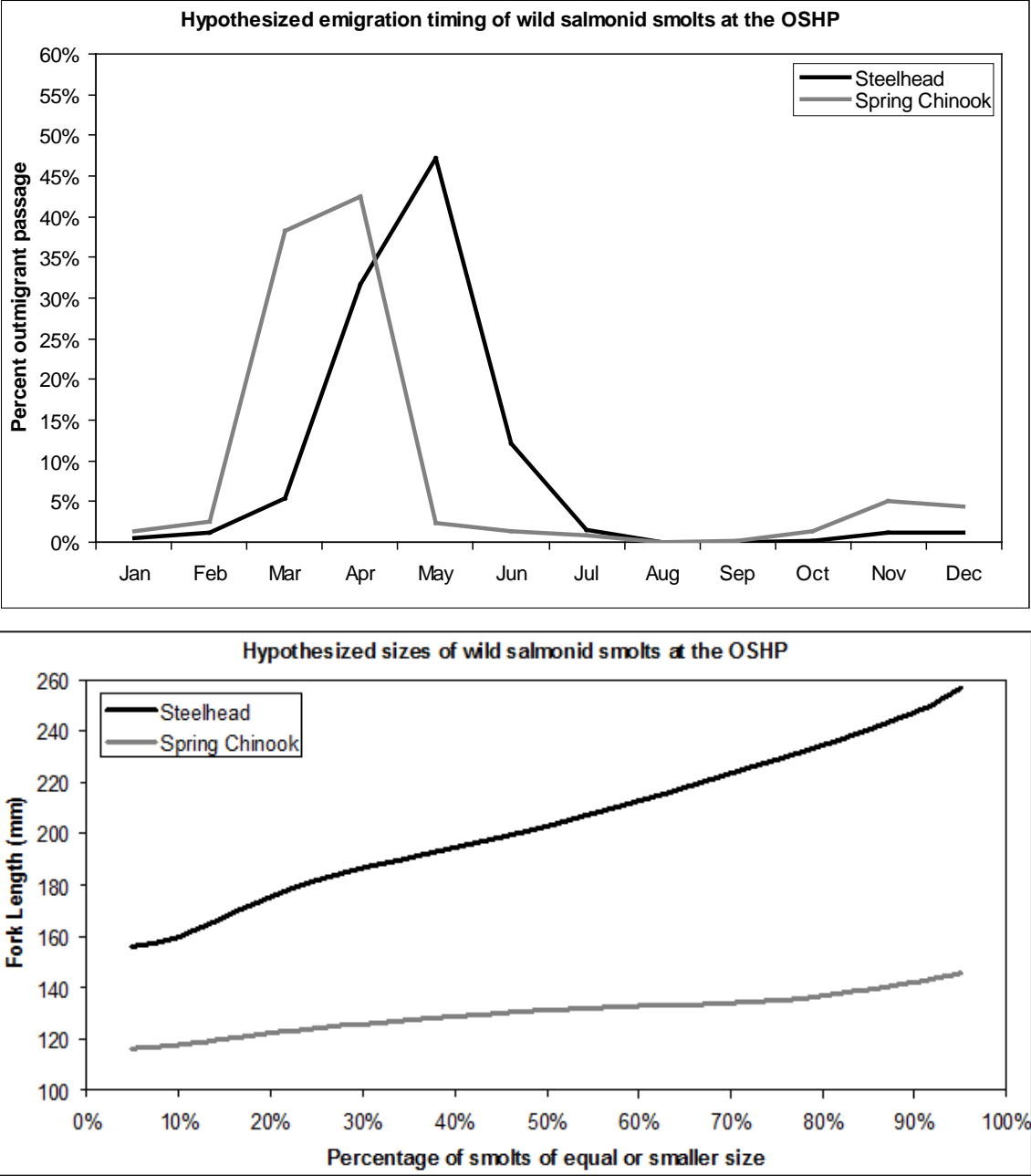
Huntington (2015) developed a preliminary model of down-migrant mortality (DMM) for the OSHP. The model relies upon available information on the sizes and migration timing of salmon and steelhead smolts, variations in river flows, characteristics of the OSHP, and likely passage route selections by smolts given variable daily flow conditions, to estimate annual mortality rates for specific types of downstream migrants. It has been used to develop estimates for steelhead and spring Chinook smolt losses that might occur under existing and proposed conditions. Modeled estimates of these losses are being refined but suggest improved survival rates at the OSHP given the proposed (new) conditions relative to those that occur under existing conditions.

Figure 6-3 provides a graphic summary of some of the quantitative information on fish migration timing and sizes on which the DMM model is based. With regard to migration timing, the model is based on species-specific data from the Crooked River itself (M. Hill, PGE, pers comm.), the Pelton Round Butte hydro-complex (Newton 1973; Lewis 2005), and from other Deschutes River tributaries (Montgomery 1955; Burck 1981; Nelson 2008). As for the size of migrants anticipated at the OSHP, the model relies upon information from Ratliff (2001), Lewis (2006), and others. Ratliff (2001) summarized information on sizes of anadromous outmigrants captured in the Deschutes River Basin upstream of the PRB Project. He reported that steelhead smolts captured in the 1960s averaged 200 millimeters (mm) in length. He also cited 1999 and 2000 data from Trout Creek that showed emigrating smolts ranged from 100 mm to 260 mm, and averaged 175 mm. In 1960, wild steelhead smolts were trapped in the Deschutes River downstream of the Crooked River confluence. Their length-frequency distribution provides an estimate of the sizes of wild steelhead smolts that might be expected to be entrained at the OSHP. These fish ranged from 140 to 270 mm fork length with a mean of 190 mm (Lewis 2006).

As described in Section 5.5, mortality and injury of entrained fish appear to be functions of size, such that salmonids less than 250 mm long tend to have higher survival rates.

Estimates of smolt emigration timing that are applied in the DMM model (Figure 6-3) were based on species-specific data from the Crooked River itself (M. Hill, PGE, pers comm.), the PRB Project (Newton 1973; Lewis 2005), and from other Deschutes River tributaries (Montgomery 1955; Burck 1981; Nelson 2008).

(Montgomery 1955; Burck 1981; Nelson 2008).



**FIGURE 6-3 ESTIMATED FUTURE EMIGRATION TIMING (TOP) AND SIZE (BOTTOM) FOR SUMMER STEELHEAD AND SPRING CHINOOK SALMON SMOLTS AT THE OSHP**

## 6.6.2 ENVIRONMENTAL EFFECTS

### 6.6.2.1 PROPOSED ACTION

**Direct and Indirect Effects.** The purpose of the Proposed Action is to mitigate the OSHP's effects on threatened fish species; therefore, the environmental effects of this action are seen to be positive in terms of connecting fish habitat and facilitating fish passage. The Proposed Action does not include screening of the powerhouse intakes; therefore, the downstream migrants that do not pass through the alternative routes provided will travel through the turbine. Turbine passage survival is discussed in Section 6.4.2. For larger sub-adult and adult bull trout that use the ladder to explore foraging areas above the OSHP, this presents a potential source of injury and mortality. Other sources of direct and indirect injury and mortality are also discussed in Section 6.4.2.

**Cumulative Effects.** Cumulative effects for fish and aquatic resources were assessed at the basin and sub-basin scale. Because an effort to improve habitat conditions and provide passage in the Lower Crooked River is underway, the proposed action will significantly enhance those efforts above the OSHP and improve the chances of success of the reintroduction effort overall.

### 6.6.2.2 NO ACTION ALTERNATIVE

Under the No Action Alternative, the OSHP would continue to operate under the terms and conditions of the existing license, without new facilities or environmental measures. Any effects of the OSHP on threatened, endangered, and special status species would continue, as would existing environmental measures.

Under the No Action Alternative, there would be:

- injury and mortality of fish, including foraging bull trout and migrating steelhead that must be trapped and hauled around the OSHP; and
- delay or holding in the powerhouse tailrace with no mechanism for cueing behavior, since the BFAC would not be available.

### 6.6.3 PROPOSED MITIGATION MEASURES

Section 4.3.5 describes agreed-to performance metrics for upstream and downstream passage, and these metrics are thought to be both realistic and sustainable. Section 4.3.6 describes the adaptive management opportunities that are available if performance objectives are not reached. Additional detail is found in Appendices A and B of the Settlement Agreement.

## 6.7 BOTANICAL AND RIPARIAN RESOURCES

### 6.7.1 AFFECTED ENVIRONMENT

BLM assessed riparian and spring/seep vegetation associations in the Crooked River Gorge immediately upstream of the OSHP area in 2005 (Hardin-Davis 2006). A total of 103 plant species were found in the BLM's study area, of which 30 species were introduced. The most common introduced species in the riparian zone was reed canarygrass (*Phalaris arundinacea*), an invasive species that appeared to be competitively excluding other species (Hardin-Davis 2006). Estes wormwood (*Artemisia ludoviciana* spp. *estesii*), a rare perennial forb, was encountered during the surveys (Hardin-Davis 2006).

Hardin-Davis (2006) concluded that the riparian zone in the lower Crooked River was dominated by mockorange (*Philadelphus lewisii*) and red-osier dogwood (*Cornus sericea* ssp. *sericea*), and that riparian vegetation appeared homogenous throughout much of the survey area. Plant diversity was highest where shrubs and trees were not dominant. The more common native species found in the riparian area are common in riparian settings throughout the region. Dominant riparian plant species in the OSHP area include white alder (*Alnus rhombifolia*), red osier dogwood, mockorange, blue elderberry (*Sambucus mexicana*), reed canarygrass, torrent sedge (*Carex nudata*), chokecherry (*Prunus virginiana*), and Mexican elder (*Sambucus mexicana*) (Huntington 2009).

During a fall 2010 reconnaissance trip to the area, BLM personnel reported what looked like an invasive species, *Phragmites australis*, on the east bank in the area that would be inundated by the higher pool. Staff noted that care should be taken not to disturb this species for fear of spreading it. In an email dated April 2, 2015, the BLM has indicated that if the species in



question is confirmed, then the BLM would not require its removal. Further, information gathering relative to the presence/absence of this plant should not be pursued.

As required for removal fill permitting for DSL and USACE, DVWD had a wetland survey completed in 2014. The purpose was to determine and establish the presence and location of Jurisdictional Wetlands along the shorelines of the OSHP. It was found that the area of wetlands that would be inundated as a result of the survey would be 0.018 acres.

## **6.7.2 ENVIRONMENTAL EFFECTS**

### **6.7.2.1 PROPOSED ACTION**

**Direct and Indirect Effects.** Implementing the Proposed Action would have limited direct effects on botanical resources as a result of inundation. The primary substrate inundated is composed of basalt cliffs. Some areas on the west bank composed of fill from the original construction will be inundated; however, as this is a run-of-river project, reservoir fluctuation will be minimal.

During an April 16, 2009, reconnaissance, Huntington (2009) determined that the proposed increase in the elevation of the pool will inundate some existing riparian vegetation. In addition, a small near-channel spring will become backwatered.

Vegetation bordering the existing water surface will be inundated (Huntington 2009), including 0.018 acres of jurisdictional wetlands (Sage West 2014). Riparian vegetation not inundated but near the edge of the newly inundated area will respond to the change in water surface, which could include mortality of a few mature white alder trees. Regeneration patterns along the existing diversion pool suggest that natural replacement of these white alder and other vegetation affected by the raised pool could be slow because growing conditions within the predominantly boulder-covered surfaces near the river channel provide limited locations for trees and shrubs to become established. The plant surveys conducted by Hardin-Davis (2006) along the river segment that will be inundated did not identify any designated sensitive, threatened, or endangered species as being present.

**Cumulative Effects.** Cumulative effects for botanical and riparian resources were assessed at the watershed scale. Because no other projects have been identified within the watershed, no cumulative effects will occur as a result of the Proposed Action.

#### **6.7.2.2 NO ACTION ALTERNATIVE**

Under the No Action Alternative, the OSHP would continue to operate under the terms and conditions of the existing license, without new facilities or environmental measures. Any ongoing effects of the OSHP on botanical and riparian resources would continue, as would existing environmental measures.

#### **6.7.3 PROPOSED MITIGATION MEASURES**

No mitigation measures for the potential effects on riparian and botanical resources are proposed.

### **6.8 RECREATION, LAND USE, AND AESTHETICS**

#### **6.8.1 AFFECTED ENVIRONMENT**

##### **6.8.1.1 RECREATION**

The segment of the lower Crooked River from RM 17.8 downstream to RM 8 is a federally designated Wild and Scenic River, with identified Outstandingly Resource Values that include recreation (USDI 1992). The Crooked River Wild and Scenic area is readily accessible and provides a variety of year-round recreation opportunities, including fishing, hiking, camping, hunting, photography, wildlife viewing, and boating (USDIBLM 1992). A survey conducted by the BLM indicated that the area received 29,750 visits annually in the early 1990s (BLM and BOR 1992), a level that probably has increased as the human population has expanded in the region. Angling is the primary recreational activity, particularly for redband trout and mountain whitefish. Camping at group campgrounds as well as at dispersed sites is a popular activity. The area's recreational opportunities are well advertised through the State Scenic Highway and National Back Country Byway publications (USDIBLM 1992).

The OSHP lies within an approximately 27-mile segment of the Crooked River used for whitewater kayaking, and recreational fishing takes place within the OSHP vicinity. A boat ramp exists in the reservoir to allow safe transit past the dam.



**FIGURE 6-4** WARNING SIGN TO AID BOATERS IN SAFE TRANSIT PAST THE FACILITIES AT THE OPAL SPRINGS HYDROELECTRIC PROJECT

#### 6.8.1.2 LAND USE

**General Land Use Characteristics.** The OSHP vicinity is part of a vast, high desert prairie interspersed with mountain ranges and isolated peaks. The region is a non-metropolitan region in Oregon's Jefferson County with a population of approximately 28,000 people (U.S. Census Bureau 2010). All or parts of seven Oregon counties are included in the Crooked River Basin, including Crook, Deschutes, Grant, Jefferson, Harney, Lake, and Wheeler. Land use within the basin is focused primarily on livestock, including beef cattle, large numbers of sheep, dairy herds, horses, and swine as well as significant acres of irrigated land. Agriculture and

forestry dominate more than 90% of the basin, and rural residential is the third largest category (CRWC 2002). The CRWC (2002) concluded that lumber and wood products form the basis of the region's economic structure. Since the late 1970s, the proportion of irrigated lands has increased relative to grazed lands, while forest lands have remained stable.

Federal agencies manage nearly 57% of the land in the basin. The BLM manages 35.2% of the basin (1,023,215-acres), and 22.8% is managed by the United States Forest Service. Private ownership (41%) makes up most of the remaining land, and a small percentage is owned by the state of Oregon.

**Lower Crooked Wild and Scenic River.** Because of its proximity to the easternmost boundary of the Lower Crooked Wild and Scenic River, the potential upstream hydrologic effects are of special significance. Section 7(a) of the Wild and Scenic Rivers Act bars FERC from licensing the construction of any dam, water conduit, or other project works on or directly affecting any river that is designated a component of the national Wild and Scenic Rivers System. This does not, however, preclude licensing of developments below or above a wild, scenic, or recreational river or any stream tributary that would not invade or unreasonably diminish the scenic, recreational, and fish and wildlife values present when the river was designated a component of the Wild and Scenic Rivers System. Under Section 7(d) of the Wild and Scenic Rivers Act, the administering Secretary makes determinations regarding consistency of a project with the provisions of the Wild and Scenic Rivers Act.

The Lower Crooked Wild and Scenic River boundary is described in the *Middle Deschutes/Lower Crooked Wild and Scenic Rivers' Management Plan*, dated December 1992. The boundary is described as "River Mile 8, south of Opal Springs," and further described as "the North 1/16th line of Section 4, in the Metes and Bounds description under T. 13 S., R. 12 E., W.M." Because of the importance of establishing the boundary elevation with precision and confidence, DVWD contracted with CH2M Hill and a local surveyor (CH2M Hill 2010) to perform survey work to tie the metes and bounds description of the boundary to existing

surveys of key OSHP elevations. The key findings from the survey efforts are described below:

- The metes and bounds description of the Wild and Scenic River boundary appears to be inconsistent with the designation of the RM 8 marker. T. 13 S., R. 12 E., WM is the more conservative description, downstream of where DVWD believes RM 8 to be.
- The surveyed elevation of the metes and bounds description where the boundary crosses the stream had a surface elevation of just above 2,010.66 feet. This elevation was measured in October 2009 during a period of low flows and, therefore, should be considered conservative. The top of the riffle below the assumed boundary was surveyed at 2,010.56 feet.
- Given that the maximum extent of the proposed increase in the pool would be to 2,010.21 feet, and below the visible riffle that is downstream of the Wild and Scenic boundary, it appears that the upstream end of the impoundment under the Proposed Action will be downstream of the Wild and Scenic boundary, with a discernible visible break provided by the cascade at the downstream end of the riffle under most flow conditions.

### **6.8.1.3 AESTHETIC/VISUAL RESOURCES**

The segment of the lower Crooked River from RM 17.8 downstream to RM 8 is a federally designated Wild and Scenic River with identified Outstanding Resource Values ORVs that include scenic and recreation resources (USDIBLM 1992). The river canyon is unique in that its geologic characteristics represent a smaller, more accessible example of the Lower Deschutes and John Day basin formations (USDIBLM 1992). Scenic features within the canyon include massive walls and escarpments of deeply eroded rust-brown basalt, upland vegetation, and the Crooked River and its associated riparian vegetation. State Scenic Highway 27 provides views of the geologic formations and eroded lava flows throughout the canyon. Highway 27 has received awards from the Federal Highway Administration for its natural looking construction and its compatibility with the surrounding environment (BLM and BOR 1992). The lower Crooked River adjacent to the highway led to the designation of the route as a National Back Country Byway.

Because of its proximity to the Wild and Scenic River boundary, the BLM requested that a Visual Resources Survey be completed to understand potential impacts of the project on the

ORV's. Three Visual Resource Management (VRM) objectives were identified for the OSHP area. These include:

- VRM II- Upland and upper riparian zone: The objective of this class is to retain the existing character of the landscape. The level of change to the characteristic landscape should be low. Management activities may be seen, but should not attract the attention of the casual observer. Any changes must repeat the basic elements of form, line, color and texture found in the predominant natural features of the characteristic landscape.
- VRM III- Lower riparian zone and reservoir pool: The objective of this class is to partially retain the existing character of the landscape. The level of change to the characteristic landscape should be moderate. Management activities may attract attention, but should not dominate the view of the casual observer. Changes should repeat the basic elements found in the predominant natural features of the characteristic landscape.
- VRM IV – Dam, Fish ladder and power generating facilities: The objective of this class is to provide for management activities which require major modification of the existing character of the landscape. The level of change to the characteristic landscape can be high. These management activities may dominate the view and be the major focus of viewer attention. However, every attempt should be made to minimize the impact of these activities through careful location, minimal disturbance, and repeating the basic elements.

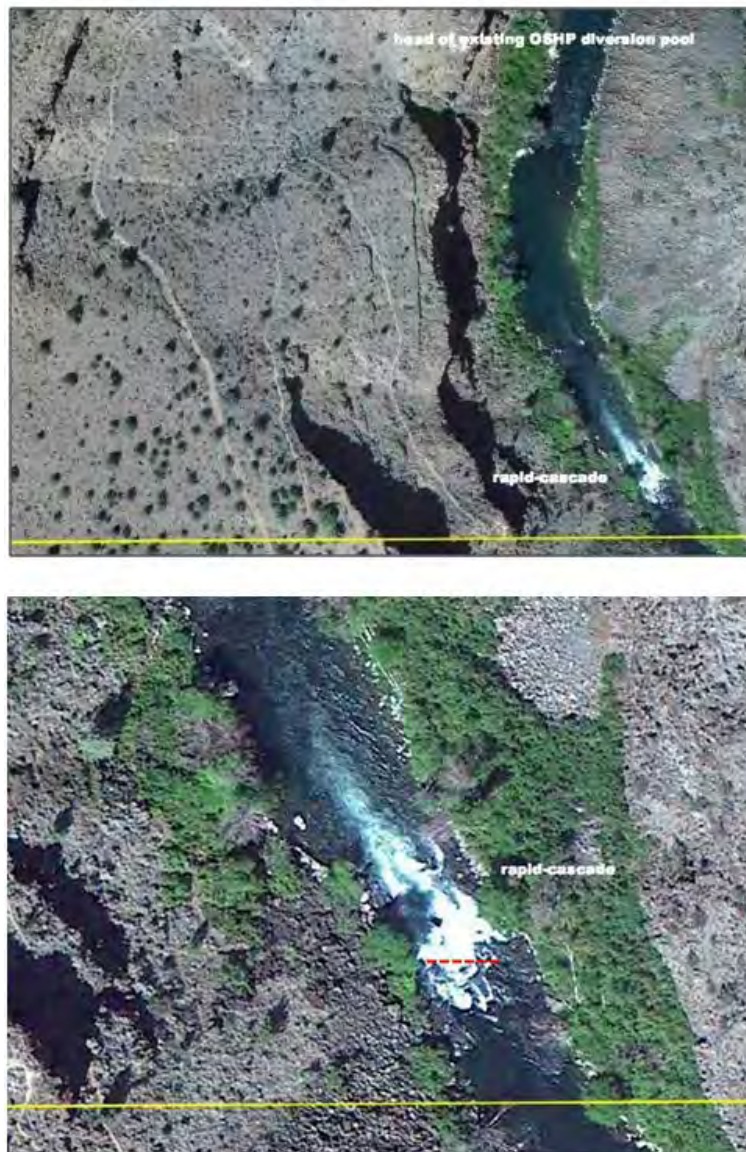
## 6.8.2 ENVIRONMENTAL EFFECTS

### 6.8.2.1 PROPOSED ACTION

Implementing the Proposed Action will have direct effects on recreation, land use, and aesthetic resources. DVWD's survey efforts have identified the upstream extent of the higher pool. Figure 6-4 illustrates the position of the Lower Crooked Wild and Scenic River boundary in relation to the head of the OSHP diversion pool (top). A boulder rapid-cascade located below the boundary drops approximately 4.7 feet and will be relied upon to constrain an upriver extension of the pool. The proposed maximum pool elevation for the OSHP lies in the rapid-cascade zone. Aerial images showing the position of the Lower Crooked Wild and Scenic River boundary (the artificial yellow line) in relation to the head of the OSHP diversion pool (top) and the boulder rapid-cascade that drops about 4.7 feet and will be relied upon to constrain an upriver extension of the pool (bottom). The top of the rapid-cascade is about 50 feet downriver from the boundary. The proposed maximum pool elevation for the



OSHP lies in the rapid-cascade zone at 2,010.21 NGVD 29 where indicated by dashed red line (bottom photo).



**FIGURE 6-5 WILD AND SCENIC RIVER BOUNDARY**

**Recreation.** The proposed increase in the pool will inundate a pool-and-riffle habitat downstream of the cascade that will act as a hydraulic barrier to pool encroachment into the Wild and Scenic River reach. Two recreational opportunities that will be minimally affected by the proposed increase in the pool are boating and sport fishing (Huntington 2009). A segment of river popular with some boating enthusiasts extends from Lone Pine Bridge above Smith Rocks State Park down to Lake Billy Chinook and has two distinct whitewater runs

separated by a boater take-out at China Dam. The lower run is 9 miles long and includes a short portage around the OSHP diversion dam and bypass reach. The ability of boaters to transit past the project will not be impacted. The upper 18-mile run includes some Class 3 and 4 whitewater. ODFW habitat survey data suggest that raising the pool will inundate about 1.6% of the total length of whitewater now being boated within the lower run from China Dam to Lake Billy Chinook and will be well below 1% of the whitewater within the full 27-mile river segment between Lone Pine Bridge and Lake Billy Chinook. None of the affected whitewater is in the Wild and Scenic River segment, which ends immediately upstream.

Trout fishing in the canyon upstream of the OSHP diversion pool is excellent (USDIBLM 1992), although difficult access limits anglers' use of the area. To the extent that the higher pool modifies habitat and changes the use of this area by trout species, localized angling opportunities may be reduced minimally.

**Land Use.** As stated above, the Proposed Action envisions that the increase in the size of the impoundment will approach, but will neither invade nor unreasonably diminish the scenic, recreational, and fish and wildlife values present when the river was designated a component of the Wild and Scenic Rivers System. The BLM will make that determination during the amendment proceeding.

**Aesthetics.** Effects on visual resources associated with the Proposed Action will be negligible. The proposed increase in the pool will inundate approximately 700 linear feet of riverine habitat upstream of the current head of the Opal Springs impoundment, but given that the OSHP facilities and reservoir already exist, the basic visual character of the OSHP area, including views from the upstream Wild and Scenic River area, will be very similar to existing conditions.

The most dramatic change will be elimination of a rapid immediately downstream of the Wild and Scenic boundary. This rapid will serve as a hydraulic control, and the upstream end of the rapid will be discernible under most hydraulic conditions.



The VRM analysis (Sage West, 2015) evaluated visual impacts at key observation points (KOPs). Two viewpoints were selected and represent sites on public land and water that is accessible by walking the Otter Bench Trail or floating upstream of the dam. Analysis of potential impacts were determined by superimposing potential characteristics under the Proposed Action. KOP#1 is the publically accessible and frequently visited Otter Bench Trail System. As described in the analysis, the Proposed Action will meet the VRM objectives when viewed from KOP#1:

1. VRM II: Uplands are retained. The upland/riparian fringe will reestablish naturally in a short time period (3-7 years).
2. VRM III: The pool will be raised 6 feet and the shoreline will be flooded near the dam and grading to 0 feet to the end of the pool where there will be no impact. The river rapid at the upper end of the pool will be partially flooded during high water levels. The reservoir pool will be +/- 25% larger and once flooded will not be noticeable.
3. VRM III: The existing character of the landscape will be retained. The lower 6 ft. of the cliff and talus slopes will be inundated, but the landscape above is the same and will remain intact.

KOP #2 is from the river and viewable from a floating device near the take out point and above the dam/fish ladder. The Project also meets the VRM objectives when viewed from this KOP:

1. VRM II: Uplands are retained. The shoreline is cliff and talus slopes.
2. VRM III: The pool will be raised 6 feet and the shoreline will be flooded near the dam. The water will cover existing basalt cliffs and talus slopes. The remaining cliffs and talus will be visually identical for several hundred feet upward.
3. VRM III: The existing character of the landscape will be retained. The lower 6 ft. of the cliff and talus slopes will be inundated, but the landscape above is the same and will remain intact. After flooding, the upland/riparian fringe will reestablish naturally in a short time period (3-7 years).

Additional indirect or short-term effects include visual impacts from construction. For approximately two years, there will be construction equipment and materials in the immediate area of the diversion.

### 6.8.2.2 NO ACTION ALTERNATIVE

Under the No Action Alternative, the OSHP would continue to operate under the terms and conditions of the existing license, without new facilities or environmental measures. Any effects of the OSHP on recreation, land use, and aesthetic resources would continue, as would existing environmental measures.

### 6.8.3 PROPOSED MITIGATION MEASURES

**Land Use.** To ensure that the higher pool will not invade or unreasonably diminish the scenic, recreational, and fish and wildlife values present when the river was designated a component of the Wild and Scenic Rivers System, the proposed facilities include an ability to control pool elevation, such that it will not exceed 2,010.21 feet NGVD 29 (2012 feet LPD). The weirs that span the crest of the diversion will be capable of being lowered as flows increase in the Crooked River; CH2M Hill (2010) estimated that the weirs, when lowered to 2,003.41 NGVD 29, will pass the IDF of 8,000 cfs without exceeding 2,010.21 feet. When fully deflated, it is anticipated that the facility will pass 12,700 cfs.

**Recreation and Aesthetics:** In order to address potential visual impacts of raising an existing control tower on the dam, the licensee proposes to utilize a dark brown color paint or other natural materials to blend in with the environment. Prior to selecting a color for mitigation, the BLM will conduct a site specific color matching on site using BLM Standard Environmental Colors to select appropriate colors for facilities. This includes potential mitigation for roof material.

## 6.9 CULTURAL RESOURCES

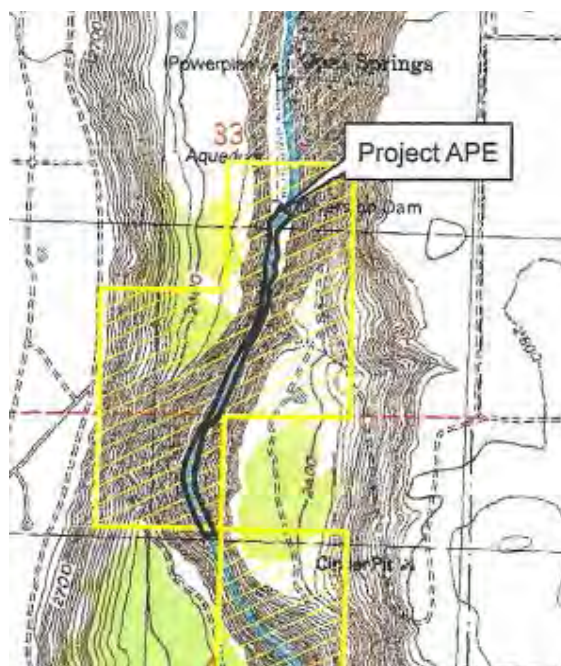
### 6.9.1 AFFECTED ENVIRONMENT

The Lower Crooked River, in general, has been a significant contributor to the lifestyles and cultural history of the early inhabitants. Early settlers used the area for travel, lodging, and fishing. Native Americans inhabited the region for at least 13,000 years before Europeans

arrived and used the area for hunting and gathering. The OSHP site and Prineville Reservoir are within the ceded lands of the CTWS (BLM 2004).

The Warm Springs Reservation, created by the Treaty of 1855, covers an area of approximately 641,000 acres. The Tribes ceded 10 million acres of lands to the Oregon Territory, reserving the Reservation for their exclusive use and retaining their rights to harvest fish, game, and other foods from their usual and accustomed places. Although lands of the Warm Springs Tribal Reservation extend over approximately 7% of the Deschutes Subbasin, the OSHP is located within the Warm Springs Tribes ceded area and does not encroach on any Reservation lands or known lands of ceremonial or religious significance (BLM 2007; PNHO n.d.; BLM 2004).

On August 10, 2009, BLM conducted a cultural resources survey of the OSHP area (Griffin 2009). The area of potential effects (APE) was determined to be a 0.7-mile reach of the Crooked River beginning at Opal Springs Dam and ending upstream at the NAD83 Universal Transverse Mercator (UTM) coordinates 635250E, 4926099N (Figure 6-5). Talus slopes range from approximately 35 to 45 degrees and are concentrated at the southern half of the APE. Sheer rock faces dominate the northern half of the OSHP area. The survey results indicate that there are no cultural resources sites or isolates in the OSHP area, and as a result, Griffin (2009) made no eligibility or protection recommendations.



**FIGURE 6-6 PROJECT APE AS DETERMINED BY THE BLM**

Yellow hatching indicates BLM land (Griffin 2009).

## 6.9.2 ENVIRONMENTAL EFFECTS

### 6.9.2.1 PROPOSED ACTION

**Direct and Indirect Effects.** The SHPO concurred with BLM's determination (Griffin 2009) that no historic properties will be affected by raising pool, or any other elements of the Proposed Action (Exhibit E).

**Cumulative Effects.** Cumulative effects for cultural resources were assessed at the watershed scale. Because no other projects have been identified within the watershed, no cumulative effects will occur as a result of the Proposed Action.

### 6.9.2.2 NO ACTION ALTERNATIVE

Under the No Action Alternative, the OSHP would continue to operate under the terms and conditions of the existing license, without new facilities or environmental measures. Any effects of the OSHP on cultural resources would continue, as would existing environmental measures.

### 6.9.3 PROPOSED MITIGATION MEASURES

No mitigation measures are proposed for this resource.

### 6.10 SOCIOECONOMIC RESOURCES

#### 6.10.1 AFFECTED ENVIRONMENT

The following is a summary of CRWC's (2008) characterization of socioeconomic conditions in the Crooked River vicinity.

Primary industries in the vicinity include livestock, secondary wood products, agriculture, and recreation and tourism. The recreation and tourism sector of the economy is growing. The Crooked River, Smith Rocks State Park, Crooked River National Grasslands, and Ochoco National Forest provide a variety of activities that bring people to the area. Although the primary wood products industry was the major employer for most of the twentieth century, reductions in locally harvested timber have shifted the industry to secondary manufacturing. Crop production includes hay, mint, potatoes, wheat, and alfalfa.

Data from the United States Census Bureau (2010) indicate that Jefferson County is economically distressed relative to the rest of the state and the country (Table 6-7). As of May 2015, unemployment in Jefferson County was 6.5% (OEDD 2015). This compares to 5.3% statewide and 5.5% nationally.

**TABLE 6-7 COMPARATIVE ECONOMIC STATISTICS FOR JEFFERSON COUNTY AS COMPARED TO THE UNITED STATES AND THE STATE OF OREGON**

	UNITED STATES	OREGON	JEFFERSON COUNTY
Persons in Poverty (percent)	14.5%	16.7%	21.8%
Persons without Health Insurance	15.3%	17.2%	24.3%
Median household income (2013 Dollars)	\$53,046	\$50,229	\$43,373
Per capita income	\$28,155	\$26,809	\$32,6+

## 6.10.2 ENVIRONMENTAL EFFECTS.

### 6.10.2.1 PROPOSED ACTION

**Direct and Indirect Effects.** Investments in watershed restoration have substantial economic effects, generating both equipment-intensive and labor-intensive work opportunities that, in turn, create jobs and stimulate economic activity in several ways (Nielsen-Pincus and Moseley 2009). First, direct jobs are created by hiring equipment and labor contractors to implement restoration projects. Second, jobs are created indirectly through the sourcing of materials and services needed to implement the project (e.g., equipment rentals, materials vendors, fuel purchases). Last, employees and contractors spend wages on goods and services to support their livelihoods, which creates additional economic activity and supports additional jobs (called induced jobs).

Restoration efforts in the Upper Deschutes Basin (upstream of the Pelton Round Butte Dams) are large-scale collaborations among non-profit groups, private individuals, state, federal, and local governments, and the Confederated Tribes of Warm Springs Reservation of Oregon (CRWC 2008). The jobs that are supported from the Opal Springs Fish Passage Project will influence the local economy by increasing demand for design and planning services, construction services, and goods needed to fabricate and construct the passage structure and weir.

Max Nielsen-Pincus (personal communication, 2009) estimated that design and construction of the passage structure and supporting infrastructure will create an estimated 43 direct jobs ranging from principal engineers to equipment operators and laborers. It is unclear how many of these jobs will be supported locally through various phases of the project, but Neilson-Pincus stated that employment multipliers could enhance the effect in the Jefferson County area (Nielsen-Pincus and Moseley 2009).

DVWD plans to use existing staff to help maintain the fish ladder and monitor fish use of the OSHP area and facilities once they are constructed.

**Cumulative Effects.** Cumulative effects for socioeconomic resources were assessed at the watershed scale. Because no other projects have been identified within the watershed, no cumulative effects will occur as a result of the Proposed Action.

#### **6.10.2.2 NO ACTION ALTERNATIVE**

Under the No Action Alternative, the OSHP would continue to operate under the terms and conditions of the existing license, without new facilities or environmental measures. Any ongoing effects of the OSHP on socioeconomic resources would continue, as would existing environmental measures.

#### **6.10.3 PROPOSED MITIGATION MEASURES**

No mitigation measures are proposed for this resource.

## **7.0 DEVELOPMENTAL ANALYSIS**

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### **7.1 POWER AND ECONOMIC BENEFITS OF THE PROPOSED ACTION**

The dependable capacity of OSHP will increase because the applied head of the OSHP will increase as a result of raising the pool. This capacity increase will have little effect on the actual ability to displace future diesel generation; therefore, capacity considerations were discarded in the economic analysis. The present-day OSHP plant, with a nameplate capacity of 4.3 MVA, operates with a capacity factor of 85%. The increase in storage does not require a capacity increase to realize a gain in energy output.

The long-term benefit of the OSHP is that it provides additional hydropower resources for sale into the interconnected Pacific Power and Light (PP&L) transmission and distribution system. These increased sales will help offset annual costs of operating the fish passage facilities and implementing the monitoring and evaluation program.

DVWD plans on seeking certification from the Low Impact Hydropower Institute (LIHI), and this certification will make the OSHP eligible to sell its power as renewable resource, pursuant to PP&L's published avoided cost schedule of August 11, 2014.

The total cost to the DVWD, including all costs for license amendment, permitting, engineering, and construction, is forecasted to be \$4,000,000 in 2015 dollars. The DVWD is seeking outside support to offset the balance of the construction costs, thought to be about \$8,100,000. The future incremental operating costs for operating the fish passage facilities, conducting monitoring and evaluation studies, and implementing agreed to adaptive management measures is estimated to be \$30,000 annually. As DVWD intends to self-finance, annual payments are excluded from the analysis.

DVWD developed a generation inflow model to evaluate the effect of the raising the pool on the energy generation capabilities of the OSHP (CH2M Hill 2010). The model accounts for an assumed accrual reduction by 25% of the potential incremental generation as a result of the



BFAA. The model used a 30-year period-of-record based on available hydrology. Results of this model indicate that that hydro generation at the OSHP will increase as shown in Table 7-1.

**TABLE 7-1 MODEL OUTPUT FOR ANNUAL ENERGY AT PROPOSED OPERATING ELEVATION 2012 (MAXIMUM) AND ELEVATION 2009 (MINIMUM)**

BFAA is reflected as an adjustment to the incremental generation.

		EL. 2004.21	EL. 2010.21		EL. 2007.21	
Flows	Turbine Flow (cfs)	Base Case (KWH)	Incremental KWH	w/ BFAA	Incremental KWH	w/ BFAA
20-year minimum	856	26,630,162	3,377,142	2,532,856	1,688,571	1,266,428
20-year average	1,177	31,530,753	4,042,692	3,032,019	2,021,346	1,516,009
20 year maximum	4,082	37,316,640	4,871,715	3,653,786	2,435,858	1,826,893

## 7.2 COMPARISON OF ALTERNATIVES

OSHP was licensed as a Qualifying Facility pursuant to the Public Utility Regulatory Policies Act (PURPA; 18 CFR § 292.203) and is compensated pursuant to an existing power sales agreement (PSA). In establishing the price for power, the PSA uses avoided cost rates. The term of the PSA will expire in 2021, and the new power sales rate has not been established. The principal economic distinction between the Proposed Action and the No Action Alternative is the potential power sales and costs associated with the capital project.

### 7.2.1 PROPOSED ACTION

According to the Proposed Action, the OSHP will generate an average of 3,032,019 kilowatt-hours (KWh) of power above its base generation of 31,530,753 KWh. Using the most recently available avoided cost rates raising the pool will generate additional revenue as shown in Table 7-2, through the balance of the license term. The OSHP's PSA provides for an additional capacity payment as a result of a "Demonstrated Capacity" calculation. This is the actual demonstrated ability of the facility to generate and deliver electric power to meet the buyer's capacity requirements.

**TABLE 7-2 ASSUMED PRICE OF POWER THROUGH LICENSE TERM**

Capacity Payment of \$36,000 represents premium paid for demonstrated capacity. Price of Power may increase if the output can be classified as “renewable” under Oregon’s Integrated Resources Portfolio.

YEAR	PRICE OF POWER	INCREMENTAL O&M	INCREMENTAL CAPACITY PAYMENT	NET REVENUE (INCREMENTAL)
2018	0.043	\$ 30,000	\$ 36,000	\$ 137,286
2019	0.046	\$ 30,000	\$ 36,000	\$ 143,957
2020	0.048	\$ 30,000	\$ 36,000	\$ 150,931
2021	0.049	\$ 30,000	\$ 36,000	\$ 155,175
2022	0.056	\$ 30,000	\$ 36,000	\$ 175,187
2023	0.048	\$ 30,000	\$ 36,000	\$ 151,234
2024	0.070	\$ 30,000	\$ 36,000	\$ 217,332
2025	0.071	\$ 30,000	\$ 36,000	\$ 221,577
2026	0.073	\$ 30,000	\$ 36,000	\$ 227,641
2027	0.075	\$ 30,000	\$ 36,000	\$ 234,008
2028	0.077	\$ 30,000	\$ 36,000	\$ 240,678
2029	0.080	\$ 30,000	\$ 36,000	\$ 248,562
2030	0.083	\$ 30,000	\$ 36,000	\$ 256,142
2031	0.084	\$ 30,000	\$ 36,000	\$ 261,296
2032	0.086	\$ 30,000	\$ 36,000	\$ 266,450
			Total	\$3,087,456.00

Over the term of the new license, raising the pool raise does not quite pay for the cost of the new facilities. However, it is expected that the benefits of the Proposed Action will carry over into any new license term, and the cost of doing nothing would generate additional regulatory, legal, and operational costs for DVWD without the ability to offset these costs with new revenue. Moreover, the public interest considerations of providing fish passage to these introduced species are considerable.

### 7.2.2 NO ACTION ALTERNATIVE

A status quo approach would not provide additional head to increase generation, and this course of action would not provide operational flexibility to firm the output from future, planned renewable sources in the region, and would not provide operational flexibility to address potential needs for mitigation related to fish passage. The No Action Alternative would increase the future carbon footprint of the Pacific Northwest, compared to the Proposed

Action. Additional costs at the OSHP would be expected from continuing to mitigate for the lack of fish passage via trap-and-haul or other efforts sought by the regional Fish Managers.

However, the capital cost of the Propose Action would be avoided and the OSHP would continue to generate revenue through the current license term at the avoided cost rate of a PURPA Qualifying Facility.

### **7.3 COST OF ENVIRONMENTAL MEASURES**

Throughout consultation with stakeholders, no environmental measures have been requested and DVWD proposes none to mitigate for the Proposed Action, which is itself an environmental measure costing the DVWD approximately \$4,000,000 in capital construction. As a result, the cost of environmental measures is not included in the economic analysis.

## 8.0 CONCLUSIONS AND RECOMMENDATIONS

“Developmental” benefits of a hydropower project include power generation, water supply, flood control, irrigation, and river navigation. “Non-developmental” values of a waterway include fish and wildlife resources, recreational opportunities, and other aspects of environmental quality.

Table 8-1 summarizes the relative effects on developmental and non-developmental resources of each alternative analyzed as described in this APEA (i.e., the Proposed Action and the No Action Alternative).

**TABLE 8-1 DEVELOPMENTAL AND NON-DEVELOPMENTAL EFFECTS**

	PROPOSED ACTION	NO ACTION
<b>DEVELOPMENTAL</b>		
Power generation	Annual increase of 3,032 MWh in power generation.	No change in power generation
Water supply	N/A	N/A
Flood control	N/A	N/A
Irrigation	N/A	N/A
River navigation	N/A	N/A
Socioeconomic resources	Would ensure continued delivery of cost effective potable water to service area and provide for continued operation of bottling plants. Construction activity would provide direct and indirect economic benefit to the area.	N/A
<b>NON-DEVELOPMENTAL</b>		
Fish and aquatic resources	Would result in significant gains in access to upstream habitat for anadromous fish and migratory bull trout.	No change from existing conditions.
Recreation	Public use facilities would continue to be used as they are today.	No change from existing conditions.
Geology and soils	Would subject approximately 3.9 acres of soils to inundation, but with limited reservoir fluctuation. This would be similar to existing conditions.	No change from existing conditions.
Water resources	Would not affect stream flow or beneficial use of water, and would not cause any significant change in water quality.	No change from existing conditions.
Wildlife	No long-term adverse effects anticipated to threatened, endangered, and candidate species and sensitive species.	No change from existing conditions.

	PROPOSED ACTION	NO ACTION
Botanical and riparian resources	No change from existing conditions	No change from existing conditions.
Wetlands	Anticipated loss of approximately 0.018 acres of wetlands due to inundation on BLM property.	No change from existing conditions.
Cultural and tribal resources	No changes anticipated from existing conditions.	No change from existing conditions.

## 8.1 COMPREHENSIVE DEVELOPMENT AND RECOMMENDED ALTERNATIVE

Sections 4(e) and 10(a)(1) of the FPA require FERC to consider all uses of the waterway on which an action is proposed. When FERC reviews a hydropower project, the recreational, fish and wildlife, and other non-developmental values of the involved waterway are considered equally with its electric energy and other developmental values. In determining whether, and under what conditions, to approve the Proposed Action, FERC weighs the various economic and environmental tradeoffs involved in the decision.

This section contains the basis for, and a summary of, DVWD's recommendations to FERC for the approval of the Proposed Action. DVWD weighs the costs and benefits of the recommended alternative against other proposed measures.

Based on DVWD's review of and evaluation of the Proposed Action and the No Action Alternative, DVWD has selected the Proposed Action as the preferred and recommended alternative.

DVWD recommends this alternative because (1) authorization for increasing the maximum surface elevation of the operating pool to 2,010.21 feet will facilitate the engineering and construction associated with the fish ladder on the east bank and will result in additional power output and sales, (2) the increase in pool height coupled with the controllable weirs will provide for adaptive management capabilities to influence upstream and downstream passage, (3) the environmental and social benefits of connecting 108 miles of upstream habitat to the lower Deschutes Basin will maximize the investment that has been made in the basin to implement salmon and steelhead reintroduction, and (4) the Proposed Action will meet all

relevant statutory and regulatory requirements. Overall, the public benefits of the Proposed Action exceed those of the No Action Alternative because DVWD has addressed issues through early and extensive consultation with stakeholders.

## **8.2 UNAVOIDABLE ADVERSE EFFECTS**

The Proposed Action would inundate 0.018 acre of wetland surrounding the OSHP impoundment as a result of raising the pool.

## **8.3 SUMMARY OF SECTION 10(J) RECOMMENDATIONS AND 4(E) CONDITIONS**

Under the provisions of Section 10(j) of the FPA, each hydroelectric license issued by FERC shall include conditions based on recommendations provided by federal and state fish and wildlife agencies for the protection, mitigation, and enhancement of fish and wildlife resources affected by the project. Section 10(j) of the FPA states that, whenever FERC believes that any fish and wildlife agency's recommendation is inconsistent with the purpose and requirements of the FPA or other applicable law, FERC and the agency shall attempt to resolve any such inconsistency, giving due weight to the recommendations, expertise, and statutory responsibilities of such agency. Provisions of Section 4(e) of the FPA require FERC to include mandatory conditions from federal land managers in a FERC license for hydropower projects located on federal lands.

The project was developed with the consensus of the agencies that have the statutory and regulatory responsibility to submit 10(j) recommendations and 4(e) conditions. No 10(j) recommendations have been proposed, but nothing precludes the agencies from filing 10(j) recommendations pursuant to FERC notice. DVWD anticipates that 4(e) BLM will provide conditions that pertain to management of federal land within the existing FERC boundary.

This section will be completed by FERC in its NEPA document following Public Notice of Agency Final Terms, Conditions, and Recommendations.

## 8.4 CONSISTENCY WITH COMPREHENSIVE PLANS

Section 10(a) (2) of the FPA requires FERC to consider the extent to which a project is consistent with federal or state comprehensive plans for improving, developing, and conserving waterways affected by the project. Under Section 10(a) (2), federal and state agencies filed a total of 72 plans that address various resources in Oregon. Of these, DVWD identified and reviewed 14 plans potentially relevant to the proposed action at the OSHP:

1. Bureau of Land Management. 1990. Issues and alternatives for management of the lower Deschutes River. Department of the Interior, Prineville, Oregon. January 1990.
2. Bureau of Land Management. Bureau of Reclamation. 1992. Lower Crooked Wild and Scenic River (Chimney Rock segment) management plan. Department of the Interior, Prineville, Oregon. October 1992.
3. Bureau of Land Management. Forest Service. Oregon State Parks and Recreation Department. 1992. Middle Deschutes/Lower Crooked Wild and Scenic Rivers management plan. Department of the Interior, Prineville, Oregon. Department of Agriculture, Ochoco National Forest. December 1992.
4. Department of the Army, Corps of Engineers. Portland District. 1993. Water resources development in Oregon. Portland, Oregon.
5. Forest Service. 1989. Ochoco National Forest and Crooked River National Grassland Plan. Department of Agriculture, Bend, Oregon. October 1989.
6. Oregon Department of Environmental Quality. 1978. Statewide water quality management plan. Salem, Oregon. November 1978.
7. National Park Service. The Nationwide Rivers Inventory. Department of the Interior, Washington, D.C. 1993.
8. Oregon Department of Fish and Wildlife. 1996. Crooked River Fish Management Plan. Prineville, Oregon. April 24, 1996.
9. Oregon Department of Fish and Wildlife. 1997. Oregon plan for salmon and watersheds. Salem, Oregon. December 1997.
10. Oregon State Parks and Recreation Department. Oregon Outdoor Recreation Plan (SCORP): 2003-2007. Salem, Oregon. January 2003.
11. Oregon State Parks and Recreation Division. n.d. The Oregon scenic waterways program. Salem, Oregon.
12. Oregon Water Resources Commission. 1987. State of Oregon water use programs. Salem, Oregon.
13. Oregon Water Resources Department. 1988. Oregon water laws. Salem, Oregon.
14. U.S. Fish and Wildlife Service. n.d. Fisheries USA: the recreational fisheries policy of the U.S. Fish and Wildlife Service. Washington, D.C.

No inconsistencies were found in any approved plans listed above.

## 9.0 FINDING OF NO SIGNIFICANT IMPACT

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This APEA was developed pursuant to NEPA requirements, which direct all federal agencies to consider and report the potential environmental effects of proposed federal actions. As outlined in the Initial Consultation Document this APEA examines the potential effects of the Proposed Action on the following areas: geology and soils; water resources; fish and aquatic resources; wildlife; threatened, endangered, and special status species; botanical and riparian resources; recreation, land use, and aesthetics; socioeconomic resources; and cultural resources.

After consulting with stakeholders, DVWD gathered additional information to determine the optimal configuration of the fish ladder and the potential effects of raising the pool, to identify wetland and visual resources, and to address specific questions relative to upstream and downstream fish passage success. The final results of these additional information gathering efforts are described herein and incorporated into this APEA and as technical appendices.

In developing and conducting environmental studies and throughout Second Stage consultation, DVWD consulted with stakeholders, including state, local, and federal agencies; Tribal groups; local municipalities; and non-governmental entities. Communication included public and agency meetings, site visits, presentations, phone calls, e-mails, and online postings. The consultation record is provided in Exhibit C.

On the basis that the Proposed Action (a) involves proactive measures intended to benefit reintroduced salmon and steelhead and (b) will have no direct, indirect, or cumulative negative effects as documented in this APEA, the Proposed Action will not affect the human or natural environment significantly. DVWD believes, therefore, that FERC can find that issuing an amended license for the OSHP will not constitute a major federal action significantly affecting the human or natural environment.



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## **EXHIBIT A**

### **BIOLOGICAL ASSESSMENT**

In preparation and under review by USFWS and NMFS

**BIOLOGICAL ASSESSMENT FOR IMPLEMENTATION OF THE  
OPAL SPRINGS FISH PASSAGE AND PROTECTION PLAN**

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28 August 2015

## 1. INTRODUCTION

The purpose of this Biological Assessment (BA) is to evaluate whether structural and operational changes to the Opal Springs Hydroelectric Project (“Project”; FERC No. 5891), as proposed in the District’s application to the Federal Energy Regulatory Commission (FERC) for a non-capacity amendment to its Project license, might affect the federally protected species listed in Table 1.0-1. Changes associated with the amendment are essentially those outlined in the Opal Springs Fish Passage and Protection Plan (DVWD 2011), and include fish ladder construction and some other modifications to Project facilities described in greater detail by CH2M Hill (2014). The BA has been prepared in accordance with legal requirements set forth under Section 7 of the Endangered Species Act (ESA) (16 U.S.C. 1536 [c]) and follows the standards established in FERC’s National Environmental Policy Act (NEPA) guidance (FERC 2009).

**Table 1.0-1.** Threatened and Endangered species in the Opal Springs Action Area addressed in this BA.

Species common name	Scientific name	Status
Columbia River Bull Trout	<i>Salvelinus confluentus</i>	Threatened
Middle Columbia Steelhead	<i>Oncorhynchus mykiss</i>	Threatened – Non-essential Experimental Population

### 1.1. BACKGROUND

The existing Opal Springs Hydroelectric Project was completed in early 1985 on the lower Crooked River, Oregon, without provisions for fish passage. Since then, both bull trout and steelhead have become frequent visitors to the Project. Bull trout are arriving at the Project as a consequence of increased dispersal of foraging fish, primarily sub-adults, from bull trout populations that spawn in the Metolius River system and whose abundance has increased dramatically after harvest regulations became more restrictive in the 1980s and 1990s (Ratliff et al. 1996; Hodgson 2015). Anadromous fish reintroduction to the Deschutes basin above Round Butte Dam, including the Crooked River watershed, began in 2009 per a Settlement Agreement for the Pelton-Round Butte Hydroelectric Project (FERC No. 2030). As part of that reintroduction effort, young hatchery-origin Chinook salmon and steelhead have been released into the watershed upstream of the Project, naturally reared smolts have been emigrating downstream through the Project since 2010, and anadromous adult salmonids have been returning to the Crooked River basin from the ocean since 2012.



The District has been working in good faith before its FERC license comes up for renewal (in 2032), to develop a passage program at the Project that will contribute to a successful anadromous fish reintroduction effort in the basin. Upstream passage of Chinook salmon and steelhead has already been reestablished on a temporary basis using interim measures not requiring major changes to the Project and FERC approval. These measures have involved using a trap to collect fish that are migrating upstream at the Project, releasing the adult salmon and steelhead captured into the small reservoir above the District's diversion dam, and recycling other species of fish that enter the migrant trap (including bull trout) back downriver. The interim measures have not been nearly as effective as a permanent passage facility would be at providing fish a well-functioning migratory route to upstream areas (Huntington 2015a).

Based on an assumption that it can garner some level of financial assistance for installing a fish ladder at the Project now rather than after the existing FERC license expires, the District is applying for a non-capacity license amendment allowing for ladder installation and specific other passage improvements. These improvements would be implemented in adaptive fashion as described in the Opal Springs Fish Passage and Protection Plan (DVWD 2011). This Plan was incorporated by reference in the Non-essential Experimental Population designation for the steelhead being reintroduced to areas above the Project (78 FR 2893).

## **1.2. PURPOSE OF THE PROPOSED ACTION**

The purpose of installing a fish ladder at the Project and implementing the other elements of the Opal Springs Fish Passage and Protection Plan is to restore effective migratory fish passage through the lower Crooked River, Oregon.

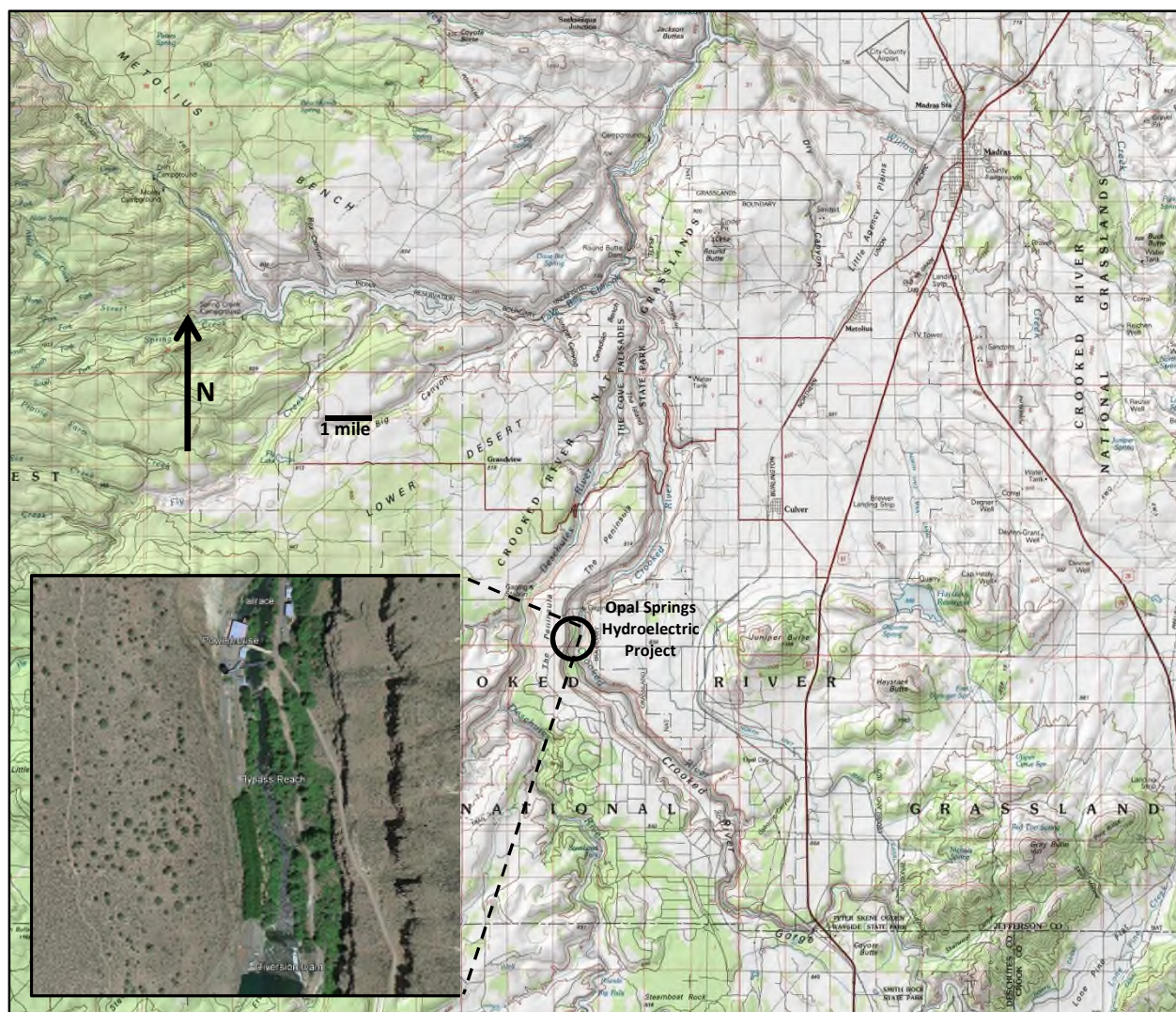
## **2. EXISTING CONDITIONS**

### **2.1. SITE DESCRIPTION**

The Opal Springs Hydroelectric Project lies within a strongly groundwater influenced section of the lower Crooked River, in a deep gorge approximately 5 miles southwest of Culver, Oregon (Figure 2.1-1). The Project extends from Mile 6.9 on Crooked River, less than a mile above Lake Billy Chinook, up to Mile 7.8, 0.2 miles downstream of a federally designated Wild-and-Scenic section of the river. The Project will extend nearly (but not quite) to Mile 8.0, the lower boundary of the Wild-and-Scenic section, if the license is amended as proposed.

The Project itself is a small run-of-river operation whose rock-fill dam diverts water from a narrow 10.9-acre reservoir, around a 1,570-foot reach of the river, and through a powerhouse containing a 10-foot (3 meter) diameter horizontal-axis Kaplan turbine (CH2M Hill 2014). Crooked River flows not diverted toward the powerhouse pass down an otherwise bypassed reach, and include a continuous 50 cubic foot per second (cfs) conservation release plus any additional water that exceeds powerhouse capacity (1772.5 cfs). Flows passing down the bypass

reach are augmented by several natural springs (23 cfs total) before joining powerhouse discharge in the Project tailrace. Opal Springs, the Project's namesake, delivers another 240 cfs of groundwater to the river less than 0.1 mile below the powerhouse. In the years since Project completion, Crooked River flows at the Opal Springs diversion dam have averaged 1,224 cfs and exceeded 1,846 cfs (the level at which powerhouse capacity was exceeded) about 8 percent of the time (adapted from USGS 2015).



**Figure 2.1-1. Location map for the Opal Springs Hydroelectric Project (identified by an open circle) on the lower Crooked River, Oregon.**

## 2.2. ACTION AREA

The Action Area defines the geographic space over which the potential effects of a Proposed Action on a federally protected species or its habitat are evaluated. For this BA, the Action Area includes the Crooked River and its tributaries upstream of Lake Billy Chinook but excluding streams above Bowman Dam (at Mile 74.4 on mainstem Crooked River) or above Ochoco Dam (at Mile 12.9 on Ochoco Creek). Specific actions associated with the proposed license amendment will occur at the Project, where their environmental effects will be most concentrated. However, the potential benefits to ESA-listed bull trout or steelhead of providing fish passage (or more effective passage) at the Project extend to aquatic habitat throughout those portions of the watershed made accessible (or more accessible) to these fish.

## 2.3. THE PROTECTED SPECIES IN THE ACTION AREA

Bull trout from populations that spawn in the nearby Metolius watershed and summer steelhead that are being actively reintroduced to the Crooked River and its tributaries are known to occupy aquatic habitat within the Action Area. The following section of the BA describes the species and their use of this habitat.

**Columbia River Bull Trout.** There is no historical record of bull trout spawning in the Crooked River watershed (Lickwar 2015). Bull trout are the region's most cold-water dependent species of salmonid and locations where thermal conditions are suitable for both spawning ( $<9^{\circ}\text{C}$ ; McPhail and Murray 1979, plus multiple field researchers) and the early life-stages of the species (also cold) are apparently absent. However, Oregon's most resilient populations of these fish spawn nearby in the Metolius watershed (Ratliff and Howell 1992; Hodgson 2015). These populations spawn, incubate, and rear as small juveniles in spring-fed streams notably colder than the lower Crooked River. Many young bull trout migrate from natal streams in the Metolius watershed during their second or third year of life toward other accessible waters, including those within the Crooked River watershed (Ratliff 1992). Migratory fish from these Metolius populations become piscivorous, grow rapidly (up to 1.4 cm/month), and become large adults that return home to spawn during August through October (Ratliff 1992). Bull trout 290-625 mm long have been observed in the Project bypass reach in recent years (unpublished data), and multiple dozens of them up to 420 mm long (presumed 3 and predominantly 4 year-olds) have been returned to the reach after capture in a trap used to pass adult salmon and steelhead. Migratory bull trout like those that forage in the lower Crooked River first return to spawn in the Metolius watershed as 5 year-olds, and some exhibit repeat cycles of migratory foraging followed by spawning (Ratliff et al. 1996). Alternate year spawning may occur after the fish reach maturity (Shepard et al. 1984).

Dispersed, interconnected waterways with cool water temperatures, pool habitat, hiding cover, and an adequate prey base are important to migratory bull trout while foraging. A life history schedule for these fish within the Action Area is given in Figure 2.3-1.

Lifestage/activity	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Sub-adult migration												
Sub-adult foraging												
Adult migration												
Adult foraging												

*Figure 2.3-1. Life history schedule for migratory bull trout in the lower Crooked River below the Opal Springs Hydroelectric Project, Oregon, based on limited observations of fish in the Project bypass reach. Light gray cells indicate that a particular bull trout lifestage is or may be present, and solid black cells identify periods of greatest use of the stream.*

Habitat in the 0.8 miles of Crooked River below the Project's diversion dam is suited to year-round use by foraging bull trout, as is habitat found in other groundwater-dominated segments of the lower Crooked River that remain relatively cool during summer. These segments extend as far as perhaps 6 miles upriver from the diversion dam, to about Mile 13 (Torgerson et al. 2007). However, the species foraged at least as far upriver as Prineville (near Mile 48) before construction of the existing dam at Opal Springs (Ratliff et al. 1996), and habitat above Mile 13 contains abundant small fishes that might serve as prey for predatory bull trout during the cooler months of the year.

Only the short section of Crooked River below the diversion dam is generally accessible to bull trout at present. Other than during infrequent events that temporarily overtop flashboards at the diversion dam, the habitat upstream is blocked to bull trout and will remain so until DVWD's operating license is amended or expires.

**Middle Columbia River Steelhead.** Middle Columbia River (MCR) steelhead that occur in the Deschutes Basin are summer-run fish that spawn in their natal streams from late winter through spring (Olsen et al. 1991; Nehlsen 1995). MCR steelhead fry emerge in spring or early summer depending on time of spawning and water temperature during egg incubation in streambed gravels (Zimmerman and Reeves 1999). Juvenile steelhead in the basin typically rear for 2 years in freshwater (may range 1–4 years) before migrating to the Pacific Ocean as smolts during spring (Olsen et al. 1991). About half of the adults return after 1 year in the ocean and the other half after 2 years. Adult steelhead enter the Deschutes River during summer or fall, and migrate up the Crooked River at or near the Project from September through April. Both the upstream migration of sea-run adults and downstream (seaward) migration of smolts are critical to successful completion of the steelhead cycle. A life history schedule for these fish within the Action Area is given in Figure 2.3-2.

Lifestage/activity	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Adult migration and holding												
Spawning												
Kelt (post-spawn) emigration												
Egg incubation												
Fry and juvenile rearing												
Juvenile/smolt emigration												

**Figure 2.3-2. Life history schedule for steelhead in the lower Crooked River, Oregon.** Light gray cells indicate that a particular steelhead lifestage is or may be present, and solid black cells identify periods of heaviest use of the stream.

Productive steelhead habitat consists of cool water and the sort of complex structure associated with the presence of large and small wood or boulders (NMFS 2009; Carmichael and Taylor 2010), though the fish sometimes rear in warmer streams by exploiting thermal refugia (Ebersole et al. 2003). Steelhead require cover in the form of overhanging vegetation, undercut banks, submerged vegetation, submerged objects, deep water or surface turbulence (Giger 1973). Spawning occurs where streambed gravels, water depths, stream velocities, and temperatures are found suitable by adult fish. Summer rearing occurs primarily in the faster parts of pools or in areas of modest water velocity with high adjacent velocities, though young-of-the-year steelhead are often found along channel margins or in glides and riffles. Winter rearing by steelhead occurs at lower numerical densities across a broader range of fast and slow habitat types (Bambrick et al. 2004).

Recent habitat evaluations suggest that there are about 120 miles of stream channel available for use by migratory salmonids above the Project diversion dam and nearly another mile of riverine habitat for them in Crooked River below the dam (Spateholtz 2015). Much of the aquatic habitat above the Project has been degraded or fragmented by past land use and water management practices (Nehlsen 1995; Stuart et al. 2007; NMFS 2012), but there remains significant production potential for steelhead within the Wild and Scenic section of Crooked River below the Highway 97 Bridge as well as in more distant areas nearer the Ochoco Mountains (Cramer and Beamesderfer 2006; Ackerman et al. 2007). Spateholtz (2015) has estimated that habitat available above the Project could produce approximately 49,500 steelhead smolts, though existing production is well below this level and dependent on outplants of hatchery-origin steelhead. Habitat conditions and production potential above the Project are likely to improve as a consequence of ongoing habitat rehabilitation and efforts to augment streamflows (NMFS 2012).

Considerable effort has gone into planning for the restoration of a MCR steelhead run into the Crooked River watershed (Carmichael and Taylor 2010; NMFS 2009, 2012; and multiple others). Provision of permanent fish passage at the Opal Springs Hydroelectric Project would be



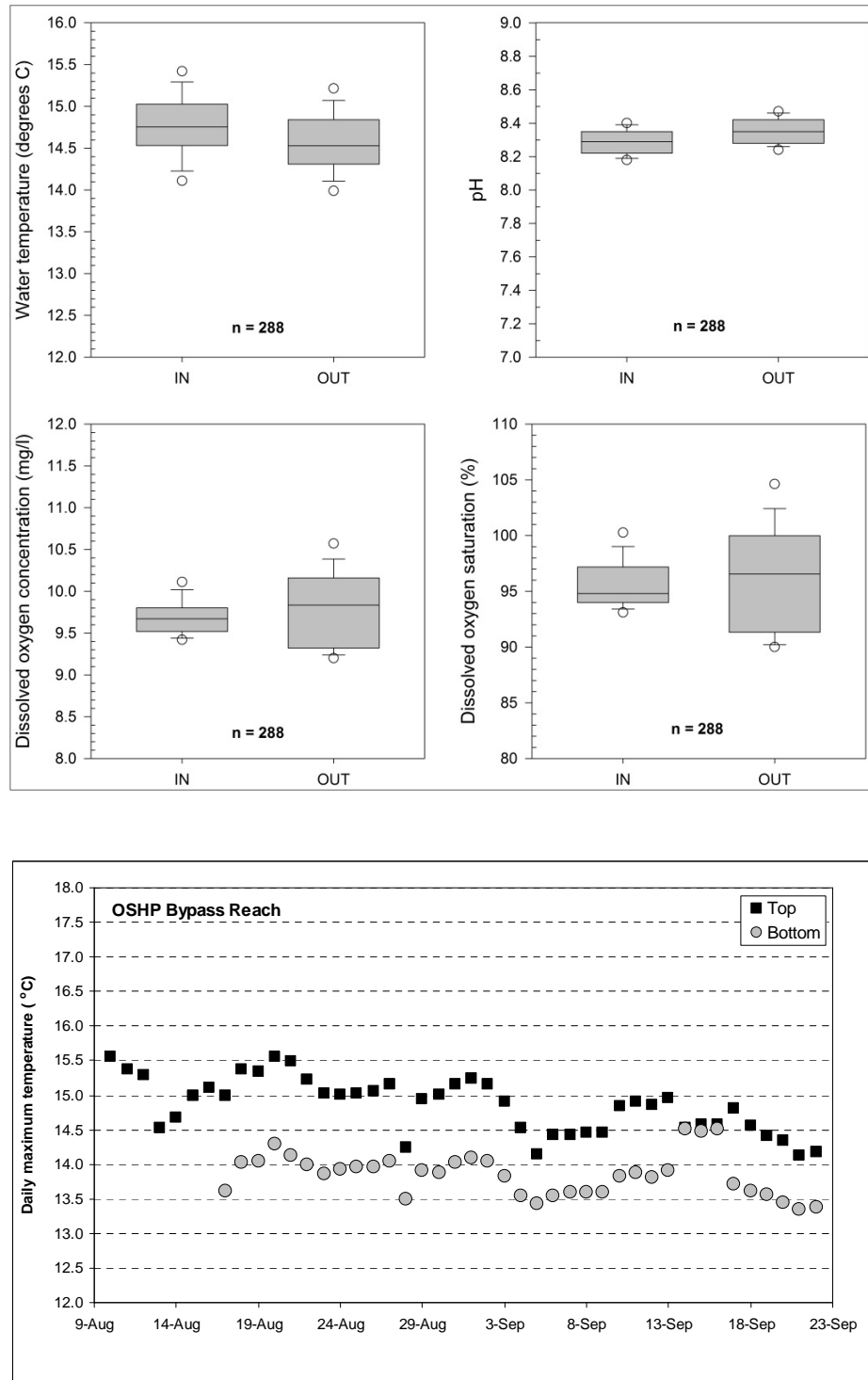
central to such an effort. Re-establishment of a viable Crooked River population of MCR steelhead is not essential to recovery of the species but would certainly contribute to its recovery (NMFS 2012).

## **2.4. HABITAT CONDITIONS AT THE PROJECT SITE**

### **2.4.1. Habitat Quantity and Quality**

Available habitat is suitable for use by the species addressed in this BA from the lower end of the Project at Mile 6.9 on the Crooked River to the upriver end of the Project (now Mile 7.8 but nearly Mile 8.0 if the Proposed Action occurs). This habitat is strongly affected by profuse contributions to flow from cool groundwater springs, as described by Huntington (2009), and is heavily utilized by the resident redband form of native rainbow trout above and below the Opal Springs diversion pool. The 0.55-mile long pool itself is not heavily used by these fish during summer (direct personal observation), apparently due to their preference for physical habitat with the greater structural diversity and stronger velocity gradients found immediately upstream, in the bypass reach, and in the Project tailrace. Modeling by Cramer and Beamesderfer (2006), Ackerman et al. (2007), and by Spateholtz (2015), has ascribed little rearing potential for MCR steelhead to habitat at the Project due to a thermal regime that apparently favors the resident form of rainbow trout. Assuming this is correct, steelhead will use the area primarily as a migratory corridor for sea-run adults returning to, and smolts migrating seaward from, the Crooked River watershed. Moderate thermal conditions in Crooked River at the Project, with temperatures that rarely dip below 10°C and never reach 16°C, may also be well suited to temporary holding by adult MCR steelhead during their migration toward areas upstream.

In contrast to many areas farther upstream in the watershed, water quality is generally good at the Project (Huntington 2009). This, combined with an abundance of prey-sized fishes, make it suitable for use as bull trout foraging habitat. Water quality conditions vary at the project, depending on location, as indicated in Figure 2.4.1-1. Solar heating of the existing diversion pool causes minor and difficult to measure increases in maximum summer water temperatures (Huntington 2009). The biological activity of aquatic macrophytes growing in some portions of the pool influence both pH and dissolved oxygen concentrations within the waterbody, but the magnitude of this influence is also small and difficult to discern with precision. Large volumes of groundwater enter the diversion pool at depth and their water quality characteristics have proven hard to measure. Reduced flows in the Project bypass reach increase the influence of cool groundwater there, decreasing river temperatures and strengthening the positive effect local groundwater has on water quality.



**Figure 2.4.1-1. Results of synchronous monitoring of the quality of water entering (IN) and leaving the Opal Springs Hydroelectric Project's diversion pool (OUT) during August 2012 (upper panel), and at the top and bottom ends of the Project's bypass reach during August 2009.**

### 2.4.2. Habitat Connectivity

Fish migrations up the Crooked River are currently blocked at Mile 7.2 by the Opal Springs diversion dam, less than a mile above Lake Billy Chinook, but anadromous adults captured using a temporary trap deployed below the dam in the Project bypass reach are being moved upstream by DVWD staff. This experimental arrangement is contributing to an improved understanding of how reintroduced salmon and steelhead will respond to the Project and to habitat within the watershed upstream (as per NMFS 2012). However, it requires human handling of each fish trapped and does not meet modern expectations for fish passage performance. It may stress the fish captured, whether they are passed upstream or recycled to the bypass, and has proven less effective than hoped at converting anadromous fish apparently intending to pass upstream into fish actually passed upstream (Huntington 2015a). Of 68 adult summer steelhead known to have arrived at the project tailrace during the most recent (2014-15) migration season, 64 (94%) moved into the bypass reach, suggesting migratory intent, but only 40 (63% of 64 adults) were actually trapped and passed over the dam (Huntington 2015a). A total of 42 bull trout were captured in the trap during its most recent full year of operation and recycled downstream (Huntington 2015a).

In addition to the lack of permanent upstream fish passage at the Project, fish agencies, tribes, and others, have expressed concerns that upstream migrant fish, downstream migrant fish, or both, may experience difficulties passing the Project even when upstream passage is provided at the diversion dam, whether the passage involves a temporary trap or a fish ladder. These concerns relate to multiple Project features, as outlined below, and have been taken into account in the Opal Springs Fish Passage and Protection Plan:

- *Potential for false attraction of upstream migrants to the powerhouse and the possibility that fish will suffer turbine-strike injuries or mortality.* This concern has lessened over the last couple of years because the anadromous fish reintroduced to the area do not appear strongly attracted to the powerhouse. A quantitative analysis suggests the risk that bull trout or other non-anadromous salmonids could enter the powerhouse from below and reach the turbine is extremely low (Huntington 2015a).
- *Possible upstream migrant rejection of the bypass as a migration route or failure to move through the bypass and into the trap or ladder in a timely manner.* Most anadromous fish that have migrated up into the Project tailrace over the last several years have also moved into the bypass reach, but some have not done so and many of the fish that have entered the bypass have not been trapped (Huntington 2015a). The rates at which fish will migrate upstream through the Project after ladder installation remain uncertain.

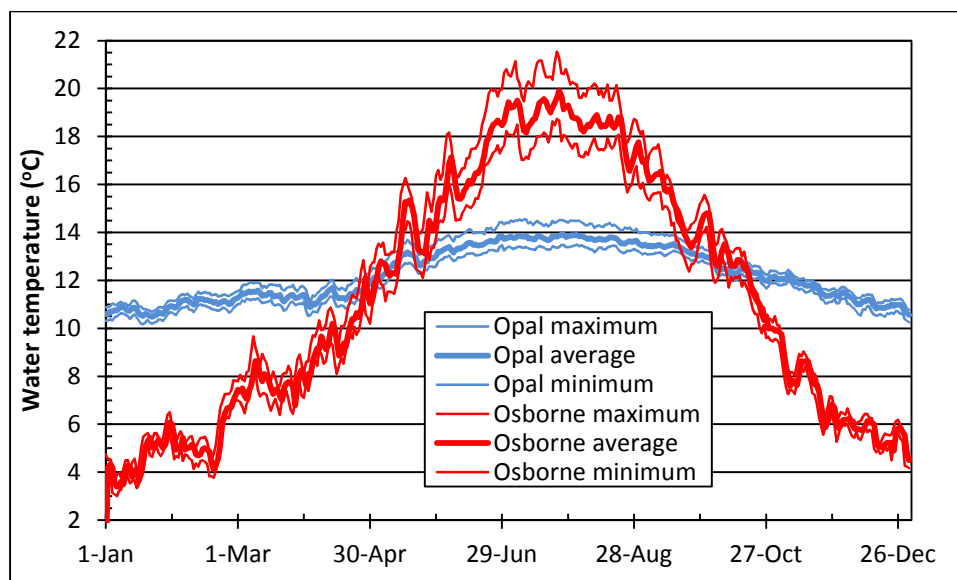


- *Potential for losses of migrant fish to predators in the bypass reach.* Conditions in the Project bypass may increase the vulnerability of upstream migrant adult fish or juvenile emigrants to large predators. Concern that the risk of predation on adults could be consequential if there are migratory delays within the reach has been validated during the last few years by river otter predation on some adult steelhead that did not enter the fish trap.
- *Potential for losses of upstream migrants to injuries or mortality as a consequence of fallback, either through the powerhouse or over the Project spillway.* The levels of such losses are uncertain at present. Huntington (2015b) provides a desktop analysis of this situation that will be verified or revised after the ladder has been installed and fish passage performance monitored.
- *Absent improvements at the Project such as are included in the Plan, there is a potential for high aggregate losses of downstream migrants to injuries or mortality as they pass the Project via surface spills of water into the bypass reach or become entrained at the diversion dam and pass via the powerhouse.* The levels of such losses are uncertain at present. Huntington (2015b; 2015c) provides desktop analyses of the potential for such losses that will be verified or revised after the ladder has been installed and fish passage performance monitored. Those analyses suggest that absent improvements such as are included in the Plan, existing downstream passage conditions may cause the mortality of an average of ~9-10 percent of the annual emigration of naturally produced steelhead smolts that reach the Project.

## 2.5. DESIGNATED CRITICAL HABITAT

Federal agencies have identified Critical Habitat for both Columbia River bull trout (75 FR 63898) and for Middle Columbia River steelhead (70 FR 52630). The Analysis Area contains designated Critical Habitat for the bull trout but not for the steelhead. The section of Crooked River extending 12.2 miles from the Highway 97 Bridge down to Lake Billy Chinook, which includes the Project, has been so designated for Columbia River bull trout.

Primary Constituent Elements (PCEs) of bull trout habitat include (1) space, (2) food, (3) cover or shelter, (4) sites for breeding, reproduction or rearing, and (5) connectivity among spatially dispersed elements. Bull trout are provided most of these five habitat elements in the section of Crooked River below the Project's diversion dam, and use the habitat available there as foraging sub-adults and adults. However, temperature regimes suitable for reproduction by the species are apparently absent. Potential habitat for foraging bull trout is extensive above the diversion dam but its quality declines in the upriver direction during summer, including within the section designated as Critical Habitat, due to reduced groundwater influence (Torgerson et al. 2007; see Figure 2.5-1).



*Figure 2.5-1. Annual thermal regimes expressed as average daily maximum, average, and minimum water temperatures in the lower Crooked River above Opal Springs (“Opal” at Mile 6.9; water years 2006-2014) and below Osborne Canyon (“Osborne” at Mile 13.5; water years 2003-2006). Adapted from source data for U.S. Geological Survey monitoring at gauges 14087400 (USGS 2015a) and 14087380 (USGS 2015b).*

### 3. DESCRIPTION OF THE PROPOSED ACTION

The Proposed Action involves DVWD applying to the FERC for a non-capacity amendment to its license for the Opal Springs Hydroelectric Project and, upon approval, installing a fish ladder at the Project as well as meeting other responsibilities it has accepted under the Opal Springs Fish Passage and Protection Plan (“the Plan”; DVWD 2011). The intent of this action will be to restore permanent fish passage through the lower Crooked River, Oregon, sooner than might otherwise occur while gaining reasonable regulatory assurance that DVWD will not be surprised by unanticipated Endangered Species Act constraints on project operations during the remainder of a license term already set to expire in 2032. This assurance would apply to issues related to Columbia River bull trout that might arise from the time the Plan is initiated through 2032. It would apply also to any issues that might arise in relation to MCR steelhead after the Non-essential Experimental Population designation of the fish being reintroduced to the area expires (if it expires) in January 2025.

The Plan calls for DVWD, with assistance from fish agencies, tribes, and other signatories, to first make an initial set of fish passage improvements at the Project (including construction of the ladder) and then to step through a series of three 5-year adaptive management (AM) periods in which fish passage performance would be evaluated against agreed-upon performance targets. At the end of each period, monitoring data accumulated over the period will be used to identify possible fish passage problems and to identify remedies from a specified suite of potential actions. Remedies will be selected and applied, where appropriate, prior to the initiation of each

new period. The passage performance targets that have been agreed upon for the species covered by this BA are given in tables 3-1 and 3-2. The Plan is structured with an intent to assure that performance “standards” will be met and that that DVWD will strive to meet aspirational performance “goals”.

**Table 3-1. Upstream fish passage performance targets that will be used to drive adaptive management of fish passage improvements at the Opal Springs Hydroelectric Project (DVWD 2011).**

<u>Species</u>	<u>Standard (to be met)</u>	<u>Goal (to be strived for)</u>
Steelhead and Chinook Salmon adults	≥90% successful upstream passage of migratory adults, with ≥90% of those adults that do successfully pass the Project doing so by a specified date each year <sup>1</sup> . Fish that perish when falling-back after dam passage will be considered unsuccessful migrants.	≥97% successful upstream passage of migratory adults destined for areas above the Project. Fish that perish when falling-back after dam passage will be considered unsuccessful migrants.
Bull trout adults and subadults	≥90% successful upstream passage, with the standard assumed to be met if that for steelhead adults is met at the Project.	≥97% successful upstream passage, with the goal assumed to be met if that for steelhead adults is met at the Project.

**Table 3-2. Downstream fish passage performance targets that will be used to drive adaptive management of fish passage improvements at the Opal Springs Hydroelectric Project (DVWD 2011).**

<u>Species</u>	<u>Standard</u>	<u>Goal</u>
Steelhead and Chinook Salmon smolts	≥90% passage survival	≥97% passage survival
Bull trout adults and subadults	Assumed to be met if the ≥90% passage survival standard for steelhead smolts is met and levels of upstream passage by bull trout >12” at the Project do not exceed 1,000 fish on an annual basis.	Assumed to be met if the ≥97% goal for steelhead smolts is met.

<sup>1</sup> This objective implies that there is a target date each year by which the specified proportion of adult spawners should have passed the project in order for the run to reach the spawning grounds above the project at an appropriate time of year. The target date is unknown, and will be the subject of ongoing research as part of the reintroduction plan. There will be a multi-party effort to establish this date as soon as is practical.

### 3.1. PROPOSED CONSTRUCTION AND OPERATIONAL CHANGES

The Plan includes multiple fish passage measures outlined in DVWD (2011) and described in detail by CH2M Hill (2014). Construction that is certain to occur prior to the first 5-year adaptive management period described in the previous section will include the installation of a 30 cfs fish ladder at the Project diversion dam, raising the dam and diversion pool by an estimated 6 feet so that modest increases in generation potential can offset modest reductions in water diversions that will occur so as to increase bypass flows, and making fish-friendly improvements to the dam's spillway. Multiple additional structural or operational project mitigation or enhancement measures (PMEs) relevant to CR bull trout and MCR steelhead will be implemented or considered in an adaptive management fashion. The PME's identified in the Plan include:

- establishment and use a Banked Flow Accrual Account (BFAA),
- adjustments or minor modifications to the ladder to optimize its performance,
- enhancements to the bypass channel,
- removal of a peninsula situated between the powerhouse and the bypass channel,
- behavioral deterrents to fish entrainment through the Project intake,
- refinements of spillway operations and consideration of further improvements
- trash rack modifications, and
- remote monitoring.

### 3.2. MEASURES AFFECTING AQUATIC SPECIES

The following section describes measures included in the Plan that will affect the ESA-listed species being addressed by this BA.

**Fish Ladder.** A 30 cfs pool-and-weir fish ladder having 9-inch vertical steps has been designed for the Project in consultation with the fish agencies and tribes, and will be installed on the east bank of the river at the site of the diversion dam. The ladder's site-specific design is given by CH2M Hill (2014), and includes accommodations for potential fish trapping operations within the ladder itself and remote video monitoring of ladder passage by fish 12 inches or more in length. In-water work on the ladder will occur during a construction season established to minimize potential effects on fish or water quality (01 July to 31 October; ODFW 2008) or otherwise approved by the fish agencies. All work done on the ladder will follow construction best management practices.

**Dam raise and spillway improvements.** Modifications to the crest and spillway of the Project diversion dam will accompany ladder construction and will also follow construction best management practices. Specific designs for these modifications are given by CH2M Hill (2014) and include reconstructing the concrete pad atop the dam crest and installing four automated Obermeyer weir gates that can be individually inflated (or deflated) to (or from) levels up to 9

feet above the new pad. Three of the gates will control up to 1,805 cfs of discharges into the bypass reach through sections of spillway whose formerly roughened surfaces will be transformed into smooth, fish-friendly surfaces bordered by concrete walls or baffles parallel to flow. Bypass discharges above 1,805 cfs will travel via the fourth gate down an unmodified section of the existing roughened spillway. All work done to modify the dam crest and improve the spillway(s) will follow construction best management practices, and during the same season as fish ladder construction where appropriate.

Bathymetric and topographic survey results from CH2M Hill (2014) suggest that after the dam raise, increasing the surface elevation of the diversion pool by a maximum of 6 feet will increase the length of the pool upstream by 25 percent (from 2,925 to 3,650 feet), its surface area by 43 percent (from 10.9 to 15.5 acres) and its volume by 97 percent (from 83.6 to 164.8 acre-feet). Under average flow conditions, the increase in volume will be accompanied by a 49 percent reduction in mean diversion pool velocities (to an average of about 0.6 feet per second overall) and by a 97 percent increase in water retention time (to 1.63 hours). The changes in water volume, velocity, and retention are likely to decline to some unknown degree over time as a consequence of sediment deposition within the pool.

Expansion of the reservoir as per the Proposed Action is expected to cause increases in maximum water temperatures at the Project tailrace that may be on the order of 0.1°C, increases in maximum pH levels of perhaps 0.1 standard unit, and decreases in minimum dissolved oxygen levels of about 0.1 mg/l. All of these minor shifts in water quality constituents will be partly ameliorated by profuse groundwater inputs into the Project bypass reach and immediately below the tailrace.

**Banked Flow Accrual Account (BFAA).** This certain-to-occur measure will involve “banking” water equivalent to 25 percent of the added revenue derived from the pool raise (during the first and potentially subsequent AM periods), 35 percent (during the second and potentially third AM period, if passage performance targets have not been met), and 45 percent (during the third AM period if performance targets were not met during the second period). In addition to the availability of these flow accruals, the increased head at the Project will lower the magnitude of flow diversion necessary to maximize hydroelectric generation from the existing powerplant from 1,772.5 cfs to an estimated 1,600 cfs. This reduction is anticipated to significantly increase the number of days water volumes greater than the existing 50 cfs conservation minimum will be spilled into the bypass even without drawing upon water banked in the BFAA.

Flows in the bypass reach will increase as a consequence of the BFAA. Adaptive management of water banked in the account will be at the discretion of the fish agencies and tribes, and its seasonal or daily patterns of use will be varied over time to improve fish passage performance at the Project.

**Adjustments to optimize fish ladder performance.** Adjustments or minor (“fit and finish”) modifications will be made to the ladder soon after its installation, to optimize performance. This will be a certain-to-occur measure.

**Remote monitoring.** Another certain-to-occur measure, monitoring of radio-tagged fish and those passing through the fish ladder will accumulate information on fish passage, timing, and behavior at the Project during each AM period. Evaluation of the resultant data will inform decisions on the need for additional (optional) PME as well as the selection and implementation of such measures.

**Enhancements to the bypass channel.** A dense boulder field in the upper portion of the bypass reach has caused passage difficulties for some of the anadromous fish that have arrived at the Project during the last few years. This optional but likely-to-occur measure would involve movement of rocks and boulders in the bypass reach downstream of the fish ladder entrance to provide better adult fish passage conditions. All such in-water work would occur during a construction season established to minimize potential effects on fish or water quality and would follow construction best management practices.

**Removal of a small peninsula between the powerhouse and the bypass channel.** If there are consequential adult delays at the Project powerhouse following ladder installation and possible bypass improvements, removal of a peninsula of land that currently separates the tailrace from the bypass channel will be considered as an option. If selected, this measure will occur during a construction season established to minimize potential effects on fish or water quality and would follow construction best management practices.

**Install and operate behavioral deterrents to fish movement into the Project intake.** Experimental measures for preventing fish entrainment and losses to powerhouse mortality are an explicit option for DVWD under the Plan. Any such measures would be subject to standard environmental permitting.

**Spillway operations.** Management of the new spillway gates at the Project diversion dam will be adjusted through adaptive management, to improve fish passage effectiveness. Adjustments to spillway operations are likely to occur whenever spillway-related fish passage problems or ways to improve fish passage through adjustments in spillway gate management are identified.

**Trash rack modifications.** At present the Project takes Crooked River water from the southwest corner of the diversion dam through a large trash rack with vertical bar spacing of 5.5 inches. The rack extends from the top to bottom of the diversion pool, and the water flowing through it moves at an average velocity of about 1.4 to 2.7 feet per second, depending upon discharge, as opposed to an average water velocity in the forebay of approximately 0.2 feet per second.

Multiple studies of adult salmon on the Columbia and Snake rivers have shown that adult anadromous salmonids prefer to pass downstream via surface spill rather than following deeper passage routes into hydroelectric turbines. In fact, a quick reanalysis of data provided by

Wertheimer and Evans (2005) and by Colotello et al. (2013) suggests that surface spills of water at such dams can be up to 15 times or more effective at attracting steelhead kelts for downstream passage than is deeper water pulled toward turbines. Also, juvenile Chinook salmon have been shown under experimental conditions to begin resisting entrainment through trash racks whose gaps were equivalent in width to about one fish body length (Hanson and Li. 1983), and to respond more strongly as the gaps were narrowed. Although these sorts of responses may not be universal among salmonids of differing species or ages, they suggest that many of the larger salmonids that will enter the Project forebay in the future will prefer surface routes of downstream passage and may resist entrainment into the Project intake. Sub-adult and adult CR bull trout and adult MCR steelhead may resist entrainment partly because of their size, given that they are likely to be 2 to >5 times longer than the 5.5-inch gaps in the rack. However, the fish will be physically able to pass through the racks and enter the powerhouse, and some of them may do so.

There will certainly be good reason to want to avoid having fish pass downstream via the Project turbine if and when passage routes are available along which higher rates of survival could be expected. At Opal Springs such routes will, in the future, consist of surface spills from the forebay that will pass into the bypass reach via fish-friendly routes. The importance of having fish find these more fish-friendly routes increases with fish size, because rates of turbine mortality increase with size. Although there have been no on-site studies, an application by Huntington (2015c) of a standard turbine strike model to site-specific conditions suggests that entrained sub-adult bull trout, adult bull trout, and adult steelhead having the size distributions observed or expected at the Project might experience mortality rates averaging about 15 percent, 25 percent, and nearly 30 percent, respectively. This would compare to rates of mortality when passing via improved spillway routes of less than perhaps 1 or 2 percent.

If monitoring data suggest consequential losses of fish entrained through the Project intake and passing through the Opal Springs turbine, DVWD may choose to narrow the gaps, change the orientation, or otherwise modify the Project trash rack. If so, it would automatically initiate a restart of an adaptive management cycle per the Plan.

## 4. EFFECTS OF THE PROPOSED ACTION

### 4.1. DIRECT EFFECTS

Direct effects of the Proposed Action seem likely to be both beneficial and adverse to the species covered by this BA. The beneficial effects of the Project on CR bull trout would include an expansion of geographic range and increased forage availability for those members of the Metolius populations that disperse through Lake Billy Chinook and into the lower Crooked River during periods when forage is limiting in the reservoir. Recent observations suggest that forage may become limiting for larger migratory bull trout from those populations when kokanee abundance in the reservoir reaches cyclical lows (Ratliff 2015). Beneficial effects for MCR steelhead have been clearly implied by NMFS (2012). Without effective fish passage at the Opal Springs Hydroelectric Project, ongoing efforts to ready the basin for a re-established run of these fish would have an uncertain or differing purpose, and attempts to learn from experimental reintroduction efforts would be hampered both by a lack of returning adults and by uncertainty over whether any of the fish being produced in the system were truly indicating which parts of the watershed were actually functioning well enough to sustain natural-origin fish. Provision of fish passage at the Project would benefit the watershed-wide reintroduction effort, and thus the MCR steelhead themselves.

However, the Proposed Action is also likely to have direct effects potentially adverse to individual CR bull trout and MCR steelhead. Potentially adverse effects on the bull trout will be reduced by thoughtful implementation of the adaptive management component of the Opal Springs Fish Passage and Enhancement Plan (DVWD 2011), but include:

- *Injury or mortality of individual sub-adult or adult fish that are passed upstream if or when they are entrained by the Opal Springs powerhouse intake while passing back downstream.* Absent detailed, site-specific information, the level of such losses that might occur has been evaluated through a desktop analysis by Huntington (2015b).
- *Injury or mortality of individual sub-adult or adult fish that are passed upstream when passing back downstream via the Project spillway.* Absent detailed, site-specific information, the level of such losses that might occur has been evaluated through a desktop analysis by Huntington (2015b).

Modeling results from Huntington (2015b) that rely upon multiple reasonable but yet-to-be confirmed assumptions suggest that if all bull trout passed upstream at the Project immediately reverse course and head back downstream, as many as about 14 per 100 might perish on their way back to the lower-most Crooked River. This outcome seems unlikely, but would probably cause the maximum level of Project-induced mortality for bull trout passed upstream. If, as expected, most bull trout that are passed spend an extended period of time foraging upstream of the Project, they will be larger and experience higher per-capita rates of mortality when passing back downstream, but cumulative mortality during their foraging period is likely to reduce their



numbers such that the total number that perish at the Project will be lower than if they had all reversed course immediately after first passing upstream (Huntington 2015b). Lower rates of immediate fallback are expected to be associated with lower aggregate bull trout mortality at the Project. If there is no such fallback and down-migrant passage route selection at the Project is in direct proportion to the volumes of water passing via each accessible route, Huntington (2015b) has estimated about 13 of every 100 bull trout passed upstream at the Project might perish when passing back downstream. If emigrant bull trout are more strongly attracted to passage routes associated with the Project bypass or less attracted to the powerhouse intake, lower levels of bull trout mortality would be expected.

Potentially adverse effects of the Proposed Action on MCR steelhead, which will also be reduced by thoughtful implementation of the adaptive management component of the Opal Springs Fish Passage and Enhancement Plan (DVWD 2011), include:

- *Injury or mortality of individual smolts, adults prior to spawning, or kelts, if or when they are entrained by the Opal Springs powerhouse intake while passing downstream.* Absent detailed, site-specific information, the level of such losses that might occur has been evaluated through a desktop analysis by Huntington (2015b, c).
- *Injury or mortality of individual smolts, adults prior to spawning, or kelts, when they pass downstream via the Project spillway.* Absent detailed, site-specific information, the level of such losses that might occur has been evaluated through a desktop analysis by Huntington (2015b, c).
- *Increased predation potential for MCR steelhead smolts emigrating through the expanded diversion pool whether due to increased abundances of predators (including CR bull trout), greater vulnerability in a somewhat slower-flowing pool, or both.* The risk that this will be a consequential problem is uncertain but seems low (Huntington 2009)
- *Mortality from turbine strike if adult MCR steelhead move up into the draft tubes.* Quantitative analyses suggest this is a physical possibility but direct observations and telemetry of these fish at the Project suggest that if it does occur it will be at a low frequency of occurrence (Huntington 2015a).
- *Migratory delays or outright fish mortality as a result of adult failure to pass the project.* Experience with the temporary passage system now in place at the Project suggests that this type of problem is certainly a risk but multiple elements of the Plan should minimize the problem.

The Proposed Action will without question lower the injury and mortality rates of MCR steelhead at the Project if compared to a prolonged application of the existing temporary trapping system installed to address adult returns from ongoing experimental reintroduction efforts.

## **4.2. INDIRECT, INTERDEPENDENT, AND INTERRELATED EFFECTS**

This section of the BA provides a very brief analysis of whether the bull trout and steelhead populations to be affected by the Proposed Action can be expected to survive with an adequate potential for recovery under the effects of the proposed or continuing action, the environmental baseline, and any interrelated, interdependent and indirect effects. The baseline includes existing Project operations as licensed by the FERC. Interrelated actions are activities that are part of a larger action and depend on the larger action for their justification. Interdependent actions are those which have no independent utility apart from the action being considered. Indirect effects are themselves caused by the action but are removed in space and/or time.

The interrelated, interdependent, and indirect effects of the Proposed Action include:

- Implementing the Plan will improve the prognosis for a successful MCR steelhead reintroduction effort within the geographic area covered by the recent Non-essential Experimental Population designation by NMFS (78 FR 2893). The migratory success of reintroduced anadromous salmonid smolts emigrating through Lake Billy Chinook has thus far been higher for fish from the Crooked River watershed than it has been for those from the reservoir's other tributaries (Hill 2015). This, combined with the watershed's estimated smolt production potential, makes experimental steelhead in the Crooked River watershed those most likely to become self-sustaining contributors to the species if existing sources of mortality can be reduced. Within the area of experimental reintroduction, the opportunity to reduce current rates of MCR steelhead mortality at the Opal Springs Hydroelectric Project may rank second only to opportunities that others have to reduce losses of migratory individuals in Lake Billy Chinook as a way to improve the survival and productivity of fish produced across a multitude of locations in the Crooked River watershed. Taking advantage of the opportunity available at Opal Springs is the specific purpose of implementing the Plan.
- Implementing the Plan may further benefit MCR steelhead by encouraging greater participation and support from local, regional, and other potential partners in ongoing recovery efforts, both within the Analysis Area and beyond.

## **4.3. CRITICAL HABITAT**

Per section 2.5 of this BA, the mainstem of Crooked River extending 12.2 miles from Lake Billy Chinook upstream to the Highway 97 Bridge has been designated as Critical Habitat for CR bull trout. The habitat is suited to foraging, migration, and overwintering by these fish, although this use would be expected to be seasonal in the upper reaches of this segment of river (see section 2.5).

The Proposed Action will have minor, short-term effects on the turbidity of habitat below the Project due to construction activities, but these will be minimized by best management practices and potential effects on the habitat available to CR bull trout below the Project will be further limited by the construction season chosen. The Action will also have several durable effects on the designated Critical Habitat in Crooked River. First, it will provide CR bull trout access to most of this habitat. Second, it will expand the existing diversion pool at the Project, increasing the extent of slow-flowing areas and decreasing the extent of more rapidly flowing areas. The slower flowing areas could be advantageous to foraging bull trout due to increased prey vulnerability to predation but might (or might not) affect the local abundance of prey. Huntington (2009) found that the pool expansion would inundate about 1 percent of the riverine habitat within the designated section of river and have a small, incremental effect on water quality in the diversion pool. The small shifts in water quality within the pool would be diminished downstream by profuse inputs of high-quality groundwater, including within the Project bypass reach. Within that reach, thermal conditions would be returned to something closer to their natural state by increased flows associated with the BFAA.

#### **4.4. CUMULATIVE EFFECTS**

The Proposed Action will contribute to broader and more diverse efforts to recover MCR steelhead, as noted in the previous section. Efforts to improve conditions for these fish being made by Portland General Electric Company both downstream at the Pelton-Round Butte Hydroelectric Project and upstream in the Crooked River watershed, as well as helpful actions by local irrigation districts, private and public landowners, and others, should cumulatively improve chances that a self-sustaining population can be reestablished in the watershed.

### **5. CONCLUSIONS**

On balance, the Proposed Action appears potentially beneficial to the recovery of MCR steelhead but of lesser consequence for CR bull trout, with the caveat that predicting biological responses to environmental change can be difficult. There may be benefits to the bull trout that are more significant than recognized. Regardless, the anticipated effects of the Action have been discussed earlier in this BA, and are summarized briefly in Table 5-1.

The Action may affect, and seems likely to adversely affect, individual MCR steelhead and CR bull trout.

**Table 5-1. Summary of the Proposed Action's probable effects on Columbia River bull trout and Middle Columbia River steelhead.**

Diagnostics	Effects of the Action			
	Restore	Improve	Maintain	Degrade
Spawning and Incubation			There will be no consequential effect on either species, as naturally spawned individuals are not anticipated to reproduce in the area to a significant degree.	
Rearing/foraging		Foraging conditions will be improved for bull trout, due to expanded access to prey.	There will be little effect on juvenile steelhead rearing in the area for the reason given above.	
Upstream passage facilities		Migration conditions will be improved for both species.		
Overwintering		Access to thermally moderate overwintering habitat will be expanded for bull trout and improved for steelhead.		
Downstream passage facilities		Migration conditions will be improved for steelhead.	Migration conditions will be improved but will cause mortality for bull trout that would otherwise be blocked from the watershed upstream. The consequences of this mortality, given the numbers of fish likely to be involved, would be quite small if measurable.	
Water quality conditions			There will be a small, incremental decrease in water quality caused by expansion of the diversion pool. The effects on the listed species would be unmeasurable.	There will be a small, incremental decrease in water quality caused by expansion of the diversion pool. The effects on the listed species would be unmeasurable.
Critical Habitat			There is no Critical Habitat (CH) for MCR steelhead in the Analysis Area. CH for CR bull trout will be better utilized above the Project and will not be degraded from its natural condition below the Project. Changes to habitat suitability for the foraging and overwintering of bull trout within the diversion pool expansion zone is unclear.	

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### TECHNICAL MEMORANDUM

To: Gary Lytle, Deschutes Valley Water District, Culver, Oregon

From: C.W. Huntington, CBI Sr. Aquatic Biologist

Subject: Analysis of potential down-migrant mortality for large salmonids at the OSHP

Date: 26 June 2015

The following memorandum describes the methods and results of a preliminary analysis of potential mortality for large salmonids passing downstream at the Opal Springs Hydroelectric Project (OSHP) on the lower Crooked River, Oregon, approximately 0.6 mile above Lake Billy Chinook. The analysis generated survival (or associated mortality) rate estimates for adult Chinook salmon fallback, steelhead fallback, bull trout fallback, emigrating steelhead kelts and emigrating bull trout. The analysis was based on a down-migrant mortality (DMM) model for the OSHP and yielded separate survival rate estimates for the fish just identified under two conditions:

- (1) OSHP as currently configured; and
- (2) a (proposed) new OSHP operating with a 30 cfs fish ladder, an Obermeyer weir maintaining a diversion pool elevation of 2012 feet, a bypass flow accrual account (BFAA) system with a 287 cfs capacity delivery chute, and two bypass gates intended to aid fish passage that will have a combined capacity of 1,498 cfs (see CH2M Hill 2014).

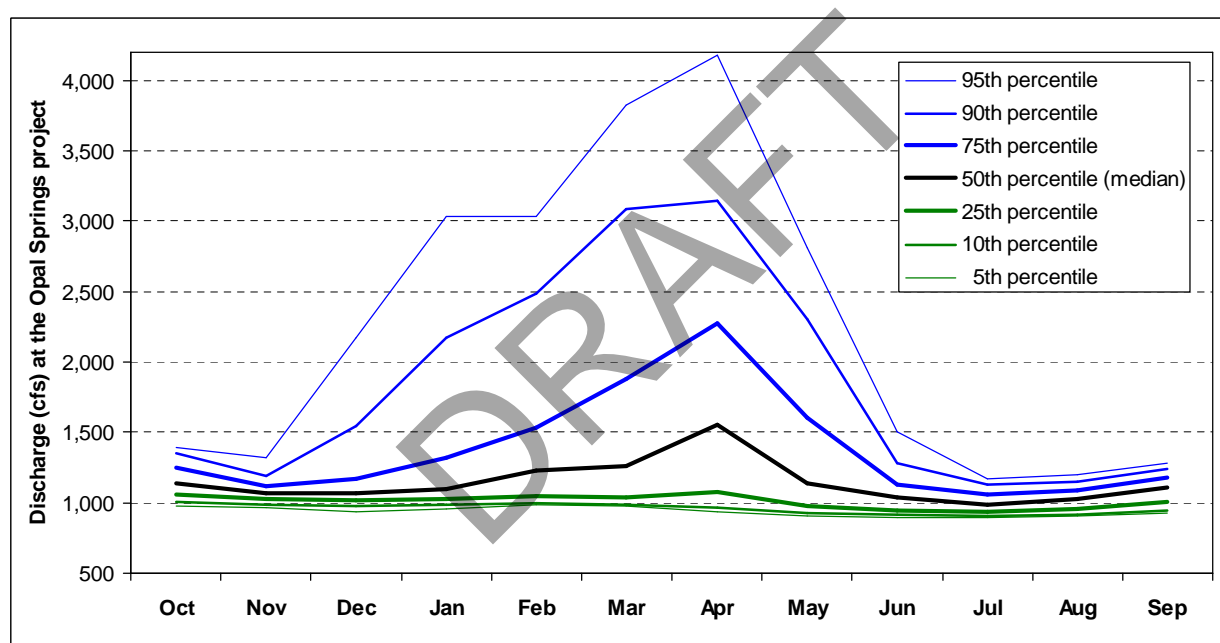
### The DMM Model

The Opal Springs DMM model has seven basic elements. These include (1) Crooked River discharges for a 53-year historical time series, (2) user-defined patterns of fish emigration, (3) defined size distributions for the fish migrating past the OSHP, (4) a user-influenced relationship between daily discharge and the relative use of routes by which fish can pass the OSHP, (5) fish survival rates for each route of passage, (6) user-defined use of the BFAA system, and (7) automated integration of the other six elements. The model generates a sequence of 53 annual smolt survival estimates for hydrologic conditions matching the water year 1962-2014 series. The model allows one to explore the potential consequences of alternative Project configurations or operations (including uses of the BFAA) on fish survival under variable river conditions. Brief descriptions of DMM model elements are given below.

**River discharges.** The DMM model moves emigrating salmonids through the OSHP on a daily time step during a sequence of 53 distinct years, assigning daily fish route selections that are based on the relative volumes of flow passing the project via the powerhouse, the spillway, and whatever

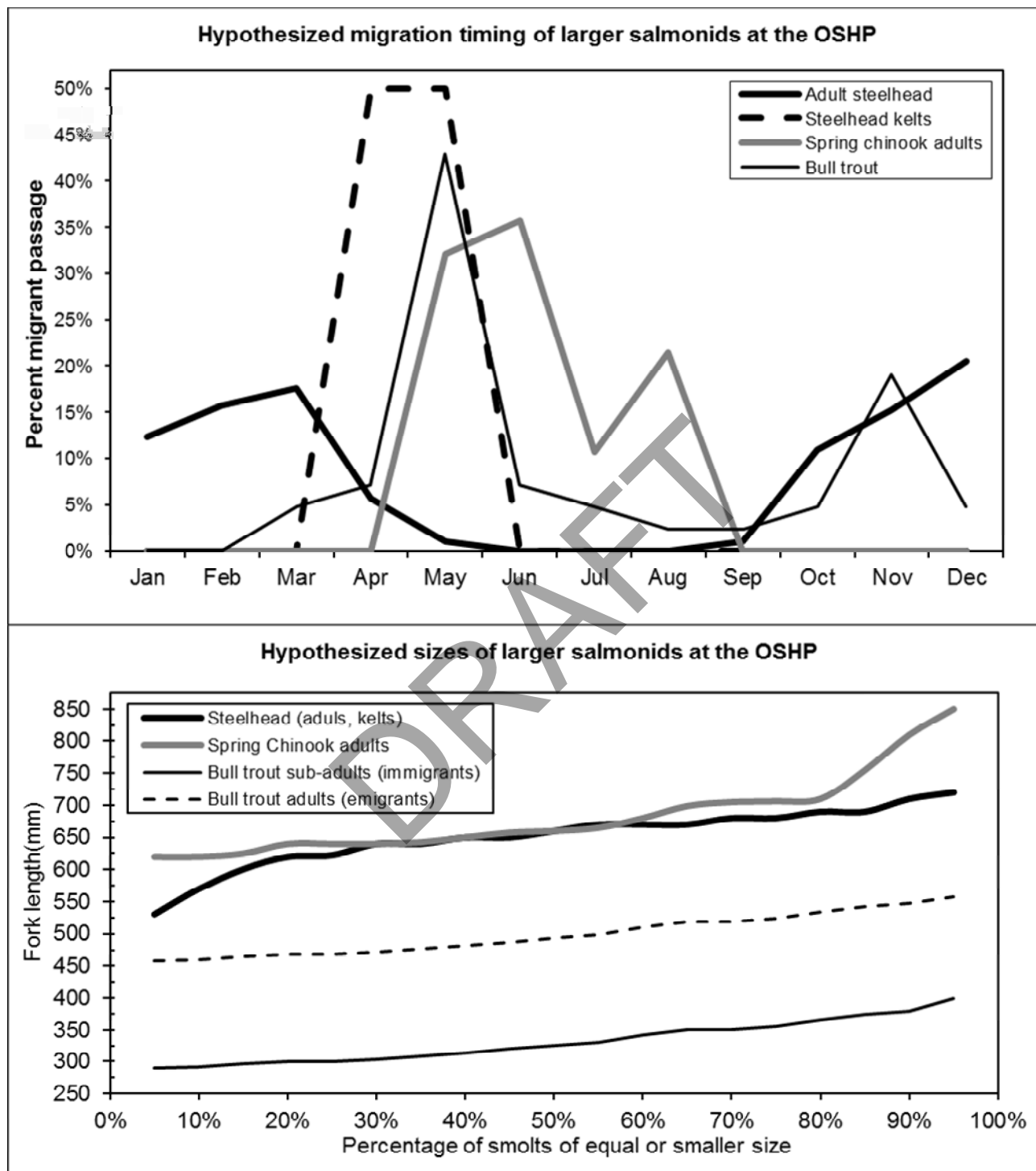


bypass routes are available given a specified project configuration. Daily flows at the project (and upstream) are based on the historical record of discharges in the Crooked River at the Opal Springs gauge (USGS no. 14087400; Figure 1). Daily volumes of flow passing the OSHP via non-powerhouse routes can be made more attractive (or less unattractive) to the fish per unit volume than discharges passing through the powerhouse by adjusting a “bypass effectiveness” setting within the model. This component quantifies the relative (proportional) per-volume effectiveness of surface water passed into the OSHP bypass reach at attracting and passing down-migrant fish when compared to water drawn through the project intake and through the powerhouse. The setting can be adjusted incrementally to test the hypothetical influence of changes in bypass discharges on fish survival rates. It also will allow the DMM model to be fitted to future data on the routes selected by fish passing the OSHP. Model runs for large salmonids have included incremental adjustments of “flow effectiveness” settings ranging from 1 to 20, to account for the strength of fish attraction to water discharged into the bypass or to the relative avoidance of fish to water drawn through the Project intake.



*Figure 1. Seasonal (monthly) exceedances for daily discharges in the Crooked River at the OSHP during water years 1962-2014, based on data from the USGS gauge below Opal Springs (gauge no. 14087400).*

**Fish migration timing and size at the OSHP.** Annual survival rates for migrant salmonids at the OSHP are influenced in the DMM model by migration timing and fish size at the project. The model assumes daily passage of a percentage of the total annual migration of a given type of fish, with the exact percentage based on user-defined seasonal (monthly) fractions of annual migration that the model adjusts to daily fish passage at OSHP on the basis of daily discharges estimated for Crooked River above the lower canyon (which begins near the Highway 97 bridge) and a sensitivity factor that makes the annual population of emigrants more or less sensitive to river flows as a migratory cue. Seasonal patterns of migration assumed in the current analysis are given in Figure 2. The flow sensitivity factor was set to “1”, a value at the lower end of the range that would seem reasonable for the system.



**Figure 2. Estimated migration timing (top) and size (bottom) for adult summer steelhead and kelts, adult spring Chinook, and bull trout, at the OSHP. These estimates were based on recent but unpublished fish telemetry or trap data from the lower Crooked River, and two assumptions about migratory bull trout. The two assumptions were that future emigration timing for bull trout will match immigration timing, and that each emigrant bull trout will have grown for one year in the Crooked River watershed upstream of the OSHP at a rate similar to that recorded elsewhere for migrant bull trout from the Metolius watershed.**

Size distributions the model assumes for each species of fish migrating through the OSHP are based on data available from the lower Crooked River (Figure 2). These distributions should be viewed as first-approximations that can be refined as additional monitoring data are collected at the project during the next decade or so. These distributions have no effect within the model on fish migration timing or passage route selection, but have a significant effect on the size-dependent survival rates of fish that pass the OSHP via the powerhouse.

**Powerhouse survival.** Survival rates the DMM model applies to steelhead adults (including kelts), adult spring Chinook, and bull trout sub-adults or adults, passing through the OSHP powerhouse are based on a published turbine-strike model for Kaplan turbines developed by Franke et al. (1997) and adjusted by R2 Resources (2008) to account for uncertainty in the Lambda parameter. A separate weighted average rate is used for each species and lifestage, with each average based on the adjusted Franke Model and length distributions for the fish (per Figure 2). Project-specific parameters used in the model are given below, followed by graphical and tabular summaries of model results for powerhouse survival rates given the old and (proposed) new configurations of the OSHP (Figure 3; Table 1).

#### Parameters used in the Franke Model

- $N$  = number of turbine blades = 5
- $L$  = fish length = species-specific distributions characterized in Figure 2
- $D$  = turbine diameter (m) = 3.0
- $Q_{wd}$  = discharge coefficient = 0.1203
- $Q$  = turbine flow rate (m<sup>3</sup>/s) = 51.01, a mid-range flow
- $W$  = rotational speed = 15.708
- $a_a$  = 0.701015 (old), 0.77297 (new)
- $E_{wd}$  = energy coefficient = 0.0606 (old), 0.07004 (new)
- $H$  = net head (m) = 13.720 (old), 15.854 (new)
- $N$  = turbine efficiency = 80%
- $r/R$  = 0.75

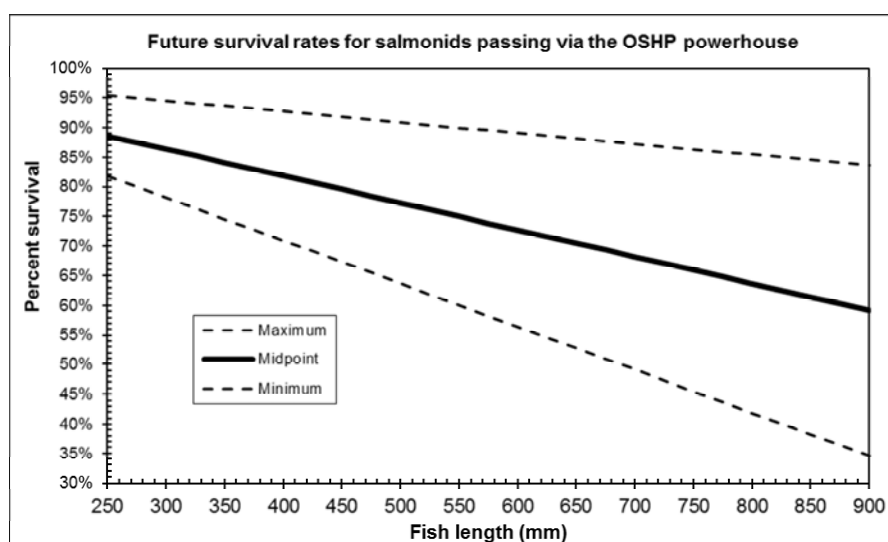


Figure 3. Estimated future survival rates for larger salmonids that pass the OSHP via the powerhouse.

**Table 1. Mid-point, maximum, and minimum estimates of the future aggregate survival rates of larger salmonids passing through the OSHP powerhouse, estimated using the Franke et al. (1997) model as modified by R2 Resources (2008). The mid-point estimates are “best estimates”. Actual powerhouse survival rates will decline with increasing fish length and fall within the given ranges (between maximum and minimum values).**

Fish	Estimated aggregate survival rates		
	Mid-point	Maximum	Minimum
Steelhead (adults and kelts)	70.6%	88.2%	52.9%
Spring Chinook (adults)	68.7%	87.5%	49.9%
Bull trout (immigrants)	84.9%	94.0%	75.8%
Bull trout (emigrants)	77.3%	90.9%	63.6%

**Spillway survival.** Survival rates for larger fish passing over unimproved sections of the OSHP spillway are assigned by the DMM model on the basis of mean daily spillway discharge and a step-function that assumes a set percentage of direct fish mortality from physical injuries occurs whenever discharges through these sections are at levels likely to pass fish (approximately 300 cfs, a 20-24 cm veil of water spilling over the top). The function maintains a constant rate of survival at all higher discharges over unimproved sections of spillway.

A more complex function for the relationship between spillway discharge and smolt mortality was considered, but the simple step-function approach was adopted after considering probable causes of physical injury at this location. A fraction of the fish passing downstream via this route when spillway discharges are modest will likely suffer lethal injuries caused predominantly by high impact velocities near the base of the flashboards or new Obermeyer weir. However, as discharge rates over the spillway increase, the predominant source of physical injury and mortality will likely shift from high impact velocities near the boards or Obermeyer to high-velocity contact with the rough surface of the spillway. The specific range of discharges over which this spatial shift will occur is uncertain. However for the purpose of the DMM model it seemed reasonable to assume that the aggregate mortality rate remained constant.

Studies of physical injuries to salmonids passing other low-head (<50 ft) dams via non-turbine routes (spillways, fish chutes and bypasses) have found variable rates of passage mortality (RMC 1992; Karchesky et al. 2008; Heisey et al. 2008), with higher rates associated with routes having more natural or roughened surfaces, or exposed debris (Normandeau Associates 1995; Karchesky et al. 2009). Given the irregular and roughened surface of the unimproved OSHP spillway, I assumed a seven percent rate of injury-related mortality for salmonids passing via this route.

**Bypass survival.** Given the (proposed) new configuration, down-migrant fish bypassing the OSHP powerhouse will do so via a new fish ladder, the 257 cfs capacity BFAA fish chute, or one of two bypass gates that together will have a combined capacity of 1,498 cfs. As currently parameterized, the DMM model applies a 98 percent survival rate to steelhead adults or kelts and to adult spring Chinook passing the OSHP via these routes. Because of their generally smaller size, a 99 percent survival rate is applied to sub-adult and adult bull trout.

**Project operations, including management of the BFAA system.** The DMM model is structured to allow user-defined adjustments to how the OSHP is operated over the 53-year period of analysis. For the analysis reported here I assumed that the “old” Project was configured and operated much as it has been for the last few decades. I also assumed for a “new” Project that all weir gates on bypass routes would be operated to minimize spill over the central Obermeyer weir and that the BFAA would be managed under a strategy of constant and equal daily augmentation of bypass flows until or unless flows into the bypass were already 250 cfs. Bypass flows greater than 250 cfs occurred only when forced by river discharge. In order to account for changes in BFAA water availability that are likely to occur at 5-6 year intervals in the near future, I ran the DMM model three times assuming each of three levels of water availability as per DVWD (2011) and CH2M Hill (2014). The runs assumed annual use of the BFAA would average 32.95 cfs, 46.19 cfs, and 59.38 cfs. When the analytical results were summarized, outcomes for the first of the three levels of bypass flow augmentation was weighted by a factor of 3, those for the second by a factor of 2, and those for the third by a factor of 1. This accounted for the probability that the discharge levels would actually be experienced, and in how many of the 5-6 year periods they might be experienced.

## **Modeling Results**

Results of the DMM model runs, based on the parameterization outlined in this memo, including an assumption of mid-range turbine survival per the adjusted Franke Model, are summarized in Tables 2 and 3, and Figure 4. These results should be viewed as structured hypotheses given that (1) there have not been site-specific fish passage studies at the OSHP and (2) the actual seasonal pattern of use of the BFAA, with augmentation of bypass flows potentially varying by month, week, or shorter intervals, has yet to be determined. Regardless, the model outputs indicate clearly that rates of downstream passage survival will be higher for any fish passed upstream under the Opal Springs Fish Passage and Protection Plan than would be the case if the fish were passed upstream absent the Plan.

**Table 2. Results of DMM model simulations of survival rates per fish passed at the OSHP given the existing project configuration. Fallback percentages for adult migrants are as identified in table headings. These results should be viewed as structured hypotheses.**

Bypass effective-ness	Adult MCR Steelhead				Adult Chinook Salmon			CR Bull Trout			
	Fallback @0.05	Fallback @0.10	Fallback @0.15	Kelts	Fallback @0.05	Fallback @0.10	Fallback @0.15	Fallback @0.05	Fallback @0.10	Fallback @0.15	Emigrants
1	0.986	0.971	0.957	0.718	0.985	0.969	0.954	0.993	0.985	0.978	0.777
2	0.986	0.972	0.957	0.726	0.985	0.969	0.954	0.993	0.985	0.978	0.779
3	0.986	0.972	0.958	0.731	0.985	0.969	0.954	0.993	0.985	0.978	0.781
4	0.986	0.972	0.958	0.735	0.985	0.970	0.954	0.993	0.985	0.978	0.782
5	0.986	0.972	0.958	0.738	0.985	0.970	0.954	0.993	0.985	0.978	0.783
6	0.986	0.972	0.959	0.740	0.985	0.970	0.954	0.993	0.986	0.978	0.784
7	0.986	0.973	0.959	0.742	0.985	0.970	0.955	0.993	0.986	0.978	0.785
8	0.986	0.973	0.959	0.744	0.985	0.970	0.955	0.993	0.986	0.978	0.785
9	0.986	0.973	0.959	0.745	0.985	0.970	0.955	0.993	0.986	0.978	0.786
10	0.986	0.973	0.959	0.746	0.985	0.970	0.955	0.993	0.986	0.978	0.786
11	0.986	0.973	0.959	0.748	0.985	0.970	0.955	0.993	0.986	0.978	0.787
12	0.986	0.973	0.959	0.749	0.985	0.970	0.955	0.993	0.986	0.978	0.787
13	0.986	0.973	0.959	0.749	0.985	0.970	0.955	0.993	0.986	0.978	0.787
14	0.986	0.973	0.959	0.750	0.985	0.970	0.955	0.993	0.986	0.978	0.787
15	0.986	0.973	0.959	0.751	0.985	0.970	0.955	0.993	0.986	0.979	0.788
16	0.986	0.973	0.959	0.752	0.985	0.970	0.955	0.993	0.986	0.979	0.788
17	0.987	0.973	0.960	0.752	0.985	0.970	0.955	0.993	0.986	0.979	0.788
18	0.987	0.973	0.960	0.753	0.985	0.970	0.955	0.993	0.986	0.979	0.788
19	0.987	0.973	0.960	0.753	0.985	0.970	0.955	0.993	0.986	0.979	0.789
20	0.987	0.973	0.960	0.754	0.985	0.970	0.955	0.993	0.986	0.979	0.789

**Table 3. Results of DMM model simulations of survival rates per fish passed at the OSHP under implementation of the Opal Springs Fish Passage and Enhancement Plan (DVWD 2011). Fallback percentages for adult migrants are as identified in table headings. These results should be viewed as structured hypotheses.**

Bypass effective-ness	Adult MCR Steelhead				Adult Chinook Salmon			CR Bull Trout			
	Fallback @0.05	Fallback @0.10	Fallback @0.15	Kelts	Fallback @0.05	Fallback @0.10	Fallback @0.15	Fallback @0.05	Fallback @0.10	Fallback @0.15	Emigrants
1	0.987	0.974	0.961	0.755	0.986	0.972	0.958	0.993	0.987	0.980	0.801
2	0.988	0.977	0.965	0.783	0.987	0.974	0.961	0.994	0.988	0.982	0.820
3	0.989	0.978	0.967	0.802	0.988	0.976	0.964	0.994	0.989	0.983	0.833
4	0.990	0.980	0.970	0.817	0.989	0.978	0.967	0.995	0.990	0.984	0.845
5	0.990	0.981	0.971	0.829	0.990	0.979	0.969	0.995	0.990	0.985	0.855
6	0.991	0.982	0.973	0.839	0.990	0.980	0.971	0.995	0.991	0.986	0.864
7	0.991	0.983	0.974	0.848	0.991	0.981	0.972	0.996	0.991	0.987	0.871
8	0.992	0.984	0.976	0.856	0.991	0.982	0.973	0.996	0.992	0.988	0.878
9	0.992	0.984	0.977	0.863	0.992	0.983	0.975	0.996	0.992	0.988	0.884
10	0.993	0.985	0.978	0.869	0.992	0.984	0.976	0.996	0.992	0.989	0.889
11	0.993	0.986	0.979	0.874	0.992	0.984	0.977	0.996	0.993	0.989	0.894
12	0.993	0.986	0.979	0.879	0.993	0.985	0.978	0.997	0.993	0.990	0.898
13	0.993	0.987	0.980	0.884	0.993	0.986	0.978	0.997	0.993	0.990	0.902
14	0.994	0.987	0.981	0.888	0.993	0.986	0.979	0.997	0.994	0.990	0.906
15	0.994	0.988	0.981	0.891	0.993	0.987	0.980	0.997	0.994	0.991	0.909
16	0.994	0.988	0.982	0.895	0.994	0.987	0.981	0.997	0.994	0.991	0.912
17	0.994	0.988	0.983	0.898	0.994	0.987	0.981	0.997	0.994	0.991	0.915
18	0.994	0.989	0.983	0.900	0.994	0.988	0.982	0.997	0.994	0.991	0.917
19	0.994	0.989	0.983	0.903	0.994	0.988	0.982	0.997	0.994	0.992	0.920
20	0.995	0.989	0.984	0.906	0.994	0.988	0.983	0.997	0.995	0.992	0.922

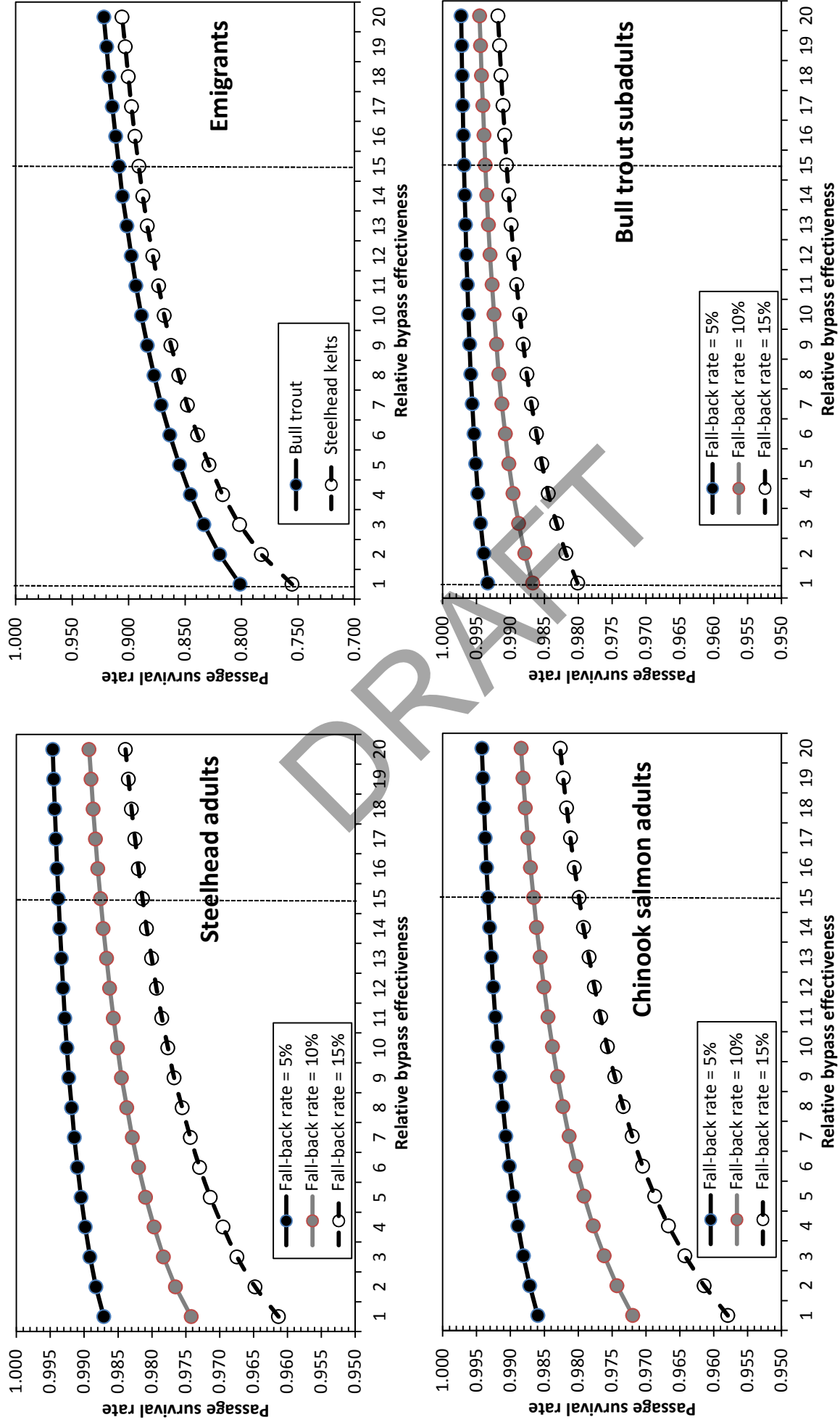


Figure 4. DMM estimates of passage survival rates for steelhead (adults and kelts), spring Chinook salmon (adults), and migratory bull trout (subadults and emigrant adults) at the OSHP.

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CH2M Hill. 2014. Opal Springs Hydroelectric Project pool raise and fish passage improvements, 99% supporting design report. Consultant report to the Deschutes Valley Water District, Culver, Oregon. CH2M Hill, Portland, Oregon. July 2014.

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### TECHNICAL MEMORANDUM

To: Gary Lytle, Deschutes Valley Water District, Culver, Oregon  
 From: C.W. Huntington, CBI Sr. Aquatic Biologist  
 Subject: Analysis of potential entrainment or spillway mortality of large salmonids at the OSHP  
 Date: 20 August 2015

The following memorandum describes the methods and results of a preliminary analysis of potential mortality for large salmonids passing downstream at the Opal Springs Hydroelectric Project (OSHP) on the lower Crooked River, Oregon, approximately 0.6 mile above Lake Billy Chinook. The analysis generated survival (or associated mortality) rate estimates for adult Chinook salmon fallback, steelhead fallback, bull trout fallback, emigrating steelhead kelts and emigrating bull trout. The analysis was based on a down-migrant mortality (DMM) model for the OSHP and yielded separate survival rate estimates for the fish just identified under two conditions:

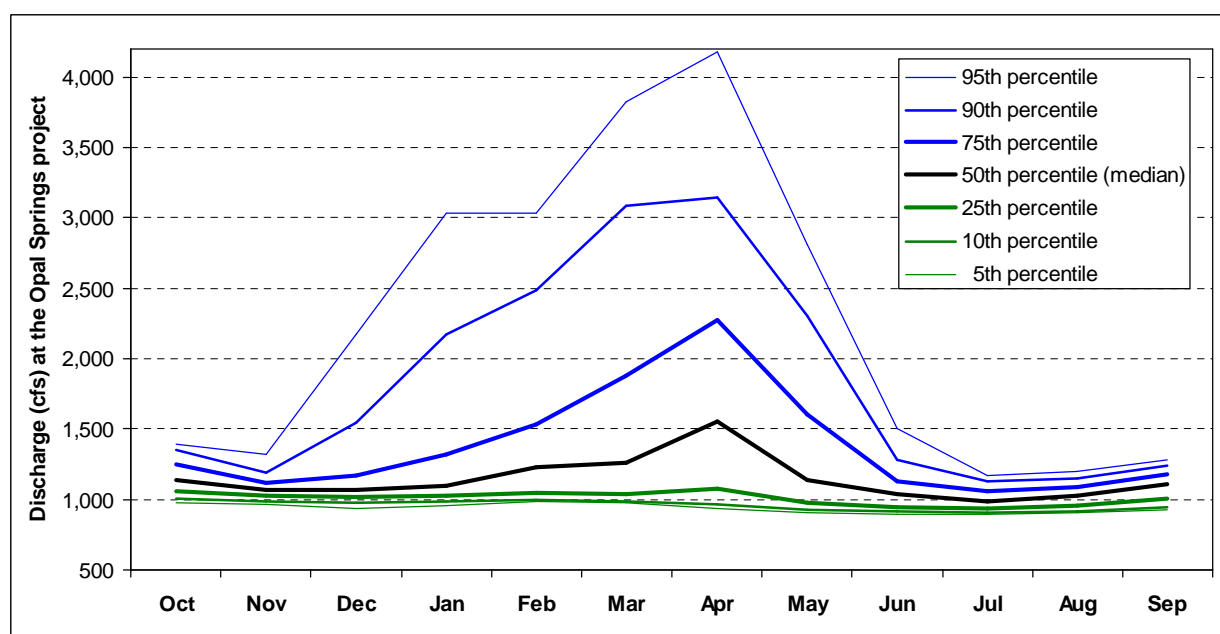
- (1) OSHP as currently configured; and
- (2) a (proposed) new OSHP operating with a 30 cfs fish ladder, an Obermeyer weir maintaining a diversion pool elevation of 2012 feet, a bypass flow accrual account (BF AA) system with a 287 cfs capacity delivery chute, and two bypass gates intended to aid fish passage that will have a combined capacity of 1,498 cfs (see CH2M Hill 2014).

#### The DMM Model

The Opal Springs DMM model has seven basic elements. These include (1) Crooked River discharges for a 53-year historical time series, (2) user-defined patterns of fish emigration, (3) defined size distributions for the fish migrating past the OSHP, (4) a user-influenced relationship between daily discharge and the relative use of routes by which fish can pass the OSHP, (5) fish survival rates for each route of passage, (6) user-defined use of the BF AA system, and (7) automated integration of the other six elements. The model generates a sequence of 53 annual fish survival estimates for hydrologic conditions matching the water year 1962-2014 series. The model allows one to explore the potential consequences of alternative Project configurations or operations (including uses of the BF AA) on fish survival under variable river conditions. Brief descriptions of DMM model elements are given below.

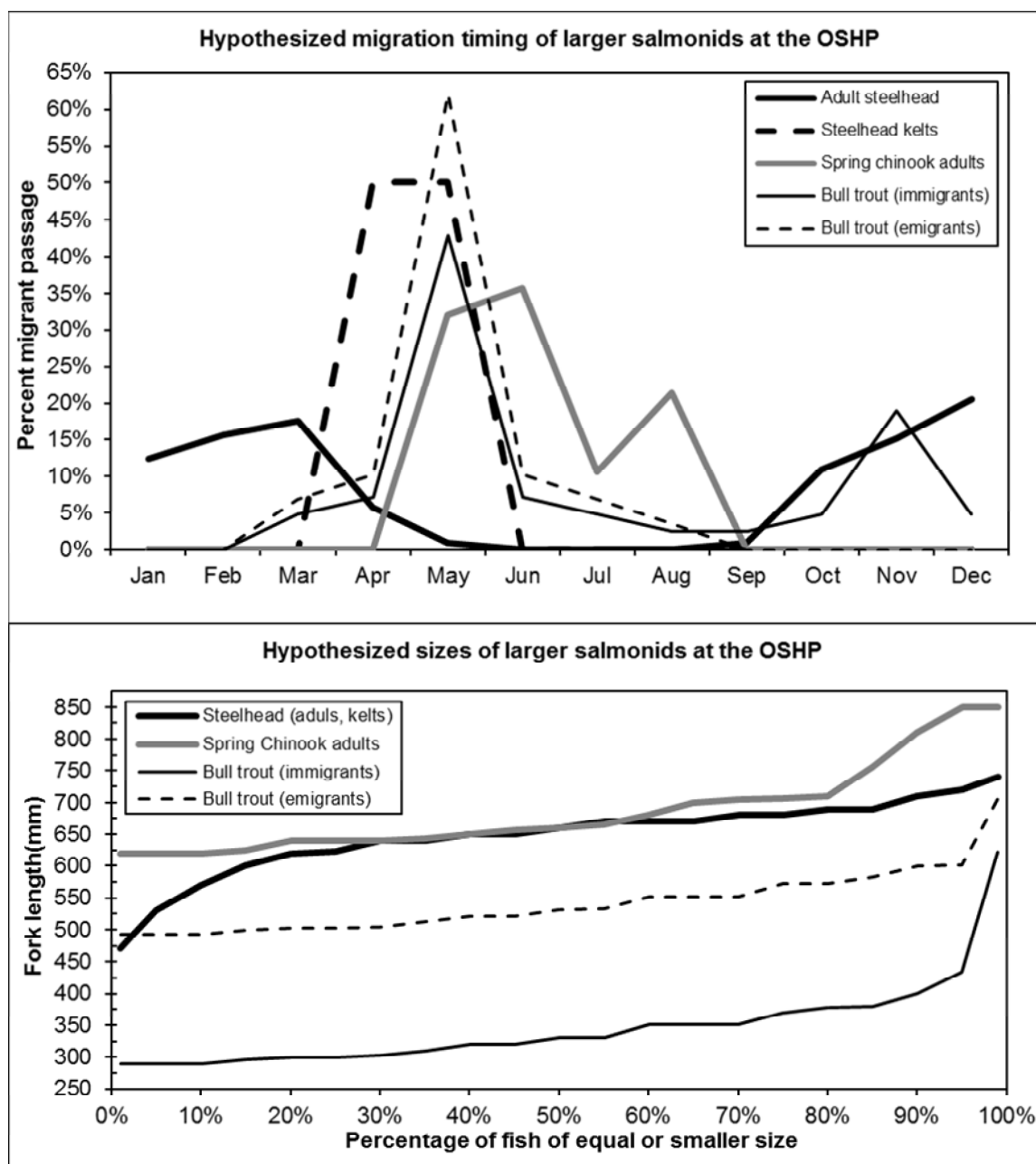
**River discharges.** The DMM model moves emigrating salmonids through the OSHP on a daily time step during a sequence of 53 distinct years, assigning daily fish route selections that are based on the relative volumes of flow passing the project via the powerhouse, the spillway, and whatever bypass routes are available given a specified project configuration. Daily flows at the project (and

upstream) are based on the historical record of discharges in the Crooked River at the Opal Springs gauge (USGS no. 14087400; Figure 1). Daily volumes of flow passing the OSHP via non-powerhouse routes can be made more attractive (or less unattractive) to the fish per unit volume than discharges passing through the powerhouse by adjusting a “bypass effectiveness” setting within the model. This component quantifies the relative (proportional) per-volume effectiveness of surface water passed into the OSHP bypass reach at attracting and passing down-migrant fish when compared to water drawn through the project intake and through the powerhouse. The setting can be adjusted incrementally to test the hypothetical influence of changes in bypass discharges on fish survival rates. It also will allow the DMM model to be fitted to future data on the routes selected by fish passing the OSHP. Model runs for large salmonids have included incremental adjustments of “bypass effectiveness” settings ranging from 1 to 20, to account for the strength of fish attraction to water discharged into the bypass or to the relative avoidance of fish to water drawn through the Project intake. A setting of “2” for bypass effectiveness would mean that at any given time, each cubic foot of water passing into the bypass via an accessible route would be twice as likely to pass a fish downstream as would a cubic foot of water diverted to the powerhouse.



**Figure 1. Seasonal (monthly) exceedances for daily discharges in the Crooked River at the OSHP during water years 1962-2014, based on data from the USGS gauge below Opal Springs (gauge no. 14087400).**

**Fish migration timing and size at the OSHP.** Annual survival rates for migrant salmonids at the OSHP are influenced in the DMM model by migration timing and fish size at the project. The model assumes daily passage of a percentage of the total annual migration of a given type of fish, with the exact percentage based on user-defined seasonal (monthly) fractions of annual migration that the model adjusts to daily fish passage at OSHP on the basis of daily discharges estimated for Crooked River above the lower canyon (which begins near the Highway 97 bridge) and a sensitivity factor that makes the population of emigrants within a given month more or less sensitive to river flows from the upper watershed as a migratory cue. Seasonal patterns of migration assumed in the current analysis are given in Figure 2, with bull trout emigration hypothesized to occur from March through August. The flow sensitivity factor was set to “1”, a value at the low end of the range and one that would seem reasonable for the analyses performed.



**Figure 2. Estimated migration timing (top) and size (bottom) for adult summer steelhead and kelts, adult spring Chinook, and bull trout, at the OSHP. These estimates were based on recent data plus specific hypotheses about migratory bull trout that forage in the Crooked River watershed.**

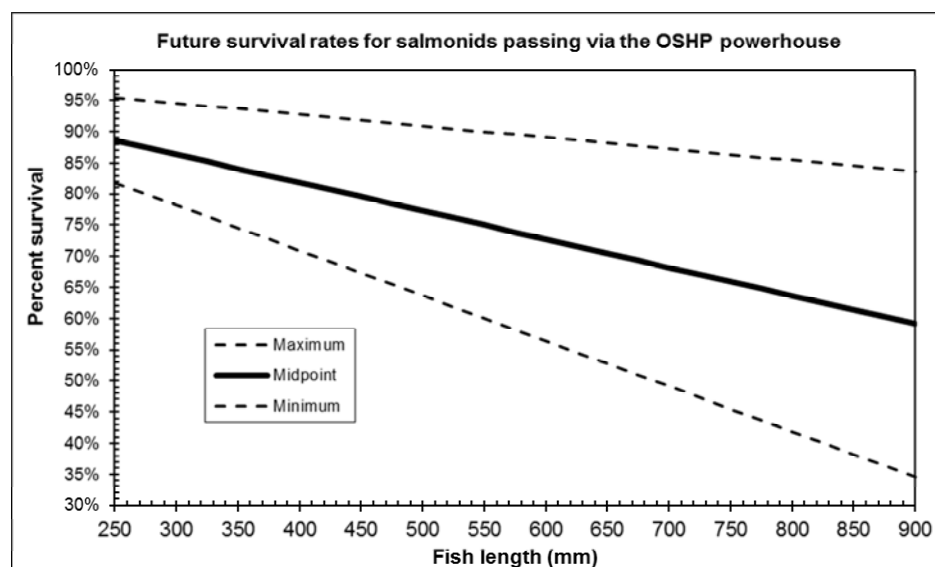
Size distributions the model assumes for each species of fish migrating through the OSHP are based on data available from the lower Crooked River (Figure 2). These distributions should be viewed as first-approximations that can be refined as additional monitoring data are collected at the project during the next decade or so. These distributions have no effect within the model on fish migration timing or passage route selection, but have a significant effect on the size-dependent survival rates of fish that pass the OSHP via the powerhouse. The size distributions assumed for bull trout account for large adult fish that have been seen in the OSHP bypass but that have not passed upstream, to account for the possibility that such fish may pass upstream in the future. I have hypothesized that bull trout will emigrate back toward their natal waters in the Metolius system during March-August after growing

at 0.45 mm/d upstream of the OSHP (a rate documented elsewhere for migratory Metolius bull trout, per P. Lickwar, USFWS, Bend, OR) and that emigration will occur after an average 6 months (183 d) for adult fish that pass upstream during fall and after an average 15 months (449 d) for fish that pass upstream as smaller subadults. The duration of upstream residency assumed for bull trout that first pass the OSHP as subadults (mean length = 332 mm) was that required for them to grow to match observed sizes of 5 year-old adults returning toward the Metolius watershed from other productive waters having near-optimal temperatures for growth by the species (mean length = 534 mm).

**Powerhouse survival.** Survival rates the DMM model applies to steelhead adults (including kelts), adult spring Chinook, and bull trout sub-adults or adults, passing through the OSHP powerhouse are based on a published turbine-strike model for Kaplan turbines developed by Franke et al. (1997) and adjusted by R2 Resources (2008) to account for uncertainty in the Lambda parameter. A separate weighted average rate is used for each species and lifestage, with each average based on the adjusted Franke Model and length distributions for the fish (per Figure 2). Project-specific parameters used in the model are given below, followed by graphical and tabular summaries of model results for powerhouse survival rates given the old and (proposed) new configurations of the OSHP (Figure 3; Table 1).

**Parameters used in the Franke Model**

- N = number of turbine blades = 5
- L = fish length = species-specific distributions characterized in Figure 2
- D = turbine diameter (m) = 3.0
- $Q_{wd}$  = discharge coefficient = 0.1203
- Q = turbine flow rate (m<sup>3</sup>/s) = 51.01, a mid-range flow
- W = rotational speed = 15.708
- $a_a$  = 0.701015 (old), 0.77297 (new)
- $E_{wd}$  = energy coefficient = 0.0606 (old), 0.07004 (new)
- H = net head (m) = 13.720 (old), 15.854 (new)
- N = turbine efficiency = 80%
- $r/R$  = 0.75



**Figure 3. Estimated future survival rates for larger salmonids that pass the OSHP via the powerhouse.**

**Table 1. Mid-point, maximum, and minimum estimates of the future aggregate survival rates of larger salmonids passing through the OSHP powerhouse, estimated using the Franke et al. (1997) model as modified by R2 Resources (2008). The mid-point estimates are “best estimates”. Actual powerhouse survival rates will decline with increasing fish length and fall within the given ranges (between maximum and minimum values).**

Fish	Estimated aggregate survival rates		
	Mid-point	Maximum	Minimum
Steelhead (adults and kelts)	70.6%	88.2%	52.9%
Spring Chinook (adults)	68.7%	87.5%	49.9%
Bull trout (immigrants)	84.3%	93.7%	74.9%
Bull trout (emigrants)	75.2%	90.1%	60.4%

**Spillway survival.** Survival rates for larger fish passing over unimproved sections of the OSHP spillway are assigned by the DMM model on the basis of mean daily spillway discharge and a step-function that assumes a set percentage of direct fish mortality from physical injuries occurs whenever discharges through these sections are at levels likely to pass fish (approximately 300 cfs, a 20-24 cm veil of water spilling over the top). The function maintains a constant rate of survival at all higher discharges over unimproved sections of spillway.

A more complex function for the relationship between spillway discharge and smolt mortality was considered, but the simple step-function approach was adopted after considering probable causes of physical injury at this location. A fraction of the fish passing downstream via this route when spillway discharges are modest will likely suffer lethal injuries caused predominantly by high impact velocities near the base of the flashboards or new Obermeyer weir. However, as discharge rates over the spillway increase, the predominant source of physical injury and mortality will likely shift from high impact velocities near the boards or Obermeyer to high-velocity contact with the rough surface of the spillway. The specific range of discharges over which this spatial shift will occur is uncertain. However for the purpose of the DMM model it seemed reasonable to assume that the aggregate mortality rate remained constant.

Studies of physical injuries to salmonids passing other low-head (<50 ft) dams via non-turbine routes (spillways, fish chutes and bypasses) have found variable rates of passage mortality (RMC 1992; Karchesky et al. 2008; Heisey et al. 2008), with higher rates associated with routes having more natural or roughened surfaces, or exposed debris (Normandeau Associates 1995; Karchesky et al. 2009). Given the irregular and roughened surface of the unimproved OSHP spillway, I assumed a seven percent rate of injury-related mortality for salmonids passing via this route.

**Bypass survival.** Given the (proposed) new configuration, down-migrant fish bypassing the OSHP powerhouse will do so via a new fish ladder, the 257 cfs capacity BFAA fish chute, or one of two bypass gates that together will have a combined capacity of 1,498 cfs. As currently parameterized, the DMM model applies a 98% survival rate to steelhead adults or kelts and to adult spring Chinook passing the OSHP via these routes. Because of their generally smaller size, a 99% survival rate is applied to sub-adult and adult bull trout.

**Project operations, including management of the BFAA system.** The DMM model is structured to allow user-defined adjustments to how the OSHP is operated over the 53-year period of analysis. For the analysis reported here I assumed that the “old” Project was configured and operated much as it has been for the last few decades. I also assumed for a “new” Project that all weir gates on bypass routes would be operated to minimize spill over the central Obermeyer weir and that the BFAA would be managed under a strategy of constant and equal daily augmentation of bypass flows until or unless flows into the bypass were already 250 cfs. Bypass flows greater than 250 cfs occurred only when forced by river discharge. In order to account for changes in BFAA water availability that are likely to occur at 5-6 year intervals in the near future, I ran the DMM model three times assuming each of three levels of water availability for bypass flow augmentation, as per DVWD (2011) and CH2M Hill (2014). The runs assumed the BFAA would be used to augment bypass flows by 32.95 cfs, 46.19 cfs, or 59.38 cfs, every day of the year. Daily bypass flows included these levels of BFAA-based augmentation, OSHP’s 50 cfs minimum conservation discharge (30 cfs of which will pass down the new fish ladder), and discharges beyond the Project’s future operating capacity (estimated at 1,600 cfs). When the analytical results were summarized, outcomes for the first of the three levels of bypass flow augmentation were weighted by a factor of 3, those for the second by a factor of 2, and those for the third by a factor of 1. This accounted for the probability that the differing levels of BFAA-based flow augmentation would actually be experienced, and in how many of the 5-6 year periods they might be experienced.

## **Modeling Results**

Results of the DMM model runs, based on the parameterization outlined in this memo, including an assumption of mid-range turbine survival per the adjusted Franke Model, are summarized in Tables 2 and 3, and Figure 4. These results should be viewed as structured hypotheses given that (1) there have not been site-specific fish passage studies at the OSHP and (2) the actual seasonal pattern of use of the BFAA, with augmentation of bypass flows potentially varying by month, week, or shorter intervals, has yet to be determined. Regardless, the model outputs indicate clearly that rates of downstream passage survival will be higher for any fish passed upstream under the Opal Springs Fish Passage and Protection Plan than would be the case if the fish were passed upstream absent the Plan.

**Mortality of Adult Steelhead.** Under the Plan, rates of mortality for adult steelhead that attempt to pass downstream at the OSHP will be reduced relative to the current situation. If “bypass effectiveness” is high, there may be a significant reduction in steelhead kelt mortality.

**Mortality of Adult Spring Chinook Salmon.** Under the Plan, rates of mortality for adult spring Chinook that fall back at the OSHP will be reduced relative to the current situation. If “bypass effectiveness” is high, there may be a significant reduction in the mortality rates of Chinook that fall back after passing upstream at the Project.

**Bull Trout Mortality.** Given the specific passage timing, size distributions, and rates of downstream passage survival simulated for bull trout, if one assumes passage route selection will be directly proportional to flow (i.e., bypass effectiveness = 1) and that once passed upstream the fish will experience a 65% annual survival rate (0.9988/d; midway between 0.50/yr in Lake Billy Chinook [Beachamp and Van Tassell 1999], and 0.80/yr under ideal unfished conditions [Post et al. 2003]), it becomes possible to estimate the proportion of foraging bull trout that might suffer downstream passage mortality at the OSHP.

**Table 2. Results of DMM model simulations of survival rates per fish passed at the OSHP given the existing project configuration. Fallback percentages for adult migrants are as identified in table headings. These results should be viewed as structured hypotheses.**

Bypass effective-ness	Adult MCR Steelhead				Adult Chinook Salmon			CR Bull Trout			
	Fallback @ 5%	Fallback @ 10%	Fallback @ 15%	Kelts	Fallback @ 5%	Fallback @ 10%	Fallback @ 15%	Fallback @ 5%	Fallback @ 10%	Fallback @ 100%	Emigrants
1	0.986	0.971	0.957	0.718	0.985	0.969	0.954	0.992	0.985	0.845	0.758
2	0.986	0.972	0.957	0.726	0.985	0.969	0.954	0.992	0.985	0.846	0.762
3	0.986	0.972	0.958	0.731	0.985	0.969	0.954	0.992	0.985	0.847	0.764
4	0.986	0.972	0.958	0.735	0.985	0.970	0.954	0.992	0.985	0.848	0.766
5	0.986	0.972	0.958	0.738	0.985	0.970	0.954	0.992	0.985	0.849	0.768
6	0.986	0.972	0.959	0.740	0.985	0.970	0.954	0.992	0.985	0.849	0.769
7	0.986	0.973	0.959	0.742	0.985	0.970	0.955	0.992	0.985	0.849	0.770
8	0.986	0.973	0.959	0.744	0.985	0.970	0.955	0.993	0.985	0.850	0.771
9	0.986	0.973	0.959	0.745	0.985	0.970	0.955	0.993	0.985	0.850	0.772
10	0.986	0.973	0.959	0.746	0.985	0.970	0.955	0.993	0.985	0.850	0.772
11	0.986	0.973	0.959	0.748	0.985	0.970	0.955	0.993	0.985	0.851	0.773
12	0.986	0.973	0.959	0.749	0.985	0.970	0.955	0.993	0.985	0.851	0.773
13	0.986	0.973	0.959	0.749	0.985	0.970	0.955	0.993	0.985	0.851	0.774
14	0.986	0.973	0.959	0.750	0.985	0.970	0.955	0.993	0.985	0.851	0.774
15	0.986	0.973	0.959	0.751	0.985	0.970	0.955	0.993	0.985	0.851	0.775
16	0.986	0.973	0.959	0.752	0.985	0.970	0.955	0.993	0.985	0.851	0.775
17	0.987	0.973	0.960	0.752	0.985	0.970	0.955	0.993	0.985	0.851	0.775
18	0.987	0.973	0.960	0.753	0.985	0.970	0.955	0.993	0.985	0.852	0.776
19	0.987	0.973	0.960	0.753	0.985	0.970	0.955	0.993	0.985	0.852	0.776
20	0.987	0.973	0.960	0.754	0.985	0.970	0.955	0.993	0.985	0.852	0.776

**Table 3. Results of DMM model simulations of survival rates per fish passed at the OSHP under implementation of the Opal Springs Fish Passage and Enhancement Plan (DVWD 2011). Fallback percentages for adult migrants are as identified in table headings. These results should be viewed as structured hypotheses.**

Bypass effective-ness	Adult MCR Steelhead				Adult Chinook Salmon			CR Bull Trout			
	Fallback @ 5%	Fallback @ 10%	Fallback @ 15%	Kelts	Fallback @ 5%	Fallback @ 10%	Fallback @ 15%	Fallback @ 5%	Fallback @ 10%	Fallback @ 100%	Emigrants
1	0.987	0.974	0.961	0.755	0.986	0.972	0.958	0.993	0.986	0.862	0.787
2	0.988	0.977	0.965	0.783	0.987	0.974	0.961	0.994	0.987	0.875	0.808
3	0.989	0.978	0.967	0.802	0.988	0.976	0.964	0.994	0.988	0.884	0.824
4	0.990	0.980	0.970	0.817	0.989	0.978	0.967	0.995	0.989	0.892	0.837
5	0.990	0.981	0.971	0.829	0.990	0.979	0.969	0.995	0.990	0.899	0.848
6	0.991	0.982	0.973	0.839	0.990	0.980	0.971	0.995	0.990	0.905	0.857
7	0.991	0.983	0.974	0.848	0.991	0.981	0.972	0.995	0.991	0.909	0.866
8	0.992	0.984	0.976	0.856	0.991	0.982	0.973	0.996	0.991	0.914	0.873
9	0.992	0.984	0.977	0.863	0.992	0.983	0.975	0.996	0.992	0.918	0.879
10	0.993	0.985	0.978	0.869	0.992	0.984	0.976	0.996	0.992	0.921	0.884
11	0.993	0.986	0.979	0.874	0.992	0.984	0.977	0.996	0.992	0.924	0.889
12	0.993	0.986	0.979	0.879	0.993	0.985	0.978	0.996	0.993	0.927	0.894
13	0.993	0.987	0.980	0.884	0.993	0.986	0.978	0.997	0.993	0.930	0.898
14	0.994	0.987	0.981	0.888	0.993	0.986	0.979	0.997	0.993	0.933	0.902
15	0.994	0.988	0.981	0.891	0.993	0.987	0.980	0.997	0.994	0.935	0.905
16	0.994	0.988	0.982	0.895	0.994	0.987	0.981	0.997	0.994	0.937	0.909
17	0.994	0.988	0.983	0.898	0.994	0.987	0.981	0.997	0.994	0.939	0.912
18	0.994	0.989	0.983	0.900	0.994	0.988	0.982	0.997	0.994	0.941	0.914
19	0.994	0.989	0.983	0.903	0.994	0.988	0.982	0.997	0.994	0.942	0.917
20	0.995	0.989	0.984	0.906	0.994	0.988	0.983	0.997	0.994	0.944	0.919

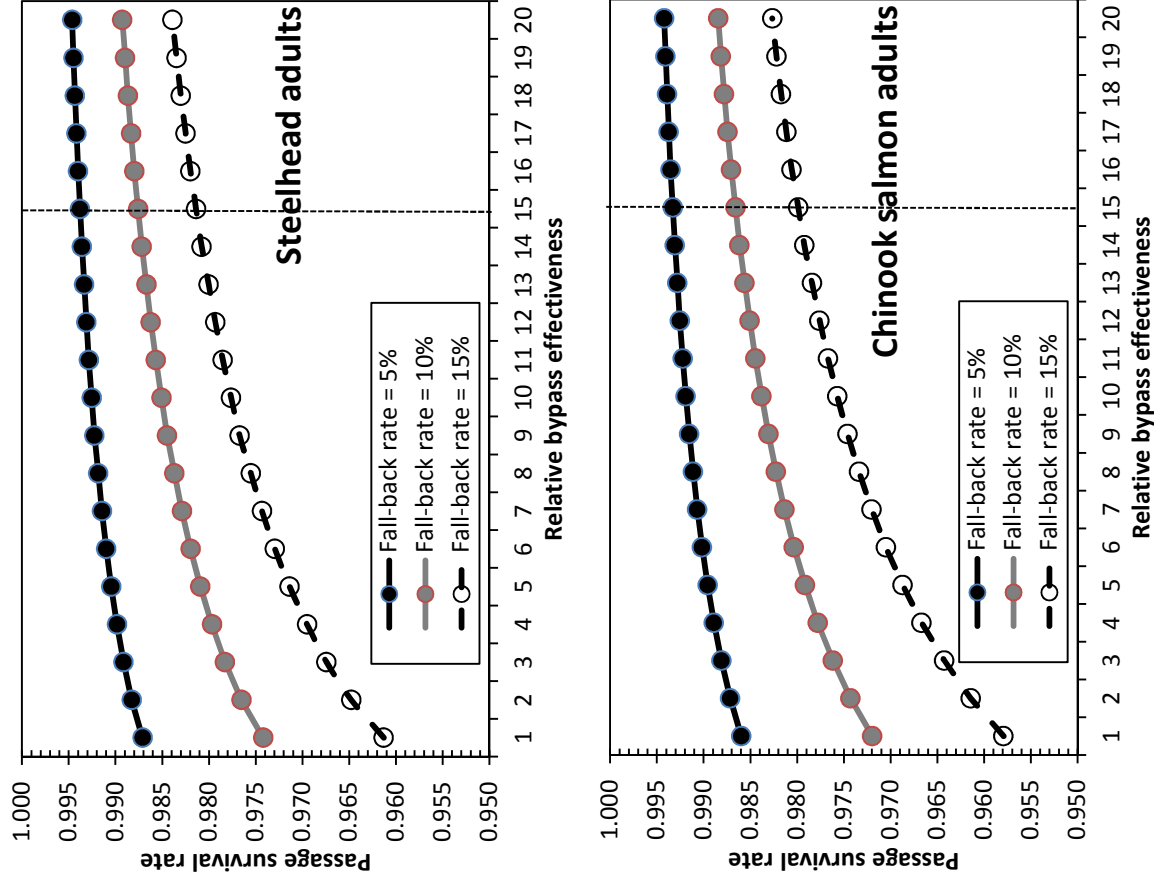


Figure 4. DMM estimates of passage survival rates for steelhead (adults and kelts), spring Chinook salmon (adults), and migratory bull trout (subadults and emigrant adults) at the OSHP.



Given the assumptions made above, if all bull trout passed upstream at the OSHP immediately reverse course and head downstream, an estimated 13.8% of them might perish on their way back to the lower-most Crooked River (Table 3). This unlikely scenario would probably cause bull trout the greatest level of Project-induced mortality, because increases in down-migrant mortality rates associated with the greater size of fish that forage upstream are likely to be more than offset by reductions in down-migrant abundance caused by natural mortality prior to emigration. At the other extreme, absent fallback at the OSHP, those bull trout passing upstream would survive at an average 60.2% rate prior to emigration at the sizes assumed in my DMM modeling. If there is no fallback, and since emigrant bull trout are estimated here as being likely to have an aggregate 21.3% mortality rate at the Project if bypass effectiveness is 1 (see Table 3), about 12.8% ( $0.602 \times 0.213$ ) of the fish passed upstream might perish passing back downstream.

If bypass effectiveness is 1, the 12.8% and 13.8% estimates just given for bull trout passage mortality at the OSHP are at the low and high ends of what my DMM modeling suggests are the range of most-probable outcomes. These mortality rates equate to about 13 to 14 fish per 100 bull trout that pass upstream.

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### TECHNICAL MEMORANDUM

To: Finlay Anderson, McMillen Jacobs Associates

From: C.W. Huntington, CBI Sr. Aquatic Biologist

Subject: Analysis of potential smolt mortality at the Opal Springs Hydroelectric Project

Date: 15 June 2015

The following memorandum describes the methods and results of a preliminary analysis of potential smolt mortality at the Opal Springs Hydroelectric Project (OSHP) on the lower Crooked River, Oregon, approximately 0.6 mile above Lake Billy Chinook. The analysis was based on a down-migrant mortality (DMM) model for the OSHP and yielded separate estimates for steelhead and spring Chinook smolt losses that might occur under two conditions:

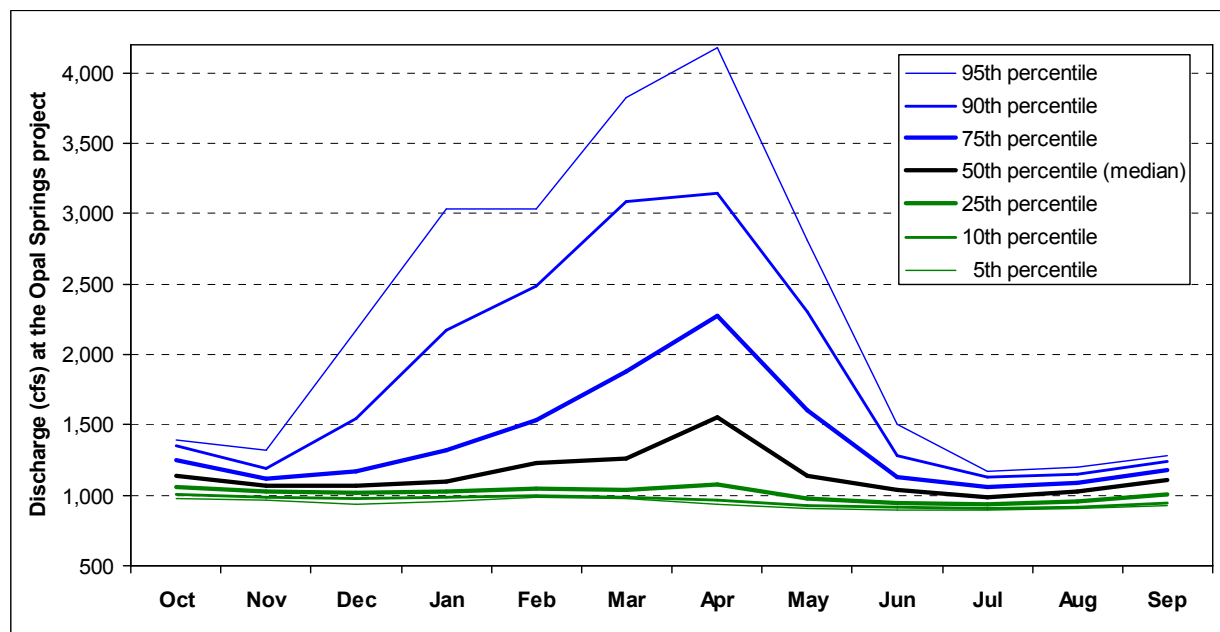
- (1) OSHP as currently configured; and
- (2) a (proposed) new OSHP operating with a 30 cfs fish ladder, an Obermeyer weir maintaining a diversion pool elevation of 2012 feet, a bypass flow accrual account (BFAA) system with a 287 cfs capacity delivery chute, and two bypass gates intended to aid fish passage that will have a combined capacity of 1,498 cfs (see CH2M Hill 2014).

#### The DMM Model

The Opal Springs DMM model has seven basic elements. These include (1) Crooked River discharges for a 53-year historical time series, (2) user-defined patterns of smolt emigration, (3) defined size distributions for the smolts migrating past the OSHP, (4) a user-influenced relationship between daily discharge and the relative use of routes by which smolts can pass the OSHP, (5) smolt survival rates for each route of passage, (6) user-defined use of the BFAA system, and (7) automated integration of the other six elements. The model generates a sequence of 53 annual smolt survival estimates for hydrologic conditions matching the water year 1962-2014 series. The model allows one to explore the potential consequences of alternative Project configurations or operations (including uses of the BFAA) on smolt survival under variable river conditions. Brief descriptions of DMM model elements are given below.

**River discharges.** The DMM model moves emigrating salmonids through the OSHP on a daily time step during a sequence of 53 distinct years, assigning daily fish route selections that are based on the relative volumes of flow passing the project via the powerhouse, the spillway, and whatever bypass routes are available given a specified project configuration. Daily flows at the project (and upstream) are based on the historical record of discharges in the Crooked River at the Opal Springs

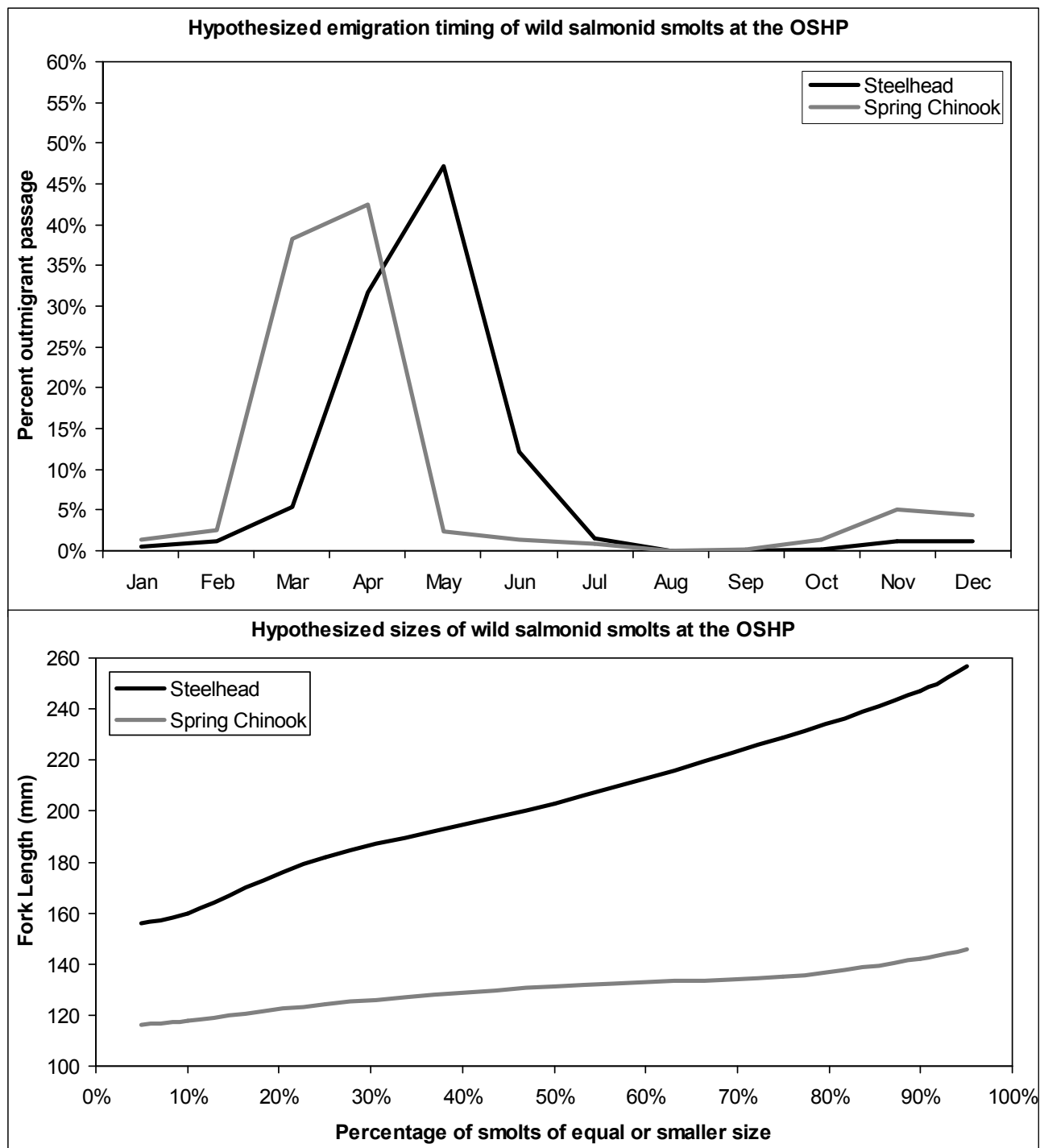
gauge (USGS no. 14087400; Figure 1). Daily volumes of flow passing the OSHP via non-powerhouse routes can be made more attractive (or less unattractive) to the fish per unit volume than discharges passing through the powerhouse by adjusting a “flow effectiveness” setting within the model. This component may allow the DMM model to be fitted to future data on the routes selected by fish passing the OSHP, but the few model runs performed to date have relied on a neutral “flow effectiveness” setting (i.e., fish route selection equals the relative flow distribution among passage routes at the OSHP).



**Figure 1. Seasonal (monthly) exceedances for daily discharges in the Crooked River at the OSHP during water years 1962-2014, based on data from the USGS gauge below Opal Springs (gauge no. 14087400).**

**Smolt emigration timing and size at the OSHP.** Annual survival rates for summer steelhead and spring Chinook salmon smolts at the OSHP are influenced in the DMM model by emigration timing and smolt size, as they will be at the project. The model assumes daily passage of a percentage of the total annual emigration of smolts for each species, with the exact percentage based on user-defined seasonal (monthly) fractions of annual emigration that the model adjusts to daily fish passage at OSHP on the basis of daily discharges estimated for Crooked River above the lower canyon (which begins near the Highway 97 bridge) and a sensitivity factor that makes the smolt population emigrating from upstream areas more or less sensitive to river flows as a migratory cue. Seasonal patterns of emigration assumed in the current analysis are given in Figure 2. The flow sensitivity factor was set to “1”, a value at the lower end of the range that would seem reasonable for the system.

Size distributions the model assumes for each species of anadromous salmonid emigrating through the OSHP are based on data available from the Crooked River and other relevant waterbodies in the Deschutes Basin (Figure 2). These distributions should be viewed as first-approximations that can be refined when monitoring data are collected at the project during the next decade or so. These distributions have no effect within the model on fish migration timing or passage route selection, but have a significant effect on the size-dependent survival rates of smolts that pass the OSHP via the powerhouse.



**Figure 2.** *Estimated future emigration timing (top) and size (bottom) for summer steelhead and spring Chinook salmon smolts at the OSHP. Estimates of timing were based on species-specific data from the Crooked River itself (M. Hill, PGE, pers comm.), the Pelton-Round Butte hydro-complex (Newton 1973; Lewis 2005), and from other Deschutes River tributaries (Montgomery 1955; Burck 1981; Nelson 2008).*

**Powerhouse survival.** Survival rates the DMM model applies to summer steelhead and spring Chinook salmon smolts passing through the OSHP powerhouse are based on a published turbine-strike model for Kaplan turbines developed by Franke et al. (1997) and recently adjusted by R2 Resources (2008) to account for uncertainty in the Lambda parameter. A separate weighted average rate is used for each species, with each average based on the adjusted Franke Model and hypothesized length distributions for smolts emigrating from the Crooked River (per Figure 2). Project-specific parameters used in the model are given below, followed by a summary of model results for the old and (proposed) new configuration of the OSHP (Table 1).

**Parameters used in the Franke Model**

- N = number of turbine blades = 5
- L = fish length = species-specific distributions characterized in Figure 2
- D = turbine diameter (m) = 3.0
- $Q_{wd}$  = discharge coefficient = 0.1203
- Q = turbine flow rate (m<sup>3</sup>/s) = 51.01, a mid-range flow
- W = rotational speed = 15.708
- $a_a$  = 0.701015 (old), 0.77297 (new)
- $E_{wd}$  = energy coefficient = 0.0606 (old), 0.07004 (new)
- H = net head (m) = 13.720 (old), 15.854 (new)
- N = turbine efficiency = 80%
- $r/R$  = 0.75

***Table 1. Point estimates and potential ranges (in parentheses) for the survival rates of salmonid smolts passing through the OSHP powerhouse, estimated using the Franke et al. (1997) model as modified for uncertainty in the Lambda parameter by R2 Resources (2008). The mid-range point estimates given should be viewed as hypotheses, with true powerhouse survival rates almost certain to fall within the given ranges.***

Project	Size percentile	Steelhead		Spring Chinook	
		Length (mm)	Percent survival	Length (mm)	Percent survival
Existing	5	156	91.8 (87.2-96.3)	116	93.0 (89.3-96.7)
	10	160	91.7 (87.0-96.3)	118	92.9 (89.2-96.7)
	25	182	91.3 (86.2-96.3)	124	92.7 (88.8-96.6)
	50	203	91.0 (85.6-96.4)	131	92.5 (88.4-96.5)
	75	229	89.8 (83.7-95.9)	135	92.3 (88.2-96.5)
	90	247	89.0 (82.4-95.6)	142	92.1 (87.8-96.4)
	95	257	88.6 (81.7-95.4)	146	92.0 (87.7-96.4)
	<i>Wtd. avg.</i>	---	<i>90.5 (85.0-96.1)</i>	---	<i>92.5 (88.5-96.5)</i>
New	5	156	92.0 (87.5-96.4)	116	93.2 (89.6-96.8)
	10	160	91.9 (87.3-96.4)	118	93.1 (89.5-96.7)
	25	182	91.5 (86.6-96.4)	124	92.9 (89.1-96.7)
	50	203	91.2 (85.9-96.4)	131	92.7 (88.8-96.6)
	75	229	90.1 (84.1-96.0)	135	92.5 (88.5-96.5)
	90	247	89.3 (82.9-95.7)	142	92.3 (88.1-96.5)
	95	257	88.2 (82.2-95.5)	146	92.2 (87.9-96.5)
	<i>Wtd. avg.</i>	---	<i>90.8 (85.4-96.2)</i>	---	<i>92.7 (88.8-96.6)</i>

**Spillway survival.** Survival rates for smolts passing over the general OSHP spillway are assigned by the DMM model on the basis of mean daily spillway discharge and a step-function that assumes a set percentage of direct fish mortality from physical injuries occurs whenever spillway discharges are at levels likely to pass fish (approximately 150 cfs, a 10-12 cm veil of water over flashboards). The function maintains a constant rate of survival at all higher spillway discharges.

A more complex function for the relationship between spillway discharge and smolt mortality was considered, but the simple step-function approach was adopted after considering probable causes of physical injury at this location. A fraction of the fish passing downstream via this route when spillway discharges are modest will likely suffer lethal injuries caused predominantly by high impact velocities near the base of the flashboards or new Obermeyer weir. However, as discharge rates over the spillway increase, the predominant source of physical injury and mortality will likely shift from high impact velocities near the boards or Obermeyer to high-velocity contact with the rough surface of the spillway. The specific range of discharges over which this spatial shift will occur is uncertain, however for the purpose of the DMM model it seemed reasonable to assume that the aggregate mortality rate remained constant.

Several studies of physical injuries to juvenile salmonids passing other low-head (<50 ft) dams via non-turbine routes (spillways, fish chutes and bypasses) have found rates of passage mortality that were typically less than 2 percent (RMC 1992; Karchesky et al. 2008; Heisey et al. 2008). However, slightly higher rates of passage mortality (3-7 percent) have been recorded for routes having more natural or roughened surfaces, or exposed debris (Normandeau Associates 1995; Karchesky et al. 2009). Given the irregular and roughened surface of the OSHP spillway, it seemed reasonable to assume a conservative seven percent rate of injury-related mortality for smolts passing via this route. This was the rate assumed in the modeling exercise described here.

**Bypass survival.** Given the (proposed) new configuration, smolts bypassing the OSHP will do so via a new fish ladder, the 257 cfs capacity BFAA fish chute, or one of two bypass gates that together will have a combined capacity of 1,498 cfs. As currently parameterized, the DMM model applies a 99.5 percent survival rate to smolts passing the OSHP via these routes.

**Project operations, including management of the BFAA system.** The DMM model is structured to allow user-defined adjustments to how the OSHP is operated over the 53-year period of analysis. For the analysis reported here I assumed that the “old” Project was configured and operated much as it has been for the last few decades. I also assumed for a “new” Project that all weir gates on bypass routes would be operated to minimize spill over the central Obermeyer weir and that the BFAA would be managed under a strategy of constant and equal daily augmentation of bypass flows until or unless flows into the bypass were already 250 cfs. Bypass flows greater than 250 cfs occurred only when forced by river discharge. In order to account for changes in BFAA water availability that are likely to occur at 5-6 year intervals in the near future, I ran the DMM model three times assuming each of three levels of water availability as per DVWD (2011) and CH2M Hill (2014). The runs assumed annual use of the BFAA would average 32.95 cfs, 46.19 cfs, and 59.38 cfs. When the analytical results were summarized, outcomes for the first of the three levels of bypass flow augmentation was weighted by a factor of 3, those for the second by a factor of 2, and those for the third by a factor of 1. This accounted for the probability that the discharge levels would actually be experienced, and in how many of the 5-6 year periods they might be experienced.

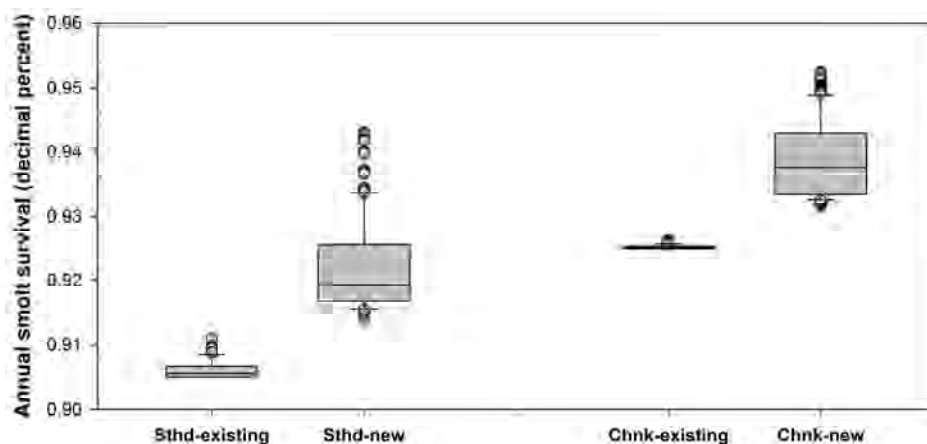
## Modeling Results

Results of the DMM model runs, based on the parameterization outlined in this memo, including an assumption of mid-range turbine survival per the adjusted Franke Model, are summarized in Table 2 and Figure 3. These results should be viewed as structured hypotheses given that there have not been site-specific smolt passage studies at the OSHP and the actual seasonal pattern of use of the BFAA, with augmentation of bypass flows potentially varying by month, week, or shorter intervals, yet to be determined. Regardless, the results make clear it is reasonable to expect higher rates of smolt survival for steelhead and spring Chinook passing the new Project with BFAA operations than would occur under existing conditions.

**Bypass capacity.** After a bit of exploratory analysis my sense is that increases in smolt survival attributable to greater OSHP bypass capacity than is outlined in this memo would be nearly negligible in most years. Unless there are major changes in river hydrology, spills likely to pass fish over the central Obermeyer structure might not occur in even half the years of operation and that when such spills occur they often take place outside the periods of heaviest fish passage at the OSHP.

***Table 2. Results of DMM model simulations of annual smolt survival rates at the OSHP under existing conditions and the proposed (new) Project configuration, assuming mid-range powerhouse survival rates and a hypothesized seven percent rate of spillway mortality. These results should be viewed as structured hypotheses.***

Species	Condition	Annual OSHP smolt survival rate				
		10 <sup>th</sup> - percentile	25 <sup>th</sup> - percentile	50 <sup>th</sup> - percentile	75 <sup>th</sup> - percentile	90 <sup>th</sup> - percentile
Steelhead	existing	90.5%	90.5%	90.6%	90.7%	90.8%
	new	91.6%	91.7%	91.9%	92.6%	93.4%
Spring Chinook	existing	92.5%	92.5%	92.5%	92.5%	92.6%
	new	93.3%	93.3%	93.8%	94.3%	94.9%



***Figure 3. Box-plots of DMM model estimates of 53 annual survival rates for summer steelhead (Sthd) and spring Chinook (Chnk) smolts passing through the existing (old) and proposed (new) OSHP, assuming mid-range powerhouse mortality, a hypothesized 7 percent rate for spillway mortality, and the river discharge patterns seen during water years 1962 through 2014. These results should be viewed as structured hypotheses.***



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RMC Environmental Services (RMC). 1992. Survival of Atlantic salmon smolts passing the Log-Ice sluice at the Wilder Hydroelectric Station, Vermont/New Hampshire. Report prepared for New England Power Company, Westborough, MA.

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**EXHIBIT B**  
**CONSULTATION RECORD**

# OPAL SPRINGS HYDROELECTRIC PROJECT – AMENDMENT CONSULTATION SUMMARY

Item	Date	Name/Entity(s)	Consultation Event	Documentation
1	12/21/2011	DVWD	Filing Initial Consultation Document (ICD)	FERC E-library
2	12/21/2011	DVWD	Announcement of Site Visit and Joint Meeting to be held on February 7, 2012	Attached
3	1/09/2013	DVWD	Communication to CTWS confirming information regarding site visit and public meeting	Attached
4	01/11/2012	USFWS	Comments on suggested alternative facility design (R2 Resources)	Attached, abridged
5	01/13/2012	NMFS	Comments on suggested alternative facility design (R2 Resources)	Attached, abridged
6	01/20/2012	ODFW	Comments on suggested alternative facility design (R2 Resources)	Attached, abridged
7	01/20/2012	DVWD	Notice to FERC of Joint Meeting to be held February 7, 2012	Attached
8	01/23/2012	FERC	Designation of DVWD as non-federal representative for conducting informal consultation with NFMS and USFWS	Attached
9	02/07/2012	DVWD, Parties, Public	Joint Meeting (see FERC E-Library (Accession Number 20120307-0002))	FERC E-library
10	04/03/2012	USFWS	Communication to FERC on ICD and proposed information development to be completed in Stage 2 Consultation	Attached
11	04/03/2012	NMFS	Communication to FERC on ICD and proposed information development to be completed in Stage 2 Consultation	Attached
12	04/04/2012	Public	Presentation public sponsored by Trout Unlimited in Bend, Oregon	Attached
13	04/05/2012	ODFW	Communication to FERC on ICD and proposed information	Attached

Item	Date	Name/Entity(s)	Consultation Event	Documentation
			development to be completed in Stage 2 Consultation	
14	04/06/2012	BLM	Communication to FERC on ICD and proposed information development to be completed in Stage 2 Consultation	Attached
15	4/23/2013	DVWD	Distribution of 60% Design and Supporting Design Report	Available upon request
15	5/1/2013	DVWD, Parties	Meeting to discuss 60% design and provide updates on Project	Attached
17	8/1/2013	DVWD	Distribution of 90% Design and Supporting Design Report	Available upon request
18	8/29/2013	DVWD, Parties	Technical Work Group Meeting to review 90% design and discuss Settlement Agreement Extension	
19	9/29/2013	DVWD	Distribution of final meeting notes on 90% design meeting.	Attached
20	5/3/2014	<ul style="list-style-type: none"> <li>Debra Henry/US Army Corps of Engineers</li> <li>Heidi Hartman/Oregon Division of State Lands</li> <li>Nancy Doran/Oregon Department of Fish and Wildlife</li> </ul>	Site tour in advance of Joint state/federal removal and fill permit. Identification of wetland delineation needs	
21	10/14/2014	Settlement Parties	Amendment #1 to Settlement Agreement, Extending term of Agreement by one year	Attached
22	04/025/2015	BLM	BLM advises DVWD to disregard request for Study B-1 (Invasive Species Investigation)	Attached
23	11/21/2014	Parties	Update meeting at OSHP	Attached
24	05/21/2015	USFWS	Updated Listed Species List for Opal Springs Project Area	Attached
25	05/22/2015	DVWD to Settlement Parties	Discussion of timelines, distribution of Joint Explanatory Statement (JES) and proposed amendments to 2012 Settlement Agreement (modifications for consistency)	Attached, abridged
26	06/24/2015	DVWD to Parties	Finlay Anderson discusses upcoming APEA/BA, requesting agency review within 30 days. Also	Attached

Item	Date	Name/Entity(s)	Consultation Event	Documentation
			seeking comments on conforming amendments to Settlement Agreement and Joint Explanatory Statement	
27	7/7/2015	USFWS	Commenting and denying request for 30 review period for APEA	Attached
28	7/7/2015	NWPPC	Northwest Electric Power Planning and Conservation Act consistency	Attached
29	7/8/2015	BLM	VRM requirements for NEPA analysis of right-of-way request	Attached
30	7/13/2015	DVWD	Draft APEA and BA, request for comments within 60 days by 9/11/15	Attached, abridged
31	7/20/2015	PGE	Comments on APEA	Attached
32	7/29/2015	OWRD	APEA: Questions regarding water use and storage requirements under Proposed Action	Available upon request
33	7/29/2015	OWRD	APEA: proposed edits statutory language governing permit amendments.	Attached
34	8/24/2015	Sage West for DVWD	Transmittal of VRM study to BLM	Attached
35	8/28/2015	NOAA	No Comments on BE	Attached
36	9/9/2015	BLM	Comments on VRM study	Attached, Abridged
37	9/10/2015	USFWS	Comments on Biological Evaluation	Attached
38	9/10/2015	USFWS	Comments on JES, EA, SA	Attached, Abridged
	9/11/2015	ODEQ	Comments on EA, Clean Water Act Certification Requirements	Attached
<b>Agency Approvals of Fish Passage Design, Pursuant to Proposed Article 2 of 2011 Settlement Agreement</b>				
PLA2-1	01/27/2014	ODFW	Approval of 90 Design – Provided in fulfillment of Oregon Watershed Enhancement Board Grant Report.	Attached
PLA2-2	04/03/2015	BIA	Approval of 90 Design	Attached
PLA2-3	04/13/2015	USFWS	Approval of 90 Design	Attached
PLA2-4	04/14/2015	NMFS	Approval of 90 Design	Attached

# Long View

## ASSOCIATES



### MEMORANDUM

Date: December 20, 2011

To: Opal Springs Settlement Parties  
Potentially Interested Agencies and Tribes

From: Finlay Anderson

Subject: Initial Consultation Document for Non-Capacity Amendment: Fish  
Passage Facilities at Opal Springs Hydroelectric Project

Enclosed are documents filed today with the Federal Energy Regulatory Commission (FERC) initiating three-stage consultation pursuant to 18 CFR §4.38 for the proposed license amendment to implement fish passage facilities at the Opal Springs Hydroelectric Project. The documents include the Initial Consultation Document (ICD) and the October 2011 Settlement Agreement.

We are planning the Joint Meeting on February 7, 2012 at 2:00pm. The meeting will be held at the Culver Fire Hall, located at 200 SW 1st Street, Culver Oregon. We are also offering a site visit for the Agencies and Tribes.

The site visit will begin at 11am. Directions and logistics will be forthcoming to those attending. **DVWD is requesting that you return this form to me (electronically to [fanderson@longviewassociates.com](mailto:fanderson@longviewassociates.com), or by fax at (503) 345-3418) by January 20, 2012, indicating your intention (note: you may also forward this to others in your organization as appropriate):**

☐ Yes, I will be participating in the site visit at 11:00am and the Joint Meeting at 2:00 pm on February 7.

☐ I am declining the site visit opportunity, but will attend the Joint Meeting.

☐ I will attend the site visit but will not attend the Joint Meeting.

☒ I will not be able to attend either the site visit or Joint Meeting.

Name: Brett Hodgson Agency/Organization: ODFW

Contact Information (phone/email): \_\_\_\_\_






MEMORANDUM

Date: January 9, 2012

To: Bobby Brunoe, CTWS-BNR

From: Finlay Anderson 

Cc: Files

Subject: Initial Consultation Package for Opal Springs Amendment Process;  
Joint meeting and Site Visit.

You may have received this information from a variety of sources, including email distribution on December 20<sup>th</sup>. However out of an abundance of caution I am providing these again along with a renewed invitation for you or your staff to participate in the site visit and join meeting (information enclosed).

Clay Penhollow and Bad Houslet have also received these documents, as has your Council Chair who was included in FERC's suggested list of initial contacts.

Please feel free to contact me with any questions at (503) 335-5806 or [fanderson@longviewassociates.com](mailto:fanderson@longviewassociates.com)

January 12, 2012

The USFWS has reviewed the R2 November 30, 2011, Technical Memorandum, and have the following comments. Also attached are the USFWS's redline edits and questions to R2's document.

The document makes numerous recommendations regarding ladder location, design, sizing, and operation. After considering these recommendations and their rationale, and discussing the information with technical experts within the resource community, we still believe that the river left (west) side location would be the most biologically effective location for passing upstream migrants, and for facilitating downstream passage of juvenile outmigrants and adult bull trout. However, we are willing to consider locating the ladder on the river right (east) side of dam in response to DVWD's concerns for worker safety.

R2 made recommendations regarding ladder flow volume, ladder design, and water supply. While we noted that R2 suggested possible cost savings of about 19% with their proposed 20 cfs half ice harbor design, the cost table did not appear to include costs for the 30 cfs AWS. The fish screening requirements, energy dissipation factors and operational components needed to reintroduce flow to the ladder entrance make an AWS system much less desirable from design, operation and maintenance standpoints. In addition, we disagree with R2's suggestion that the 50 cfs vertical slot design is a non-standard and untested configuration. We believe there are similar ladder configurations on the Umatilla and Snake rivers, and at the Dalles Dam and the John Day Dam fish ladder exits on the mainstem Columbia River, to name a few. In any case, we are confident that other vertical slot fishways reasonably demonstrate likely energy dissipation factors and overall functionality. Additionally physical modeling should not be required, as long as we stay within NMFS vertical slot design criteria as we intend. We feel the larger capacity pools will allow more operational flexibility and improve energy dissipation under a wider range of flows. Thus, we still recommend constructing the BOR's August 2010, 50 cfs design without AWS. It will be easier to operate and maintain, and will have improved pool to pool energy dissipation over a wider range of reservoir elevations and flow conditions.

Regarding flow bypass locations, gate type, and operations, the BOR's August 2010 design included three flow release points at the existing dam:

- 1) the fish ladder,
- 2) one 8 foot gate adjacent to the river left side ladder for supplemental fish flows, and,
- 3) the remainder of the approximately 150 foot long dam crest obermeyer gates, operated as one unit.

The R2 November 2011 document includes six flow release points:

- 1) the fish ladder,
- 2) one 8 foot obermeyer gate on the river left side for supplemental fish flows,
- 3) one additional 8 foot obermeyer gate on the river left side for supplemental fish flows, (why are there two gates side by side on the river left?)
- 4) one 8 foot obermeyer gate on the river right side for supplemental fish flows adjacent to the river right side ladder, (may be able to eliminate, pending further discussions)
- 5) the AWS system, (recommend we eliminate) and,
- 6) the remainder of the approximately 144 foot long dam crest obermeyer gates, operated as one unit.

While we agree that it is conceptually possible to construct and operate a functional fish ladder on the river right side, possibly locating the ladder there will require that we discuss several new issues and concerns that were not addressed in the existing Settlement or associated documents. These include:

1. Maintaining/improving the river right side ladder exit and egress channel through the forebay (such as extending the ladder to meet the river thalweg and/or appropriate dredging in the forebay to maintain an egress channel and keep sediment from entering the fishway, if determined necessary through monitoring and evaluation)
2. false attraction from simultaneous operation of right side ladder and left side downstream migrant bypass flows,

3. possibility of additional monitoring requirements to verify proposed operations, and to support adaptive management as needed to accommodate the new ladder location and release gates, and,
4. the proposed 3 foot range of possible final reservoir elevation levels and any needed changes in flow release or ladder design to accommodate this range.

We will need to reach agreement with DVWD and other Settlement parties on additional adaptive management and Tier 1 measures that address the above items. Once we have reached agreement regarding the ladder and gate design, the RFP process can continue while we discuss monitoring, operations, and maintenance, and adaptive management matters. We appreciate the efforts the DVWD has made to research facility designs and look forward to discussing these questions soon. If you have any questions or comments, please contact me.



**- DRAFT TECHNICAL MEMORANDUM -  
Review of Opal Springs  
Fish Passage Conceptual Design**



*Prepared for:*  
**Deschutes Valley Water District**



*Prepared by:*  
**R2 Resource Consultants, Inc.  
15250 N.E. 95th Street  
Redmond, Washington 98052**



**November 30, 2011**

**- DRAFT TECHNICAL MEMORANDUM -  
Review of Opal Springs  
Fish Passage Conceptual Design**

*Prepared for:*

**Deschutes Valley Water District**

*Prepared by:*

**R2 Resource Consultants, Inc.  
15250 N.E. 95th Street  
Redmond, Washington 98052**

November 30, 2011

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**ACRONYMS AND ABBREVIATIONS**

AWS	Auxiliary Water System
Board	Deschutes Valley Water District Board of Directors
cfs	Cubic Feet per Second
CH2	CH2M Hill
CMP	Corrugated Metal Pipe
DVWD	Deschutes Valley Water District
ESA	Endangered Species Act
FERC	Federal Energy Regulatory Commission
FLIR	Forward Looking Infrared
FPWG	Fish Passage Work Group
ft/sec	Feet per Second
H	Horizontal
LPD	Local Project Datum LVA
	Long View Associates
M&E	Monitoring and Evaluation
MW	Megawatt
NGVD 29	National Geodetic Vertical Datum of 1929
NMFS	National Marine Fisheries Service
NOAA	National Oceanic and Atmospheric Administration
O&M	Operation and Maintenance
ODFW	Oregon Department of Fish and Wildlife
PGE	Portland General Electric
PIT-tag	Passive Integrated Transponder tag
QA/QC	Quality Assurance/Quality Control
R2	R2 Resource Consultant
SA	Opal Springs Hydroelectric Project Settlement Agreement
TM	Technical Memorandum
USBR	United States Bureau of Reclamation
USGS	United States Geological Survey
V	Vertical
WDFW	Washington Department of Fish & Wildlife
WSEL	Water Surface Elevation

## **1. INTRODUCTION**

This memo presents the information from R2 Resource Consultant's (R2's) previous Technical Memorandum (TM) dated July 11, which reviewed the Opal Springs fish passage concepts to date, and summarizes R2's recommendations. This summary is intended for use by the Fish Passage Work Group (FPWG) in gaining an understanding of the outstanding questions regarding fish passage at Opal Springs that Deschutes Valley Water District Board of Directors (Board) asked R2 to consider.

### **1.1 AUTHORIZATION**

R2's July 11 TM was instigated as part of the Board review of the Opal Springs Hydroelectric Project Settlement Agreement (SA), in anticipation of finalizing those documents. The Board requested that R2 conduct an independent review of the conceptual design of the fish ladder being considered for the FERC mid-license amendment.

R2 received a supplemental scope to prepare additional fish passage information for a meeting with the FPWG in December. The supplemental scope and results from this work is included in Section 6 of this TM.

R2 was asked to focus their review on the fish ladder conceptual design based on existing information and the latest biological and engineering criteria used by the FPWG and the DVWD design team to date. The review was to include the identification of any potential alternative designs for a less expensive, more practical ladder that could be compared with the current preferred ladder conceptual design. If an alternate ladder configuration was identified, R2 would compare the new and preferred ladder designs based on experienced-based, professional opinions of the applicability of the design criteria, project goals, cost, engineering risk, and anticipated biological performance of the ladders. This comparison would be used to help advise the DVWD on whether or not additional conceptual development of a different ladder concept was warranted at this point. The deliverable for this independent review was the TM dated July 11.

### **1.2 ORGANIZATION**

This TM dated November 29, 2011 includes the original information from the July 11 TM that is of direct relevance to the fish ladder design questions in Sections 2 through 5 and the results from the supplemental scope in Section 6. The TM sections are briefly presented below:

**Section 2. Project Information Review.** This section provides a comprehensive list of reference material reviewed, project meetings, phone calls, and general research conducted by R2 to help define our understanding of the project.

**Section 3. Design Criteria Review.** This section provides comment on R2's review of the general biological and design criteria that was used as the basis of the engineering designs.

**Section 4. Fish Passage System Observations.** This section provides comments and review of the overall approach to fish passage proposed for the SA.

**Section 5. Conclusions and Recommendations.** A brief summary of R2's conclusions and recommendations is provided.

**Section 6. Supplemental Scope.** This section presents R2's additional work, as requested by DVWD, since the initial review and TM dated July 11 was completed.

## 2. PROJECT INFORMATION REVIEW

R2's understanding of the DVWD's Opal Springs Fish Passage Project and DVWD's needs has developed based on our review of the following information, and noted actions.

- 1) Long View Associates (LVA) provided R2 with background information at the beginning of this project, which R2 reviewed prior to R2's site visit on April 21st. This information was frequently referenced in the development of this TM. The document list includes:
  - a. Memo from Finlay Anderson titled "Fish Ladder Engineering History and Scope for Refinement," dated January 10, 2011, regarding the overall history of the ladder design process to date intended to assist R2 in developing our scope of work for DVWD.
  - b. CH2M Hill's (CH2) Feasibility Report, consisting of Chapters 1 through 9 containing numerous TMs regarding the feasibility of the various features of the project. R2 reviewed this document, with particular attention to Chapter 1 (TM 1.0 Feasibility Report Overview), Chapter 7 (TM 1.6 Fish Passage Facilities), Chapter 8 (TM 1.7 Opinion of Probable Cost), and the conceptual design drawings dated August 2010.
  - c. Memorandum dated March 23, 2005 from Mr. Larry Swenson (NOAA Fisheries) to Opal Springs Fishway Design Committee, regarding selection of ladder styles.
  - d. Sketch for Right Bank Fishway design by Mr. Larry Swenson (NOAA Fisheries).

- e. PDF file titled “Opal Springs Dam Fishway, Vertical Slot or Pool and Weir.” File is dated 3-23-2005. This file was an attachment to a Fishway Design Committee meeting.
  - f. Review of the December (2010) Draft, Opal Springs Fish Passage and Protection Plan, Appendix B to Settlement Agreement for Fish Passage at Opal Springs Hydroelectric Project 9FERC No. 5891) – CONFIDENTIAL DOCUMENT – For Use by TWG/SWG (Provided by LVA to R2, with confidentiality noted).
- 2) R2 staff members (Mr. Dana Postlewait and Dr. MaryLouise Keefe) visited the site and met with Mr. Gary Lytle and Mr. Finlay Anderson on April 21, 2011.
- a. This meeting consisted of an approximately 2-hour meeting in Gary’s conference room, where both Finlay and Gary provided an overview of the situation, answered R2’s questions on our review of the documents provided above, and generally discussed the project.
  - b. Following the meeting, we toured the entire site, from downstream of the powerhouse to the mid-point of the reservoir, where the most upstream access allowed. The site tour took approximately 2 hours.
  - c. R2 took notes and documented the site with photographs for our reference.
- 3) Following the meeting, R2 communicated with the following individuals:
- a. Multiple calls to Mr. Finlay Anderson and Mr. Steve Padula of LVA, to help answer technical questions regarding the facility and FERC consultation process to date.
  - b. To develop an understanding of potential ecological concerns at the site, R2 staff talked with Mr. Chuck Huntington regarding flows and water quality. Mr. Huntington sent excel files of Forward Looking Infrared (FLIR) data and surface water temperature point measurements, including temperatures collected at three locations in the forebay. R2 staff reviewed the data delivered.
  - c. Calls and emails to Mr. Gary Lytle regarding technical information clarification, and schedule concerns regarding this TM.
- 4) R2 has also conducted general research regarding:
- a. Review of ESA recovery planning documents for the Deschutes River basin.
  - b. Internet based research on fallback for steelhead and spring Chinook salmon.
  - c. Internet and internal R2 research on passage facilities at downstream dams.
- 5) Consistent with R2’s QA/QC standards, a general quality review has been conducted by R2 staff independent of the development of this TM prior to its issuance to the DVWD.

### 3. REVIEW OF EXISTING CONCEPTUAL DESIGN

#### 3.1 SITE DESCRIPTION

R2's general observations regarding the Opal Springs site are that it sits in a narrow, confined canyon, and is a relatively small, run-of-the-river facility with a 6 MW capacity, with approximately 24 feet of operating head. The powerhouse is located approximately 1,400 feet downstream of the dam, which creates a bypass reach between the dam and the tailrace of the powerhouse. Flows in the bypass reach will be maintained at a minimum 50 cfs to allow fish and aquatic species use of the conveyance flow and habitat in this reach. The water right for power flow is 1,772.5 cfs and the current forebay design elevation is 2006.0 feet Local Project Datum (LPD)<sup>1,2</sup>. The proposed pool raise is to elevation 2012.0 feet LPD, which will necessitate turbine testing to determine the appropriate power flow. A general description of the project, including drawings and photographs is provided in the CH2 TM Chapter 1.

#### 3.2 EXISTING CONCEPTUAL DESIGN

The current conceptual design of the ladder describes the left (west) bank 50 cfs fish ladder, as shown in Attachment A. This concept has the entrance located near the left toe of the dam, the ladder ascends the slope, crosses the CMP flow conduit, and exits along the cliff at the left bank of the forebay. A supplemental fish bypass weir and spillway channel [for release of BFAA flows](#) is identified along the left side of the spillway. An existing low flow sluice gate outlet is located adjacent to the proposed ladder entrance which could be used to provide additional attraction flow to the ladder entrance area. No downstream fish screens are proposed to keep fish out of the intake; however, a literature review has been performed on this low head project, which indicates relatively high survival rates for juvenile species (Ecological Services, Inc. 2006).

#### 3.3 DESIGN CRITERIA

CH2 TM Chapter 7 provides a summary of the pertinent fish passage design criteria. This section is well organized, and contains the typical information necessary for fish passage design, including:

<sup>1</sup> These elevations are reported in Local Project Datum (LPD). The LPD is used for elevations in this TM and on R2 and CH2 drawings. LPD = National Geodetic Vertical Datum 1929 (NGVD 29) + 1.79'

<sup>2</sup> The Project is authorized to operate at a maximum pool elevation of 2,005 feet NGVD 29; surveys conducted in 2009 by DVWD indicate that LPD differs by 1.79 feet relative to NGVD 29 as noted in footnote 1.

- Biological criteria
- Hydrologic and hydraulic criteria
- Upstream fish passage criteria, and
- Downstream fish passage criteria.

Rather than repeating the criteria indicated in the CH2 document, we wish to refer the reader to this chapter, and highlight the following criteria needs identified in that study for further consideration.

- 1) Chapter 7 notes the current plan is to, after the six-foot increase in reservoir elevation, accommodate a possible 3 feet forebay pool (not sure I recall this – help?) water surface elevation change, if necessary for turbine performance. We understand design flexibility is necessary in order to address concerns relative to the powerhouse (turbine/generator) capability to operate efficiently and safely at the intended pool raise elevation of EL 2012.0 feet. As such, the ladder must be designed to accommodate a 3- foot variance, from EL 2009.0 to EL 2012.0 feet LPD. Once the turbine performance is verified, then pool elevation will be held constant within the ability of the spillway gates (expected to be within a couple of inches).
- 2) The monthly 95% and 5% exceedence flow values were not yet quantified in the report. These flow levels are typical fish passage design flow threshold/criteria for fish facilities (per NMFS criteria, NMFS 2011), that help define the overall ladder design flow and entrance pool attraction flow. When overlaid with the fish run timing, they help quantify when the ladder would typically operate. The goal is to operate upstream and downstream passage facilities on a monthly basis between these two exceedence values when fish are present. The low flow of 50 cfs has been agreed to in the SA, which locks in the low fish passage design flow and has been designated as the maximum ladder entrance flow. The high “fish passage design flow” is typically based on the 5% exceedence value in this region, and can be finalized during the next stage of design.
- 3) A tailwater rating curve (stage versus discharge) will be necessary for the ladder final design.
- 4) The timing, duration, and availability of flow for releases from the supplemental fish bypass gate will need to be identified and confirmed.
- 5) The desired (or defined per the SA) fish sampling and/or enumeration requirements of the facility will need to be defined.

**Comment [LP1]:** I don't remember this 3 foot variation, please explain how it affects ladder design. Seems like a new issue we have not yet discussed. Could affect exit design.

The above list has been reviewed by R2, and we agree this information will be necessary for the final design effort and some of this has been developed further in Section 6. The assumptions made in the CH2 TM (Chapter 7) to allow development of the conceptual design are reasonable;

however, there may be opportunities to simplify and refine the design when this information is provided, which was also pointed out in the CH2 TM.

#### 4. FISH PASSAGE SYSTEM OBSERVATIONS

This section provides R2's comments and observations on the fish passage system as defined for the SA. We have organized this section in the same manner as an adult fish would enter the Opal Springs diversion site; enter the ladder, ascend the dam, and exit the ladder into the forebay pool. Comments and observations are included for both the biological performance and engineering issues related to each component of the system.

##### 4.1 LADDER ENTRANCE

###### 4.1.1 Location

The current plan, as shown on Attachment A, is to locate a 50 cfs fish ladder entrance along the left bank near the base of the dam. The left bank ladder location selection was largely a result of the perceived benefit to a left bank exit location. In addition any spill through a proposed left bank fish bypass gate could enhance attraction to the ladder entrance area.

###### 4.1.1.1 Observations

We believe a ladder entrance near the base of the dam (relative to an entrance near the tailrace) is the best option since a ladder entrance near the tailrace would require a significantly longer ladder structure.

One general observation regarding the facility layout and the overall site configuration is that the project is located in a rather confined area. The river immediately below the dam is located in a narrow, confined reach (about 140 feet wide). The forebay and tailrace are relatively small features compared to other hydro projects that are successful in passing fish. R2 believes the upstream fish passage facilities will function well for this facility regardless of their final location and that the function will depend more on an appropriate ladder design rather than on which side of the river the fish passage facilities are located.

###### 4.1.2 Configuration

~~The USBR concept has a stilling basin/fish ladder entrance feature shown, however this feature is currently not developed on the USBR plans. High spill flows usually attract fish as they seek out the high velocity/flow areas. However, if not properly designed the turbulence associated with the energy dissipation feature necessary for such a feature can also mask the entrance. This~~

**Comment [LP2]:** This appears to be in reference to 2003 designs which we are not considering, and is thus irrelevant.



~~feature will require additional design (as noted in the CH2 report), and may require the use of a physical hydraulic model to help finalize and optimize design concepts for the ladder entrance and spillway dissipation features.~~

#### 4.1.2.1 Observations

The actual final design will require a better understanding of the likely spill amounts, distribution across the spillway, durations during fish migration seasons, and will require a well developed tailwater rating curve. This could be performed during the final design phase. Multiple fish ladder entrances are a possibility to address the tailwater fluctuation and flow patterns, as is an adjustable entrance gate to accommodate variable tailwater levels at the various flows. In Sections 6 an entrance with an automatically adjusting entrance gate is proposed, which will be able to accommodate different fishway entrance flows as well as variable tailwater elevations. Details of this design will need to be developed in final design once the tailwater rating curve has been determined.

Should the ladder entrance be moved to the right (east) bank, careful consideration will also be required to design the river left (west) fish gate spill energy dissipation scheme to minimize false attraction of adults, and help guide adult fish to the ladder entrance.

Comment [LP3]: Agreed

The 50 cfs attraction flow, based on the minimum instream flow for the bypass reach, is a reasonable flow that should function well for fish passage. If properly configured, the fish will not be able to detect if the 50 cfs is supplied by the straight ladder flow, or from the addition of flow from an auxiliary water supply (AWS).

## 4.2 FISH LADDER

### 4.2.1 Configuration

The proposed fish ladder is a 50 cfs vertical slot fish ladder with 9-inch steps for each pool as described in the USBR drawings, “subject to final design.” We note that the draft SA is silent on the pool step height, but does reference the CH2 report with potential improvements identified. The CH2 report documents the 9-inch steps. There is also correspondence from Mr. Larry Swenson, NMFS, stating this preference for the 9-inch steps with 50 cfs. This preference appears to be based on the desire to utilize the full ladder flow for the instream flow amounts. NMFS also stated that an AWS system (intake and diffusers) would be expensive and difficult to maintain.

Comment [LP4]: This is incorrect. The 9 inch steps were to allow passage of smaller/younger fish. It had nothing to do with flow amount.

R2 reviewed several ladder configurations as shown in Attachments A to C. We believe the ultimate ladder location will be more controlled by the entrance and exit needs. However, we note that the right bank option initially studied by the USBR was probably selected first as the right bank offers the following engineering benefits over the left bank location. The biological performance of the ladder itself (not including entrance or exit considerations) would be equal.

- The right bank is not as steep as the left bank, and is easier to access as it does not require crossing the powerhouse bridge.
- The left bank ladder must cross the existing CMP flow conduits to the powerhouse. A bridge structure will need to be carefully engineered and constructed to protect the thin-wall mortar lined CMP pipe. Moving the fish ladder to the right bank would avoid any interface and risk with the flowline feature.
- The length of the transport channel over the CMP flow conduit could be eliminated if moved to the right bank, resulting in a shorter ladder and somewhat faster fish migration through the structure.
- The left bank exit is shown up against the cliff adjacent to the intake structure. Site access is limited here, and will require working near the rock cliff that is subject to rock falls of the columnar basalt.
- Locating the ladder on the right bank would seem to be preferable for the hydroplant operations in general, as the ladder would be located away from the normal operational daily activity areas.
- Given that the right bank dam abutment would need to be modified to accommodate the pool raise, it would provide an opportunity to minimize the construction footprint by consolidating the dam raise work and the fish ladder exit structure. The right bank Obermeyer Gate seal would be up against the ladder exit structure.

#### 4.2.1.1 Observations

Given the size and scale of this ladder, we believe the DVWD could save some capital costs by downsizing the ladder to a 20 cfs flow, and providing an additional 30 cfs of attraction flow through a diffuser system associated with an AWS system. Depending on ladder design this approach could reduce the ladder width, and pool length and depth, which would result in concrete material savings primarily in the floor width and ladder length, along with any grating material placed over the top. The wall height would also likely be reduced. We believe that considering a 20 cfs flow ladder is worth further exploration. The design and operation of an AWS system for 30 cfs is not a large endeavor, and would likely be more than offset by the material savings.

**Comment [LP5]:** R2 document appears to have no cost estimate on AWS. What is cost?

The 50 cfs flow is sized to match the minimum instream flow for the bypass reach. In principle it is good to have all of the flow coming from the ladder entrance to improve attraction to the ladder. However, this would be true whether or not the flow is provided from the ladder, or to the entrance pool through an AWS. At the higher flows where spill is present, a 50 cfs entrance flow is reasonable based on a well designed entrance. Given the relatively small site and confined area of the tailrace, It may also be desirable to consider a 30 cfs downstream passage gate that would operate in-lieu of the AWS system on the ladder during low flow periods. Providing 20 cfs of 50 is 40% of the ladder attraction flow, which is much greater than standard fish ladder attraction flow guidelines. The addition of a dedicated 30 cfs panel near the intake for the planned fish bypass Obermeyer Gate would be worth considering during the initial steps of the next design phase.

**Comment [LP6]:** Seems like having 30 cfs release next to a 20 cfs ladder will just confuse adults re passage route.

Depending on the final forebay operating levels and the tailwater rating curve, the vertical slot ladder may be fine, but a half-Ice Harbor ladder as suggested by CH2 would also be applicable. The half-Ice Harbor ladder is similar to the vertical slot ladder, but the pool weirs are easier to form and therefore somewhat less expensive than the vertical slot. Both ladders would likely function well for this site, and the half-Ice Harbor would be better for weaker swimming species.

One cautionary note regarding the 50 cfs vertical slot ladder (based on the height and width shown in the drawings), is that this is a non-standard and untested configuration for such a ladder. Past development of non-tested vertical slot ladders (pers. comm., Ken Bates, WDFW) notes that hydraulic instability can occur in long, non-standard vertical slot ladders. This caution was also noted by Mr. Swenson of NMFS in his comments. If the 50 cfs vertical slot concept is carried forward, we recommend use of a physical hydraulic model to demonstrate the acceptable performance of this design. The risk of not performing a model could be extensive field adjustment, including the addition of fillets or partitions in the ladder, or potentially concrete demolition and re-forming.

**Comment [LP7]:** Not sure this is true. Have one on Umatilla that works well? Snake, mainstem Columbia, dalles right, john day exit.

**Comment [LP8]:** Don't think this is needed, as long as stay with vertical slot design criteria.

The potential need for a physical model of the ladder itself could add significant cost to the design and is perhaps one reason to consider an alternative design. Initially the primary driver for a vertical slot ladder was consideration of operation and maintenance. But given the size and complexity of the SA, DVWD has indicated that such concerns should no longer drive the design. The plan that is advanced to a final design should be chosen based on a reasonable balance between 1) design complexity; 2) constructability; 3) operation and maintenance requirements; and 4) biological performance over a range of conditions.

**Comment [LP9]:** Not sure I understand this, but maybe I don't need to.

The 9-inch steps are smaller than needed for the target salmon species; however, the 9-inch steps are a typical step height for the trout species identified in the biological criteria.

### 4.3 FISH COUNTING FACILITIES

The draft SA requires permanent fish counting facilities, and provisions to accommodate a temporary fish trap for M&E needs. It also notes the need to allow use of PIT-tag detectors.

#### 4.3.1 Observations

We note that the specific needs and configuration for a fish counting station are not yet defined. We would suggest the specifics be further developed, and counting stations / traps can be rather costly depending on the approach. This could be addressed in the final design, as long as specific goals are provided and costs have been considered.

Per the above comment on the ladder location, the right bank ladder location would offer better site accessibility to access and operate a temporary fish trap for sampling, and would be out of the way of power plant operations. It would also be less susceptible to rock falls from the columnar basalt that are a risk near the hydroplant intake.

### 4.4 LADDER EXIT

#### 4.4.1 Configuration

The proposed configuration has a ladder exit located just upstream of the hydroplant intake along the left bank, between the powerhouse and the left bank cliff as shown on Attachment A. We understand this location was selected with consideration of the following reasons:

- The left bank ladder would be in proximity to the intake, which should assure a consistent current flow through the forebay immediately upstream of the ladder that will help to keep sediment from depositing in the ladder exit channel.
- The left bank ladder would be in proximity to the existing low-level release valve that could be opened to facilitate additional attraction water to the ladder entrance.
- The ladder would exit into the deeper area of the forebay adjacent to the hydro intake thereby avoiding potential warm temperature concerns noted with right bank ladder layouts due to the shallow area along the right bank upstream of the dam that has accumulated fine sediments.
- The left bank ladder would encourage downstream migrants that follow flow into the powerhouse to divert from the trashracks and enter the [BF&A release or the fish](#) ladder for a downstream passage conduit.

**4.4.1.1 Observations**

The main concerns we have with the current proposed exit location are:

- Location directly under rock cliff is not safe for personnel or facilities,
- Potential for interference between power facility O&M and fish passage O&M,
- Potential for adult salmonids to fallback into the intake or spillway, and
- Potential for predation of juvenile fish by bull trout that may reside in or immediately above/below the ladder entrance/exit.

Comment [LP10]: This is the same either side.

**4.4.2 Fallback****4.4.2.1 Observations**

The ladder exit location shown is very close to the hydro intake, and could cause some concern for fallback, especially for steelhead. This concern could be addressed with a ladder exit extension conduit as noted in the M&E measures in the draft SA, or the exit could be located on the right bank, as shown in previous alignments noted in Attachments B and C.

Existing state and federal guidelines for fish ladder exit conditions highlight the need to encourage continued upstream movement of migrating fish and minimize the risk of fish turning back or delaying their upstream migration. Favorable exit conditions provide environmental continuity for fish moving upstream. An abrupt change in environmental conditions perceived by fish (velocity, depth, light, temperature, cover, odor, etc.) can cause fish to hesitate or stop upstream movement altogether and return downstream. Retreating downstream is a natural flight response that can be observed in fish migrating upstream. Fish migrating upstream to spawn often encounter potential predators and are armed with redundant systems to detect them prior to a direct encounter. These systems detect cues such as a change in light patterns, a shadow overhead, a chemical trail in the water, or even a disruption of flow patterns that elicit an avoidance response in the fish. A common avoidance response of fish even when traveling in schools is a rapid retreat downstream to an area that provides protection usually in the form of cover such as an undercut bank, deep pool, turbulence, or a riffle.

Favorable ladder exit conditions include those that: direct fish into adequate downstream flow (range approximately 1 to 4 ft/sec), guide fish toward a shoreline or area of cover, and have a similar water depth to that in the ladder. It is also important to locate exits away from spillways and intakes to prevent fish from finding paths for retreat and facilitate continued upstream movement. In addition, it is important for temperatures below, within and upstream of the ladder to be consistent with limited differential. Temperature differentials of about 3 degrees Celsius

may cause fish to hesitate or reject a ladder feature. A review of the proposed ladder design indicates that although the exit conditions maybe adequate for fish passage, the exit location would be less than optimal primarily due to its proximity to both the spillway and the hydroplant intake when considering the abrupt changes necessary for fish to exit the 6 foot deep ladder with controlled flow, and enter a deeper pool with different velocities. Any fish that hesitates upon entering the forebay could be at risk of fallback through the turbines and/or spillway if they are operating.

Fallback is a common concern for fish moving up through impounded river systems. Rates of fall back range widely by facility and fish species (Bjornn et al. 2000) and most data are available for larger river systems like the Columbia River. For example, steelhead fallback on the Columbia River has been documented to be as high as 19.9 percent (Keefer et al. 2002). Delay associated with fall back is variable but can substantially increase travel time. In addition to a delay in upstream passage, fall back can result in direct injury and reduced survival (Keefer et al. 2002, Reischel and Bjornn 2003). Fallback also poses difficulties for estimating numbers of fish passing dams. To avoid fall back, fish passage guidelines recommend placing ladder exits to avoid potential downstream passage routes. Increasing the distance between the exit and spillway and turbines can improve rates of fall back. At Ice Harbor dam, fallback was reduced by 15 percent for fish that exited a ladder 1,000 ft upstream of the spillway, compared to fish that exited 150 ft upstream of the spillway (Powers et al 1985).

#### **4.4.3 Temperature**

##### **4.4.3.1 Observations**

Based on our review, we do not currently see enough data to support the temperature concern that seems to have moved the ladder to the left bank. A review of available surface water temperature data supports R2's observations that the water in the forebay would likely be relatively well-mixed, due to its small size and flows. We were unable to detect any temperature differential from 2009 data provided by Mr. Chuck Huntington across the forebay (Figure 4-1). Based on the FLIR temperature data provided, there did appear to be a slight decreasing longitudinal trend in surface water temperature from upstream to downstream of the Project Area. However, the temperature differences are very small and temperatures within the forebay are very similar, within the recording accuracy of the measurement tools. Given this brief data review, we are unable to support the notion that is necessary to keep the ladder location along the left bank due to temperature concerns. DVWD may wish to explore this issue further prior to the final design.

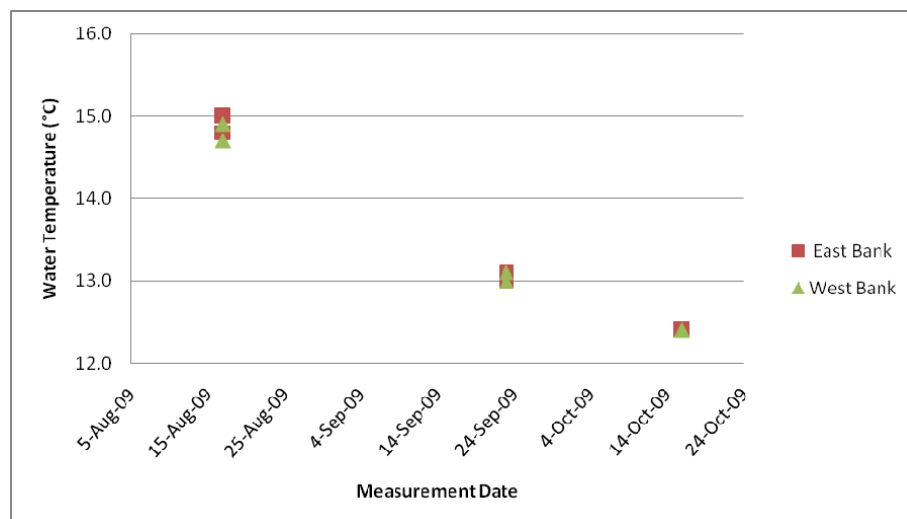


Figure 4-1. FLIR temperature data comparison for east (right) bank and west (left) bank samples (from C. Huntington via email).

#### 4.4.4 Sedimentation

The potential for the right bank of the forebay to accumulate sediment, almost up to the dam crest level, was noted and explained during the site visit. The currents and velocity in the channel adjacent to the left bank cliff are higher as flows primarily are directed towards the intake. A slight eddy can form, and sediment can drop out of solution in this area towards the right bank.

##### 4.4.4.1 Observations

This higher current is the best argument in our opinion to locate the ladder exit along the left bank. Nevertheless, we believe the sedimentation situation is also manageable. Location of a ladder exit along the right bank may require occasional dredging in the sediment to maintain a suitable exit channel. However, a right bank channel is already apparent and maintenance of 20 to 50 cfs flow through this channel would likely be maintained by a 0.5 ft/sec mean velocity through a channel. Additional information on this location's ability to maintain a channel, potentially aided with periodic flushing flows is presented in Section 6 and will be discussed at the December 5 meeting. An alternate approach would be to periodically dredge to maintain an exit channel through the sediment with structural walls or earthen features if necessary.

Comment [LP11]: Frequency, cost, amount?

R2 believes that more discussion is warranted on the ladder exit location, which would influence the entire ladder location and may suggest moving it to the right bank. This location would also separate the fish ladder exit from any future coordination needs with modifications to the intake. More discussion on a right bank ladder concept is presented in Section 6.

## 4.5 RESERVOIR

### 4.5.1 Observations

Given the size and configuration of the reservoir, we believe fish will have no problem migrating upstream through the reservoir, or downstream through the system. We did not research predation concerns, but reviewed data provided to date which did not indicate a serious concern for predation of juvenile outmigrants. It was noted, however, that ODFW has indicated some potential concern for predation following the pool raise and with the reintroduction of bull trout to the river system (OAR 2009). There are some provisions in the SA to address this concern, but a well designed ladder entrance, and a ladder exit closer to a high velocity area with no cover or holding areas available would help to mitigate this concern. There were discussions about the potential for clockwise eddies in the forebay and potential ramifications for fish behavior. Section 6 has further discussion on this issue and presents results from a dye test conducted in the forebay.

**Comment [LP12]:** None of this is pertinent to predation on juvenile outmigrants.

## 4.6 DOWNSTREAM PASSAGE

The current fish passage conceptual design configuration would provide for downstream passage of juvenile outmigrants via:

- the hydroplant intake and passage through turbines,
- use of the fish ladder,
- use of a supplemental fish bypass weir for BFAA flow release, and when flow in excess of the powerhouse is available (i.e., during normal spill regimes), and
- via flow over the spillway dam crest.

### 4.6.1 Passage through the Hydroplant Intake

#### 4.6.1.1 Observations

Based on the configuration and layout shown, we agree with the general plan that during normal generating operations when fish are present, the majority of the outmigrating juvenile fish will pass through the hydroplant intake. This conclusion is due to the observation at other projects that fish typically follow the mass of flow.



The existing trashrack is slanted and is configured as shown on Attachment D, sheets 1 and 2. Based on estimated flow streamlines entering the rack, an average velocity of 2.7 ft/sec was calculated at the proposed normal pool elevation of 2012.0 feet, and an average velocity of 3.0 ft/sec was calculated at the existing pool elevation 2006.0 feet based on the gross rack area. The bar openings were measured during the site visit as 5-1/2 inches wide by 13 inches high. A backhoe is currently used to rake trash and debris from the trashrack.

The rack openings are sufficiently large to pass both juvenile and adult fish with little to no injury at the maximum velocities noted.

Tier 1 M&E measures identify replacement of the trashrack on a seasonal basis to affect fish passage. Reduction in the bar spacing at the existing rack location would help to prevent adult fallback through the intake, which may be beneficial as an initial project feature given the current ladder exit. Reduced bar spacing would also prevent steelhead kelts from passing through the turbine. A narrower trashrack may also help to deter juveniles from entering the intake, if this is desired. Data on PGE's River Mill project indicates juvenile fish tend to avoid their 1-1/4 inch open space trashrack, which is what led to the development of their surface collector that operates at over 90 percent fish passage efficiency. The gross velocity at the River Mill trashrack is about 1.75 ft/sec (pers. comm., P. Christensen, R2), with a lower velocity along the top of the rack, which also may contribute to this behavior.

Depending on the ultimate design of the downstream fish passage gate and flow, it may be desirable to consider earlier implementation of a narrow trashrack to avoid adult fallback concerns. If a narrower trashrack were used, debris loading issues would require more frequent trash raking and removal, and would likely require a permanent, automated trash rake.

Velocities in the range of 1.75 ft/sec or less would be desirable if DVWD wanted to pursue use of a narrower trashrack. This would also likely require negotiations with the agencies as this approach does not meet standard fish passage criteria.

Comment [LP13]: Effects to power generation?

## 4.6.2 Use of Fish Ladder for Downstream Bypass

### 4.6.2.1 Observations

The use of a fish ladder as a downstream passage route is not the usual, agency preferred method due to the additional predation stress and losses to juveniles from adult fish and other species, especially bull trout. However, juvenile salmonid fishes often use this pathway at other passage facilities and it is used and may be an adequate supplemental route for downstream migrants.

Bull trout are voracious predators, and have been documented to reside in low-velocity areas immediately upstream and downstream of fish passage systems, where they target downstream migrating fishes. Acoustic documentation at the Cowlitz River Hydroelectric Project has demonstrated changes in the behavior of downstream migrating smolts due to the presence of large piscivorous predators. These schooling smolts reject the trap and swim back upstream multiple time to avoid predators lurking near the trap entrance. Bull trout are also known to hold in ladder pools and prey upon fish moving through (pers. comm., Kevin Malone, unpublished data). If the ladder is a desired juvenile passage route, the 50 cfs flow alternative (as opposed to the 20 cfs suggestion in this TM) may have some conceptual advantages. However, the difference between 20 and 50 cfs with respect to downstream survival would be difficult to quantify. (**Note:** Subsequent to this memo, it was discussed that alternatively, an exit cell on the right side of the river will likely be less utilized by juveniles.)

#### 4.6.3 Fish Gate and Bypass Sluice

The use of a supplemental fish bypass gate is identified in [the August 2010](#) USBR design, and referenced in the CH2 report. The gate would be routed to a new smooth walled spillway on the dam, and to an energy dissipation feature near the fish ladder entrance. This gate is anticipated to operate in a pulsed manner, likely combined with the reduction in generation when flows do not allow excess spill. The preliminary size of the gate is yet to be defined, but alternatives for flows of 770 cfs with a 10-ft wide gate, and 1,230 cfs with at 16-ft wide gate are identified in the CH2 report. As a point of reference, the annual 5 percent exceedence flow is 2,900 cfs, which results in a spill of 1,100 cfs at full generation of 1,800 cfs.

##### 4.6.3.1 Observations

Overall the idea of a supplemental fish bypass gate is reasonable and would fit the site well. Additional detail will need to be developed based on the monthly exceedence values and fish migration timing to optimize the gate size for the available spill flow. Additional detail will also be required to design the spillway and energy dissipation features. As noted in the ladder entrance section, it would be desirable to explore the addition of a 30 cfs dedicated downstream [river left \(west\)](#) fish bypass gate near the intake to help with downstream bypass of outmigrants. This would require analysis of the ladder entrance, this gate, and a larger dedicated bypass gate during the next phase of design.

The general plan to locate the bypass gate near the intake is also valid, to help attract fish away from the intake. Successful passage with this configuration could be enhanced with the narrow

trashrack bars mentioned above. If the ladder is moved to the right bank, it may also be desirable to divide some flow capacity between two fish gates: one near the intake and one near the ladder.

As a side note, the choice of the Obermeyer Gate for the dam raise is the preferred option for this site which is favorable for the design of fish facilities. These gates offer maximum flexibility for panel design which could accommodate downstream passage.

## 5. CONCLUSIONS AND RECOMMENDATIONS FROM ORIGINAL REVIEW

The intended audience for this TM is the FPWG. Overall, we believe the work performed to date is relatively complete and the level of specificity in the design is consistent with our experience on similar FERC relicensing projects and settlement discussions.

The design of the fish ladder is in a preliminary state, with additional refinement needed. This situation is typical of a settlement process, where an owner must balance preliminary engineering analysis and cost with the potential for cost risk later in the design process. While the layout is adequate for preparation of planning level budgets, we believe additional development and agency acceptance prior to final design would reduce the cost risk to DVWD. R2 was given a supplemental scope (presented in Section 6) to develop a right bank modified ladder conceptual design in order to reduce these risks for DVWD. The following is a list of issues, many already identified in the CH2 report, along with a list of additional information needs to be addressed in the supplemental scope or prior to final design:

- We suggest re-visiting the right bank ladder location. The reasons to locate the ladder on the left bank do not conclusively warrant that location.
  - The right bank location offers several engineering, construction, and facility operational benefits. The right bank location will also reduce the potential for adult salmonid fallback, and will separate the ladder from any future intake modifications or analysis.
  - A ladder exit located near the dam may function well, but an optimal release point for a right bank ladder would be several hundred feet upstream of the dam, near the rock outcropping and higher river currents. An upstream exit may be accomplished with a dredged channel leading from the dam; however, maintenance of such a channel would need further study and may require dredging and would be dependent on water quality regulations. The right bank location would also benefit from addition of a smaller (~ 30 cfs) dedicated outmigrant gate in the currently planned fish bypass gate. An adaptive

Comment [LP14]: Frequency, cost?

Comment [LP15]: Smaller gate located in structure of larger obermeyer?

management approach may be acceptable to determine a final right bank ladder exit location.

- We suggest revising the ladder flow to a more conventional flow of approximately 20 cfs, with a narrower ladder width and the addition of approximately 30 cfs flow to the entrance pool using an AWS resulting in a 50 cfs ladder entrance flow (this represents 100% of bypass flow during low flow periods).
- Depending on the final configuration of the downstream fish passage system, it may be desirable during low flow periods to provide a 30 cfs??? downstream passage gate on the left side of the spillway near the intake, and use that in lieu of the AWS to provide the remainder of the 50 cfs bypass flow requirement. The idea would be able to provide an alternate route for downstream migrants during critical downstream migration times. Upstream migrating fish would have no problem finding a 20 cfs entrance if the total flow below the dam was 50 cfs.
- Additional information is required prior to final design for the conceptual ladder, the supplemental spill gate, and related feature design. Primarily this added information includes the development of monthly flow-exceedence curves, and an accurate tailwater curve at (1) the base of the dam near the planned fish ladder entrance, and (2) near the powerhouse. Collection of video photography below the dam and the tailrace at a wide variety of flows would also assist a future design team with the ladder entrance and spill gate energy dissipater hydraulic design. (Note: Collection of video photography currently underway, and will be able to capture high flow footage this winter [2011-2012])

Comment [LP16]: Lets discuss

## 6. SUPPLEMENTAL SCOPE

### 6.1 AUTHORIZATION AND BACKGROUND

Following delivery of the Technical Memorandum presented in Section 1 through 5 above, DVWD requested that R2 develop a conceptual design layout and provide design information for a right bank ladder to a comparable level as developed for the left bank to facilitate discussion with the FPWG. Specifically R2 scope provided for the following items, which will be discussed at the December 5th FPWG meeting.

1. R2 will advance the east (right) bank ladder concept to a similar level of detail as shown with the USBR/CH2M Hill concept and drawings. R2 will expand the discussion of the East bank alternative to articulate owner concerns with worker and facility safety as well as operational considerations. This will include cost comparisons but may not have detailed pool information. R2 will develop a design concept considering use of an

auxiliary water system (AWS) with the ladder, and a fish passage spillway gate for downstream passage (see Drawing 1).

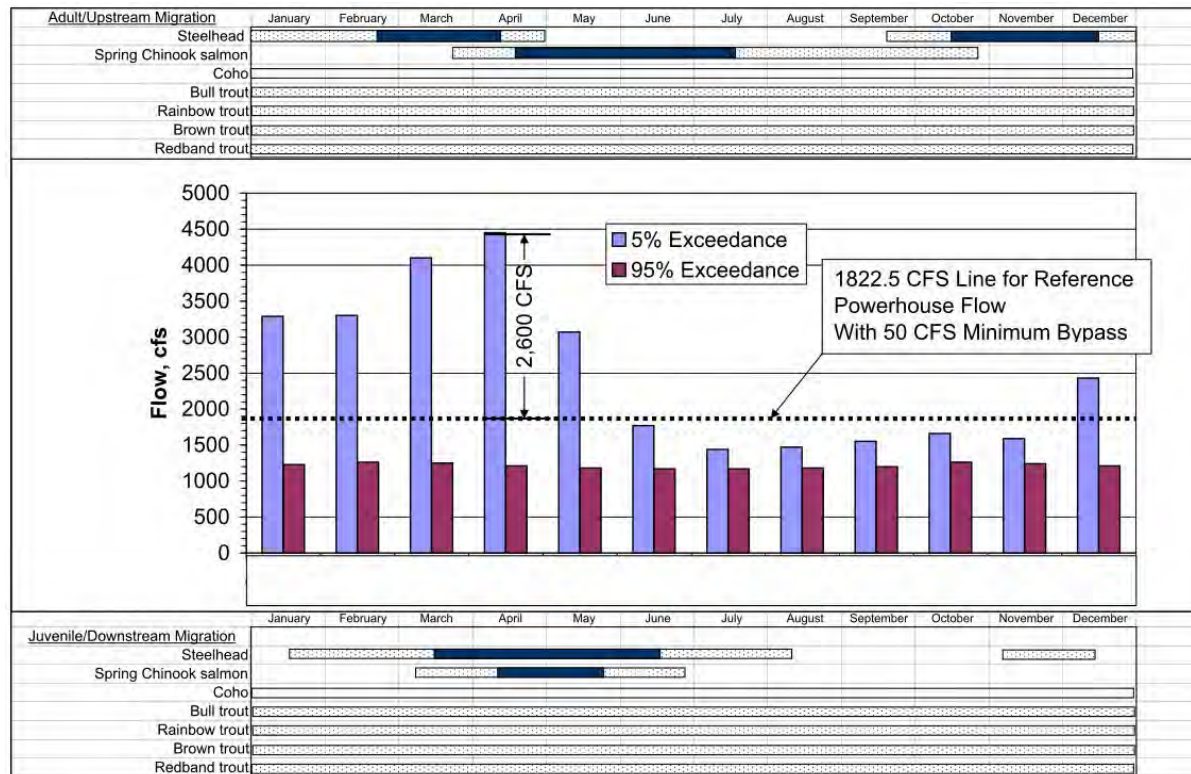
2. Conceptually/qualitatively describe the ladder exit configuration on the right bank, and its relationship to the dam, intake, etc. The memo will address the design goal of maintaining and improving the existing right bank channel in the sediment upstream of the dam between the ladder exit and the main channel (through use of ladder flow and spill gate flow); the likely hydraulic regime under a range of flow conditions; and describe potential permitting needs and challenges at the following points: 401 certification during the license amendment process, 404 permitting during construction; and permits necessary for ongoing maintenance and operation. R2 will not be developing any permit language or applications, simply assisting DVWD and LVA with understanding the likely needs and challenges related to the design concept.
3. Refine the Obermeyer Gate size, location, and configurations (i.e., one panel on left bank, one panel on right, one on both) and size them to identify lengths and heights of the weirs relative to the design flows. Conceptually look at 2 or 3 options for the ladder entrance pool, with and without an AWS. The discussion should articulate potential implications for juvenile Salmonid passage and identify potential flow distribution alternatives with a recommended gate operational protocol table that will specifically provide recommendations on how to operate each Obermeyer Gate depending on the total river flow.

## 6.2 PERCENT EXCEEDENCE AND FISH TIMING

One of the needs identified in the July 11 TM was to identify the monthly percent exceedence values to better understand the design flows at critical times of year when fish are migrating. Figure 6-1 presents the monthly 5% and 95% percent exceedence values plotted along with the estimated fish migration timing for the fish species expected to be present at the site. The month with the highest 5% exceedence flow is April (4,400 cfs). Assuming a turbine flow of 1,800 cfs then the bypass flow would be approximately 2,600 cfs (spillway, ladder and AWS).

## 6.3 RIGHT BANK LADDER ALTERNATIVE

In the CH2 TM the [2010](#) left bank ladder design by USBR was presented, and CH2 also proposed modifications to the ladder design. R2 reviewed the USBR design and the CH2 proposed modifications as directed by DVWD. Due to DVWD concerns regarding safety, engineering and operations risk, biological risk, and costs, R2 proposes a right bank alternative layout and modified ladder design. The R2 right bank ladder alternative proposes several modifications including using a Half-Ice Harbor ladder type instead of vertical slot, lower ladder flow resulting



- (1) Fish timing predicted for Steelhead and Chinook salmon based on timing at Pelton. Trout expected to be present all year with unknown peak migration periods. Filled bars indicate the estimate peak migration periods.
- (2) Flows at the dam estimated from using USGS 14087400 corrected by subtracting the estimated spring flow (263 cfs).

Figure 6-1. Monthly Percent Exceedance Values and Predicted Fish Migration Timing at Opal Springs Dam.

in smaller pools with AWS to add water to the entrance, moving the ladder from the left bank or the right bank. A discussion of the modification follows in the sections below, and a comparison matrix and cost comparison are presented at the end of Section 6.

### **6.3.1 Ladder Type**

R2 reconsidered the ladder types that could be used at the site. Both a vertical slot and Half-Ice Harbor type ladder are the most appropriate at the site, and each has its strengths. R2 selected a Half-Ice Harbor ladder type with 9 inch steps to advance due to several factors, which in our professional judgment make it more suitable to the site.

- The pool elevation upstream of the ladder will be constant (within a couple of inches). The pool elevation will be controlled by automatically adjusting Obermeyer Gates. The forebay fluctuation will be during testing to determine what pool elevation is appropriate for the turbine, but once the pool elevation is decided it will be held constant.
- When properly designed Half-Ice Harbor ladders are better for passing the largest number of fish species, including Lamprey which could be present in the future.
- Weir and orifice walls are simpler and cheaper to construct than the vertical slot walls between pools.
- Ladder maintenance is easier in regards to debris handling.
- Energy dissipation in smaller pools is more predictable in weir and orifice design.

We believe that both ladder types would work well at the site, but that the Half-Ice Harbor ladder type has more advantages than the vertical slot ladder type for this location.

### **6.3.2 Right (East) Bank Ladder Location**

The left (West) bank ladder location proposed by USBR and CH2 is of concern to the owner due mostly to personnel safety and operational concerns. Because of this R2 was directed by DVWD to re-examine the right bank ladder alternative. R2 determined the right bank location has several safety, construction and O&M advantages bulleted below.

- The right bank offers a better place to do construction because it is not as steep as the left bank, is easier to access and will not disrupt current operations.
- The ladder on the right bank will be more able to follow the contours of the bank to offer a better cut/fill balance that will reduce construction costs.
- The right bank ladder does not need to cross the existing flow conduits, which will result in a cost savings over the left bank ladder and would avoid any interface and risk with the flow line feature.

- The right bank ladder is shorter because no transport channel over the flow line would be needed.
- The right bank exit is easily accessible and will not require working under the rock cliff that is subject to rock falls of the columnar basalt, so it will be a safer construction and operations location.
- The right bank will not interfere with operations at the hydroplant, as the ladder would be located away from the normal operational daily activity areas.
- The location of the right bank ladder will allow for a smaller construction footprint and less complicated dewatering plan since work on the spillway will already be taking place for the pool rise. The right bank Obermeyer Gate spillway seal would be up against the ladder exit structure.
- A right bank ladder would not require a large coffer dam structure, as construction would be done in a relatively shallow area compared to the left bank ladder exit location.

#### 6.3.2.1 Ladder Entrance Location

R2 believes that an entrance on either side of the river will be easily found by upstream migrants, and the issue of ladder entrance location is not biologically significant. The pool downstream of the dam spill way is small so fish would be able to find any properly designed entrance in this area with the anticipated flows and spill patterns. The right bank location has the advantage of being located where upstream migrants would enter the pool below the dam from the bypass reach. Looking at aerial photos of the site it can be seen that water flowing out of the pool below the spillway enters the bypass reach on the right bank side of the river as shown on Drawing 1. Upstream migrants would enter the pool on the right bank during most flows. At high flows a larger cross section of the river would be wetted and this advantage would not be as pronounced. Some local excavation on the right side of the pool would be necessary to provide a deep channel from the bypass reach to the ladder entrance, which we understand was previously discussed.

**Comment [LP17]:** Not necessarily. They'll enter where we make a path through the energy dissipation barrier.

#### 6.3.2.2 Ladder Exit Location

The ladder exit location is more difficult to analyze from a biological perspective than the entrance location. There are more questions and uncertainty about fish behavior and flow patterns at the ladder exit. The ladder exit has several complicating factors as discussed in Section 4.4.

Fallback is the main concern for the left bank exit location. There is some concern that the abrupt change in environment from the fishway channel to the deep channel up against the



vertical canyon wall could cause upstream migrants to fall back, and immediately enter the flow line to the turbine.

The turbine intake is on the left bank and there is a deep, well defined channel [\(in previous paragraph this deep channel was bad, now its good. Which is it?\)](#) leading upstream, so fish would have a clear path and adequate velocity to provide velocity cues upstream. Conversely, the main concerns for a right bank ladder exit location are the upstream velocity cues and maintaining an upstream migration channel from the ladder exit pool back to the main river channel.

In particular, an early concern with the right bank location was the potential for a clockwise eddy in the forebay pool that could confuse upstream migrants, or direct them to towards the dam face. In order to investigate this concern DVWD performed dye tests on two separate days (see Section 6.3 Dye Test Results). The first dye test was done with a river flow of 1,127 cfs and no flow over the spillway (except some dam board leakage). This test did not show an eddy in the forebay pool. R2 reviewed the dye test results and suggested doing a follow-up dye test with some flow on the right bank to mimic future ladder flow. The follow up dye tests confirmed that there was no eddy in the vicinity of the right bank spillway, and that a measurable velocity continued upstream along the right bank channel until it reached the main channel (see Figures 6-3 and 6-4 in Section 6.4). These results suggest that a fish exiting a right bank ladder would find sufficient velocity cues to migrate upstream.

During the dye tests it was observed that a more pronounced channel had formed along the right bank leading upstream of the spillway. This channel was formed due to the flow release on the right side of the spillway during the dye testing. The ladder exit (ladder flow entrance) will have a constant flow, but with the raised pool water surface elevation and the resulting increased depth this flow may not produce high enough velocity to move sediment and keep an open channel on the right side of the forebay. The proposed spillway design includes an 8 ft-wide independently operating Obermeyer Gate panel on the right bank adjacent to the ladder that can be lowered all the way down to elevation 2002.5 feet and will be able to pass approximately 640 cfs. This flow along with the ladder flow and AWS flow will be able to increase velocities in the right bank channel to pass sediment and should be sufficient to keep a channel maintained on the right bank upstream of the ladder exit.

The R2 recommended ladder design is summarized and compared with the previous ladder concepts in Table 6-1 below.

Table 6-1. Fishway Conceptual Design Features Comparison.

<b>Fishway Feature</b>	<b>USBR Ladder Concept</b>	<b>CH2 Proposed Modifications</b>	<b>R2 Proposed Modifications</b>
Type	Vertical Slot	Vertical Slot	Half-Ice Harbor
Forebay design WSEL <sup>(1)</sup>	2010.0	2012.0	2012.0
Tailwater design WSEL <sup>(1)</sup>	unknown	1980.3	1980.3
Min. hydraulic drop at ladder entrance	unknown	0.55 ft (calculated)	1.0 ft (automated gate)
Location	Left Bank	Left Bank	Right Bank
Number of Pools	34 + Entrance Pool	43 total	41 total
Pool Size	8 ft wide x 12.5 ft long	8 ft wide x 10 ft long	6 ft wide x 8 ft long
Pool Depth	8.1 ft	5.4 ft	5.4 ft
Hydraulic Drop between pools	9 inches	9 inches	9 inches
Slope	1 V : 16.7 H	1 V : 13.3 H	1 V : 10.7 H
Slot Size	15 inches	15 inches	N/A
Weir length	N/A	N/A	3 ft
Orifice dimensions	N/A	N/A	15 in x 12 in
Design Ladder Flow	50.2 cfs	28.0 cfs	18.3 cfs
Min. pool volume required	587.3 ft <sup>3</sup>	327.6 ft <sup>3</sup>	214.0 ft <sup>3</sup>
Pool volume provided	776.4 ft <sup>3</sup>	404.9 ft <sup>3</sup>	237.6 ft <sup>3</sup>
Auxiliary water system (AWS)	No	No	Yes (32 cfs)
Design Entrance Flow (with AWS)	50.2 cfs	28.0 cfs	50.3 cfs
PIT-tag Detector	Yes	Yes	Yes
Counting/Sampling Station	Yes	Yes	Yes

(1) All elevations are in the Local Project Datum.

### 6.3.2.3 Downstream Migration through Ladder

By locating the ladder on the right bank downstream migrants are less likely to use it for downstream passage. Most downstream migrants are expected to be on the left side or the forebay following the velocity leading to the powerhouse inlet. Any fish that reject the powerhouse inlet will likely encounter the fish bypass flow on the left side of the spillway and will never enter the ladder for downstream passage. If all of the flow is taken by the ladder and the AWS then the downstream migrant will only be able to choose between going through the turbines or down the ladder. We believe that it is preferable to have a dedicated downstream passage route, which is why we suggest splitting the bypass flow between the fish passage ramp gate on the left side of the spillway and the ladder on the right side.

### 6.3.3 Spillway Design and Flow Distribution

#### 6.3.3.1 Description

R2 is proposing a new spillway design in order to obtain the desired flow distribution options that will provide sufficient flexibility for adaptive management goals. The spillway design includes an 8 ft wide ramp gate on the left side of the spillway crest specifically designed for safe downstream fish passage. The remainder of the spillway crest would be controlled by Obermeyer Gates which would operate in 3 independent sections including: an 8 ft wide fish passage Obermeyer Gate panel on the left side adjacent to the ramp gate, a 144 ft long Obermeyer Gate spillway section, and another 8 ft long Obermeyer Gate panel on the right bank adjacent to the ladder wall (see Drawing 2).

**Comment [LP18]:** Cost, complexity of operations?

Table 6-2 shows the proposed flow distribution of river flow through the recommended Opal Springs facilities. During low flow periods, when the bypass flow is 50 cfs, we are suggesting the flow be divided between the ladder and the dedicated fish bypass ramp gate. As flows increase the additional flow will first be added to the AWS to increase the ladder entrance flow, and then to the ramp gate for more downstream attraction flow. Once the ramp gate capacity is exceeded then the ramp gate will close and the adjacent Obermeyer Gate will be fully opened. The logic behind this operation is that for downstream fish passage a fully open Obermeyer Gate provides a better flow transition than a partially opened gate due to the potentially large (> 10 ft) drop onto concrete of a partially opened gate, where as the ramp gate does not have this drawback. Additional flow will be taken by the ramp gate until its capacity is exceeded and both the ramp gate and left bank Obermeyer are at full capacity. At this point there would be 1,280 cfs on the left side of the spillway for downstream passage and 50 cfs through the ladder entrance. The attraction flow to the ladder would be approximately 4% at this flow, slightly

Table 6-2. Proposed Flow Distribution of River Flow through Opal Springs Facilities. Always more flow on right than on left?

Percent Exceedence for April <sup>(1)</sup>	Total Flow <sup>(2)</sup>	Bypass Flow <sup>(3)</sup>	Pool WSE <sup>(4)</sup>	Turbine Flow	Fish Ladder	AWS Flow	Fish Bypass Gate_ <u>left</u> <u>side</u>	8 ft Obermeyer (left side)	8 ft Obermeyer (right side)	144 ft Obermeyer Spillway
(%)	(cfs)	(cfs)	(ft)	(cfs)	(cfs)	(cfs)	(cfs)	(cfs)	(cfs)	(cfs)
95	967	50	2012	917	18.3	0	31.7	0	0	0
70	1157	50	2012	1107	18.3	0	31.7	0	0	0
50	1517	50	2012	1467	18.3	0	31.7	0	0	0
-	1822.5	50	2012	1772.5	18.3	0	31.7	0	0	0
30	2057	284.5	2012	1772.5	18.3	31.7	234.5	0	0	0
20	2487	714.5	2012	1772.5	18.3	31.7	640	24.5	0	0
15	2857	1084.5	2012	1772.5	18.3	31.7	394.5	640	0	0
10	3137	1364.5	2012	1772.5	18.3	31.7	640	640	34.5	0
5	4177	2404.5	2012	1772.5	18.3	31.7	640	640	640	434.5

(1) April is the flow with the highest 5% exceedence. Used here for example of flow distribution.

(2) This flow is calculated by taking flow at the USGS Gage and subtracting the estimated spring and groundwater accretion between the dam and the gage (approx. 263 cfs according to Finlay Anderson)

(3) Minimum bypass flow is 50 cfs.

(4) Local project datum (approx NGVD 29 + 1.79 ft).

below the 5% low end recommended by NMFS. We believe this ladder entrance flow will be sufficient to attract fish into the ladder due to several factors at the site:

Comment [LP19]: NOAA okay?

1. The small size of the tailwater pool,
2. Concentrated entrance jet versus spread out surface flow
3. Fish enter the tailwater pool on right bank side nearer the ladder entrance.

As an adaptive management approach additional water can be added to right side of spillway through the right bank 8 ft wide Obermeyer Gate. This would add attraction water to the right side of the river where fish would be more likely to encounter the ladder entrance flow.

### 6.3.3.2 Ramp Gate

The design concept is to provide an 8 ft wide ramp gate on the left side of the dam spillway crest specifically designed for safe downstream fish passage. A ramp gate consists of two ramps connected in the middle with a hinge connection. The first ramp accelerates flow as water flows up the ramp to the gate crest, and the second ramp provides a surface for the water to flow down from the crest to the surface below (see Figure 6-2 section view). An actuator lifts and lowers the hinge connection and creates a steeper or shallower ramp angle depending on the desired crest elevation. Figure 6-2 shows a plan view and section view of a smaller ramp gate from a different project to illustrate the concept. As shown in the section view, water flows over the crest and smoothly transitions to the fast, shallow flow on the downstream side.

Comment [LP20]: Cost, complexity?

Downstream fish passage is provided on the left side of the spillway because it is predicted that downstream migrants follow the high velocity flow on the left side of the river toward the power intake. If fish reject the power intake flow and look for an alternate downstream route, then the ramp gate would be the first flow they would encounter. An Obermeyer Gate was considered for this same purpose, but a ramp gate was selected due to its flow transition on the downstream side. At the low flow, only 31.7 cfs is proposed for downstream passage flow over the ramp gate. This flow results in approximately 9 inches depth over the weir. A lower flow of 16 cfs through the ramp gate (6 inch depth over weir) could be considered with the balance (15.7 cfs) being taken by the AWS if more ladder entrance flow is required. The ramp gate location has the additional benefit of separating the upstream and downstream migration paths if the right bank ladder location is used. A ramp gate is proposed instead of a standard Obermeyer Gate because it can provide a smooth transition from the forebay pool to a fish bypass channel.

Comment [LP21]: Complex operations.

**6.3.3.3 Left Bank 8 ft-Wide Obermeyer Gate**

The left bank Obermeyer Gate is proposed to operate independent from the Obermeyer Gate spillway crest to provide additional downstream fish passage flow. The ramp gate and this gate will spill into the same paved downstream fish passage channel and will operate in parallel to provide the best fish passage conditions. By operating in parallel with the ramp gate the, Obermeyer Gate is able to only operate at high flows with the gate most of the way down which eliminate the large drop from the forebay elevation to the spillway surface.

**6.3.3.4 Obermeyer Gate Spillway Crest (144 ft total length)**

The central portion of the spillway crest will be a series of Obermeyer Gates that operate as one unit, raising and lowering together. According to conversations with Obermeyer engineers the most cost efficient lengths for Obermeyer Gate panels are 8 ft, 16 ft and 24 ft. Six 24 ft panels or nine 16 ft panels could be used for this installation. These panels would all operate together to pass flood flows. Using the right and left bank Obermeyer Gates, and the fish bypass ramp gate to pass flow, the spillway crest will only need to be lowered at flows above 3,742 cfs. In Table 6-2 (last column) it is observed that the spillway crest will only be needed at the 5% exceedence (last row) in April (the highest flow month). The spillway could be used at lower flows if it is determined that this has some benefit to flow patterns or is beneficial to fish passage.

**6.3.3.5 Right Bank 8 ft-Wide Obermeyer Gate**

The right bank Obermeyer Gate is proposed to operate independent from the Obermeyer Gate spillway crest to provide additional flow on the right bank adjacent to the ladder. The right side Obermeyer Gate seal would be incorporated into the ladder wall, and no seal would be required on the left side of the gate. This gate would provide the ability to have up to 640 cfs flow out of the right side of the forebay creating a sufficient velocity along the right bank to draw migrating fish upstream, and to maintain an open right bank channel in the sediment to enhance fish passage into the upstream area of the reservoir.

The other function of this right bank flow is to create more attraction adjacent to the ladder entrance during high flows. The idea is that by adding flow to the right side of the river to offset the fish bypass channel flow on the left side of the spillway will help to attraction fish to the right side of the river, and to the fishway entrance. More study, or testing onsite would be needed to determine the correct spill amount to attract fish but not mask the entrance by creating too much turbulence. Even with significant turbulence we expect fish would be more attracted by the concentrated entrance flow jet than the shallow spread out spillway flow and would enter the ladder.

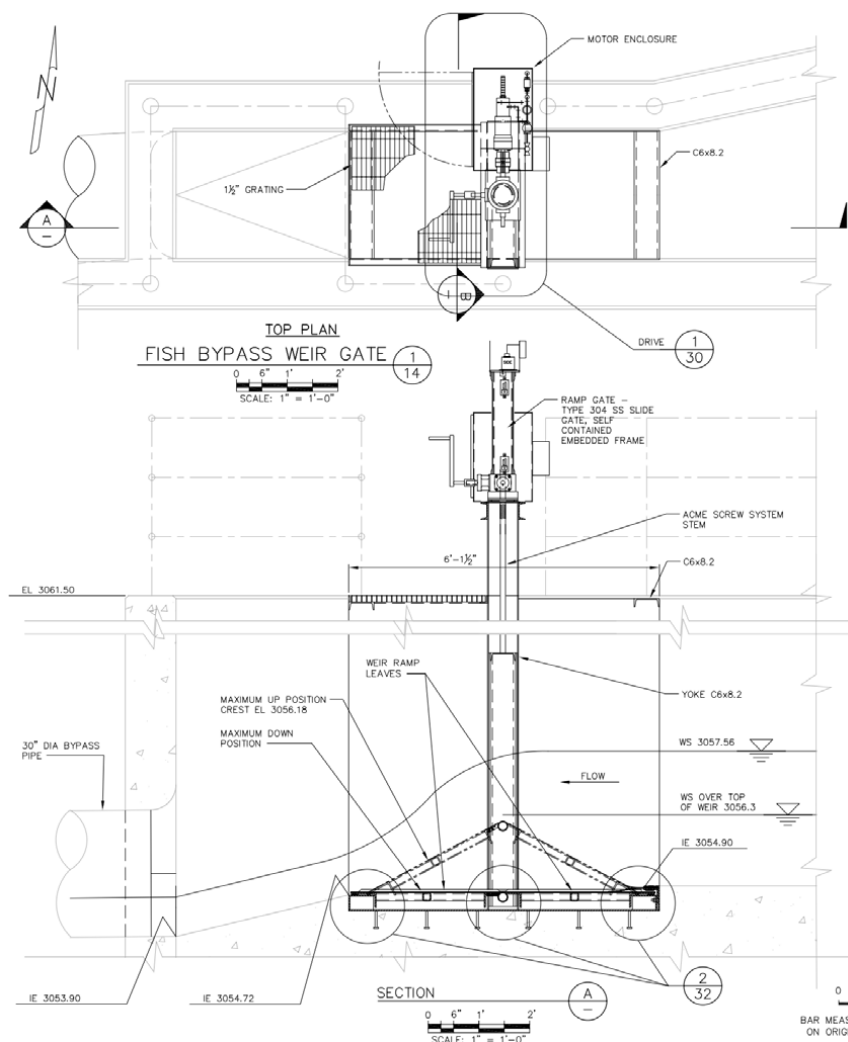


Figure 6-2. Example of Plan and Section View of Fish Bypass Ramp Gate Designed for Fish Creek Screen Project (R2 Fish Creek Design Drawings 2007). Note: All information is for Fish Creek Project, not Opal Springs and the figure is not to scale in this view.

## 6.4 DYE TEST RESULTS

DVWD personnel performed a dye test on August 24, 2011 to get a better understanding of flow in the forebay pool. Following this test and review of the results R2 suggested doing a more controlled follow-up dye test with the dam board leakage eliminated and flow on the right bank to mimic future ladder flow. The second dye test was performed on October 9, 2011.

### 6.4.1 First Dye Test Results

The first dye tests showed that there was no clockwise eddy in the forebay. It showed a much higher velocity on the left side of the river as flow approached the intake, which was expected, and a lower, yet still observable velocity along the right side of the forebay. No flow velocities were calculated from this test but just general observations were noted.

### 6.4.2 Second Dye Test Results

In preparation for the second dye test the dam board leakage was virtually eliminated by using sawdust to seal the gaps and a weir was installed on the right bank of the spillway designed to provide 50 cfs and 130 cfs flows. Four tests were performed and video and still photos were taken from the same location. The dye test plan was written to allow the engineers to quantify the velocities on the right bank caused by flow releases at the dam. The dye test photos show a flow with observable velocities propagating upstream away from the weir outlet. There were no eddies observed, and the velocities on the right side of the forebay continued up to the most upstream test 200 ft upstream of the dam boards.

Figure 6-3 shows a picture of the dye release during Test 1 overlaid with a plot of the downstream propagating dye plume at known times after release. The plume moved at similar velocities along its entire length showing a well developed flow net propagates upstream of the outlet on the spillway. The velocities were calculated to be 0.55 ft/s to 0.6 ft/s during this test. Figure 6-4 shows a picture of the dye release during Test 2 overlaid with a plot of the downstream propagating dye plume at known times after release. The plume velocities were more variable during this test because there was a very shallow section in the middle where the dye velocity was close to zero. Apart from the shallow section in the middle, the dye moved at a similar velocity along the right bank channel and along the spillway. The velocities were calculated to be 0.4 ft/s along the spillway and 0.5 ft/s in the right bank channel. These results suggest that a fish exiting a right bank ladder would be able to find sufficient velocity cues and would be unlikely to get confused in any eddies in the forebay pool in these conditions. After the forebay raise the velocities will be much lower in the forebay upstream of the ladder exit but R2 believes there will be sufficient velocity cues to lead migrating fish upstream without getting

Comment [LP22]: Adequate?



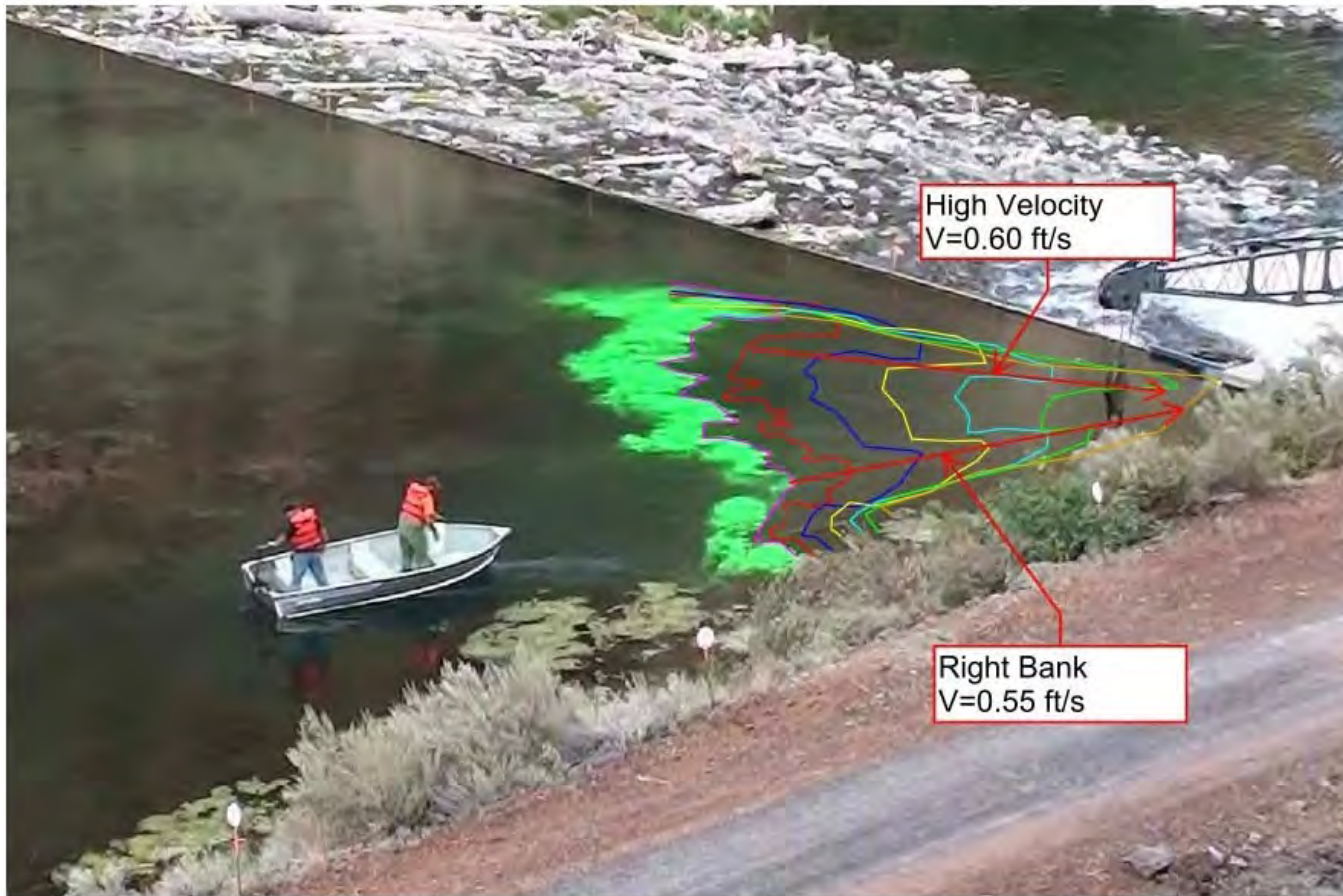


Figure 6-3. Dye Test Plots from Test I (50 cfs Flow with Dye Release 50ft Upstream of Spillway)

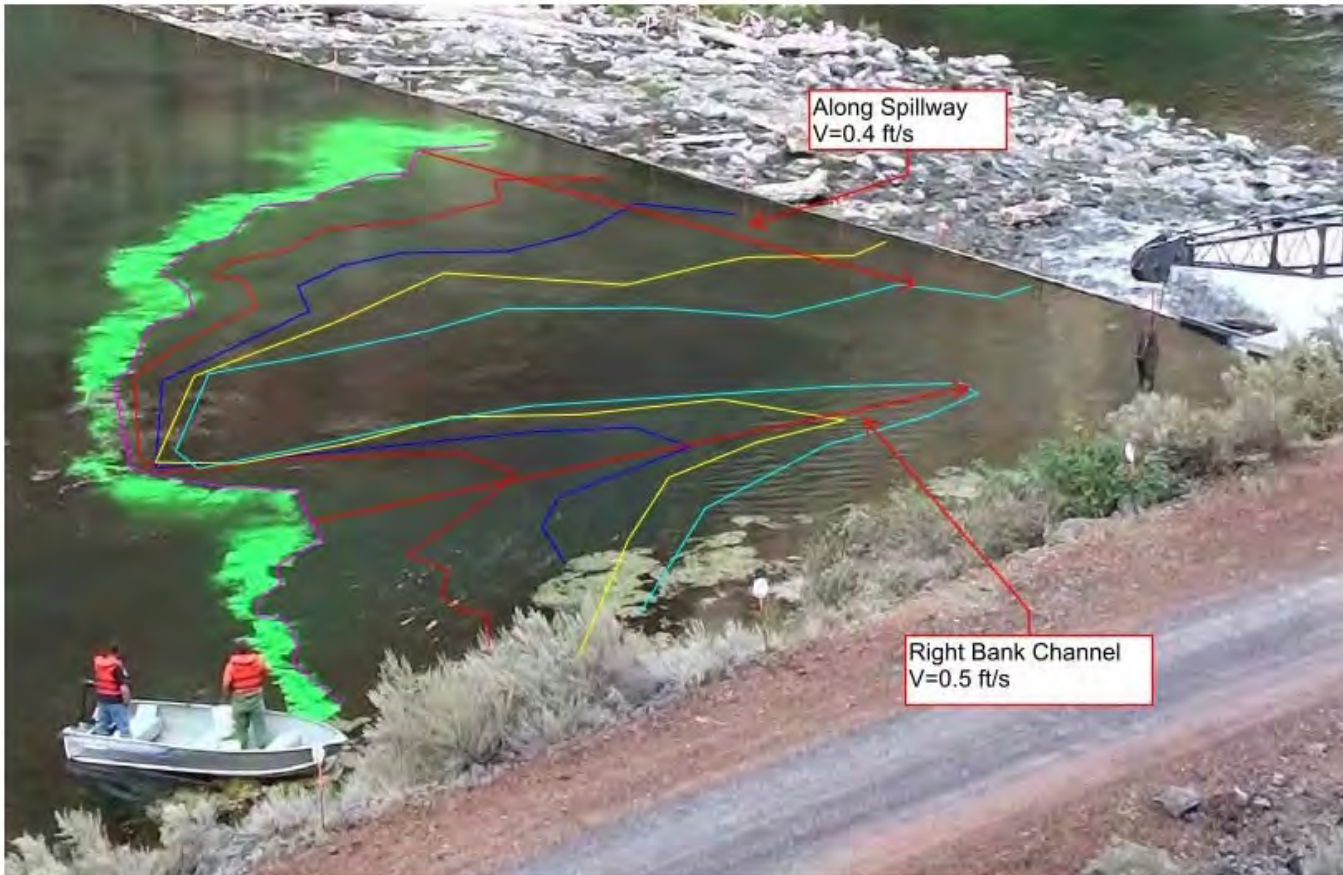


Figure 6-4. Dye Test Plots from Test 2 (50 cfs Flow with Dye Release 100 ft Upstream of Spillway)

confused in the forebay. As an adaptive management measure, if migrating fish are not able to find their way through the forebay, a right bank channel could be constructed using fill material to provide a higher velocity channel leading upstream to the head of the forebay. During the dye tests it was also observed that a channel had formed upstream of the spillway during the dye tests. This was probably due to the flow release on the right side of the spillway causing higher than usual velocities along the right bank.

The ladder exit (ladder flow entrance) will have constant flow, but this flow will be unlikely to produce high enough velocity to move sediment and keep an open channel on the right side of the forebay just from the ladder and AWS flow. That is one of the reasons why we included an 8 ft-wide independently operating Obermeyer Gate panel on the right bank adjacent to the ladder. When lowered all the way down to elevation 2002.5' this gate will pass approximately 640 cfs. This flow will be able to move some sediment and should be sufficient to keep a channel open on the right bank.

## **6.5 PERMITTING**

Compliance with applicable permitting requirements will require 401 certification, which will set forth any monitoring requirements for water quality. The changes being proposed are not likely to cause any degradation in water quality on an ongoing basis, and only minor turbidity events would be predicted to occur during construction. Both the ladder construction and the spillway work can be isolated from the river flow, and the existing bypass pipeline will carry the instream flow required flow to the bypass reach. Emergency plans will be necessary in the event of high flows that exceed the combined powerhouse flow and bypass pipeline capacity, but if construction is completed during summer months flows greater than the powerhouse flow are unlikely to occur.

Oregon State's 1200-C permit for erosion control and water handling may be required in addition to the Joint Permit Application.

## **6.6 SUMMARY OF COST COMPARISON AND MATRIX**

The CH2 TM included a cost estimate of the left bank USBR ladder concept, as well as costs for the forebay raise including spillway modifications. R2 used the costs developed in the CH2 TM and looked at the items that would change with a right bank ladder design. No cost changes were included for spillway modifications or any other elements that would be required no matter which side of the river the ladder was built. Table 6-3 shows the results of this comparison. Significant cost savings would be seen in the Sitework and Concrete portions of the job, and increases would be seen mostly due to the addition of an AWS. Sitework savings are mostly due

to the much smaller and simpler coffer dam and dewatering needs on the right bank and the better cut/fill balance that can be accomplished. Some savings are also due to a smaller footprint of construction and shared elements with the spillway modifications that are also taking place. The concrete savings are mostly due to the smaller pools which will minimize the volume of concrete required in all ladder elements. Some additional concrete is required for the AWS distribution boxes. Using the same mobilization, contingency and escalation costs as CH2, the total construction savings expected due the R2 modifications are approximately \$563,414, a 19% reduction in total construction costs for the ladder.

Table 6-3. Cost Comparison.

Facility	Section	Description	CH2 Estimate of USBR Ladder	R2 Modified Estimate	Approximate Cost Change
Ladder	200	SITEWORK	\$489,116.00	\$200,000.00	\$(289,116.00)
	300	CONCRETE	\$1,112,038.00	\$672,414.00	\$(439,624.00)
	500	METALS	\$140,201.00	\$140,201.00	\$0.00
	1100	EQUIPMENT	\$113,975.00	\$113,975.00	\$0.00
Bridge			\$61,403.00	\$0.00	\$(61,403.00)
R2 Additional Items:			\$0.00	\$425,000.00	\$425,000.00
Change:					\$(365,143.00)
		Mob/Demob	8%	\$(29,211.44)	\$(394,354.44)
		Contingency	30%	\$(118,306.33)	\$(512,660.77)
		Escalation	9.90%	\$(507,53.42)	\$(563,414.19)
Total Change:					\$(563,414.19)
Total Construction Cost			\$2,950,668.00		\$2,387,254.00

In Table 6-4 the three ladder designs summarized in Table 6-1 are compared to get an overall score. Zero points are given if all ladders equally meet the goal (“o” in the table), 1 point is awarded (“+” in the table) if a ladder performs better than the other two, and 1 point is subtracted (“-” in the table) if a ladder performs worse than another ladder for that item of comparison.

Table 6-4. Matrix.

Item to Compare	USBR Ladder	CH2 Modified	R2 Modified
Design Criteria	0	0	0
Project Goals	0	0	0
Safety	-	-	+
Cost	-	-	+
Engineering and Operation Risk	-	-	+
Biological Performance	0	0	0
Overall Comparison Score	-3	-3	+3

All three ladders performs equally well in the categories of Design Criteria, Project Goals and Biological Performance. There is no part of the Design Criteria that can not be met by each of the ladder designs. Likewise, it is our opinion that the Project Goals can be met by each of the ladder designs, providing timely fish passage at the site. Biological Performance, while different for each design due mostly to different ladder types and ladder exit location, is not demonstrably better for any of the ladder designs. We believe that the Half-Ice Harbor design has an edge with respect to fish passage through the ladder, and the right bank exit location has an edge with regards to upstream velocity cues, but overall we believe the Biological Performance for all of the ladder designs to be close to equal, with no clear favorite.

In the categories of Safety, Cost, and Engineering and Operation Risk, we believe the R2 modified ladder has significant benefits over the other proposed ladders. Safety is the main concern of the owner with the left bank ladder layouts. Working under the vertical and fractured columnar basalt cliff will endanger the life of workers at the project. Table 6-3 shows a construction cost savings of 19%, and the savings could be even larger due to less engineering and construction complications associated with the existing infrastructure and potential for rock falls from the cliff wall. By separating the hydro plant operations on the left bank from the fish ladder operations on the right bank we believe the operational and engineering risks will be lower.

**Comment [LP23]:** Isn't this true regardless of whether there is a ladder?



## **7. LITERATURE CITED**

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- Reischel, T. S. and T. C. Bjornn. 2003. Influence of Fishway Placement on Fallback of Adult Salmon at the Bonneville Dam on the Columbia River. *North Am J Fish Mgmt* 23:1215-1224.

## **APPENDIX A**

### **Attachments**

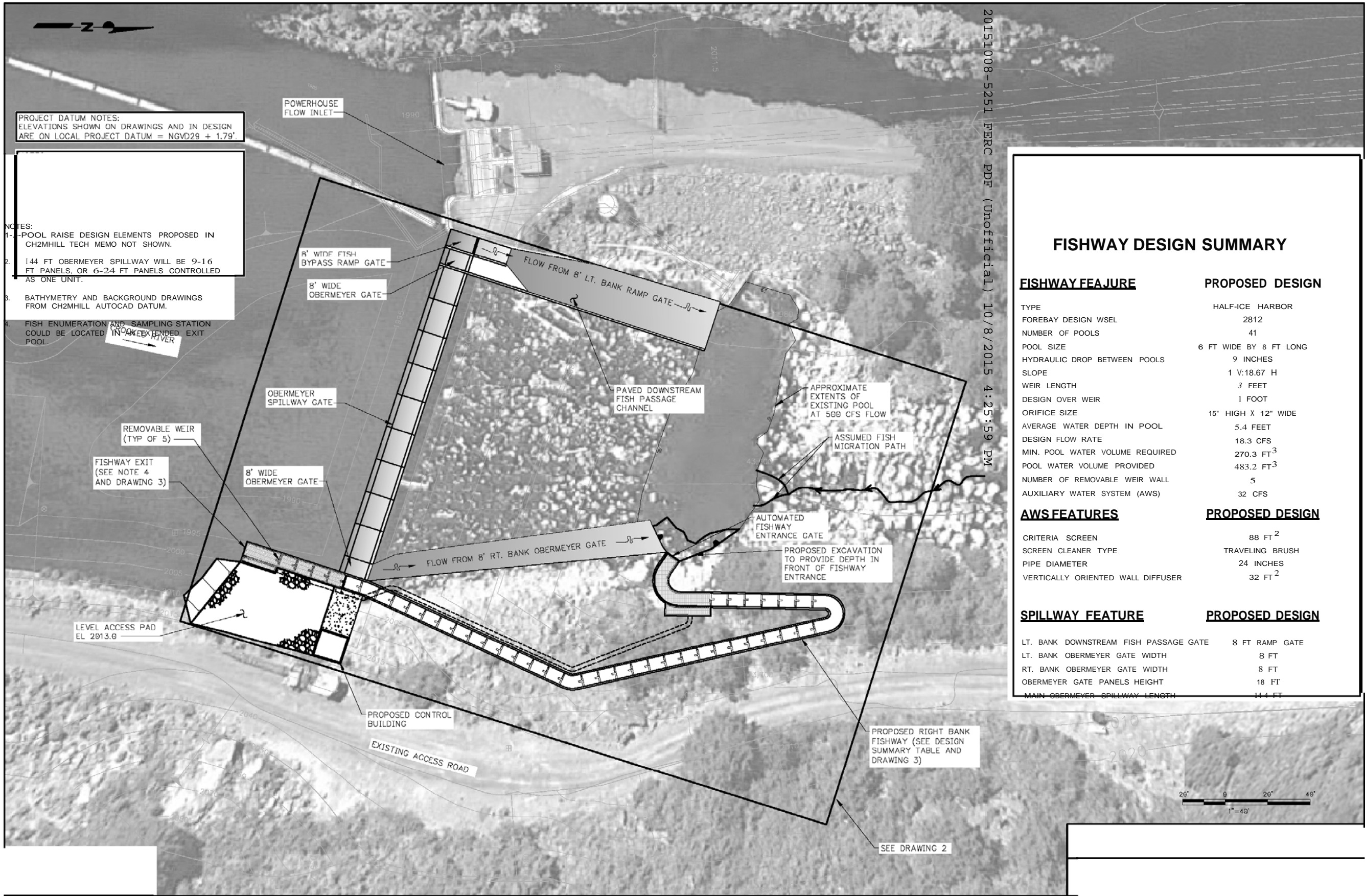
## **DRAWINGS**

DRAWING 1 OVERALL SITE PLAN

DRAWING 2 SITE PLAN

DRAWING 3 LADDER PROFILE





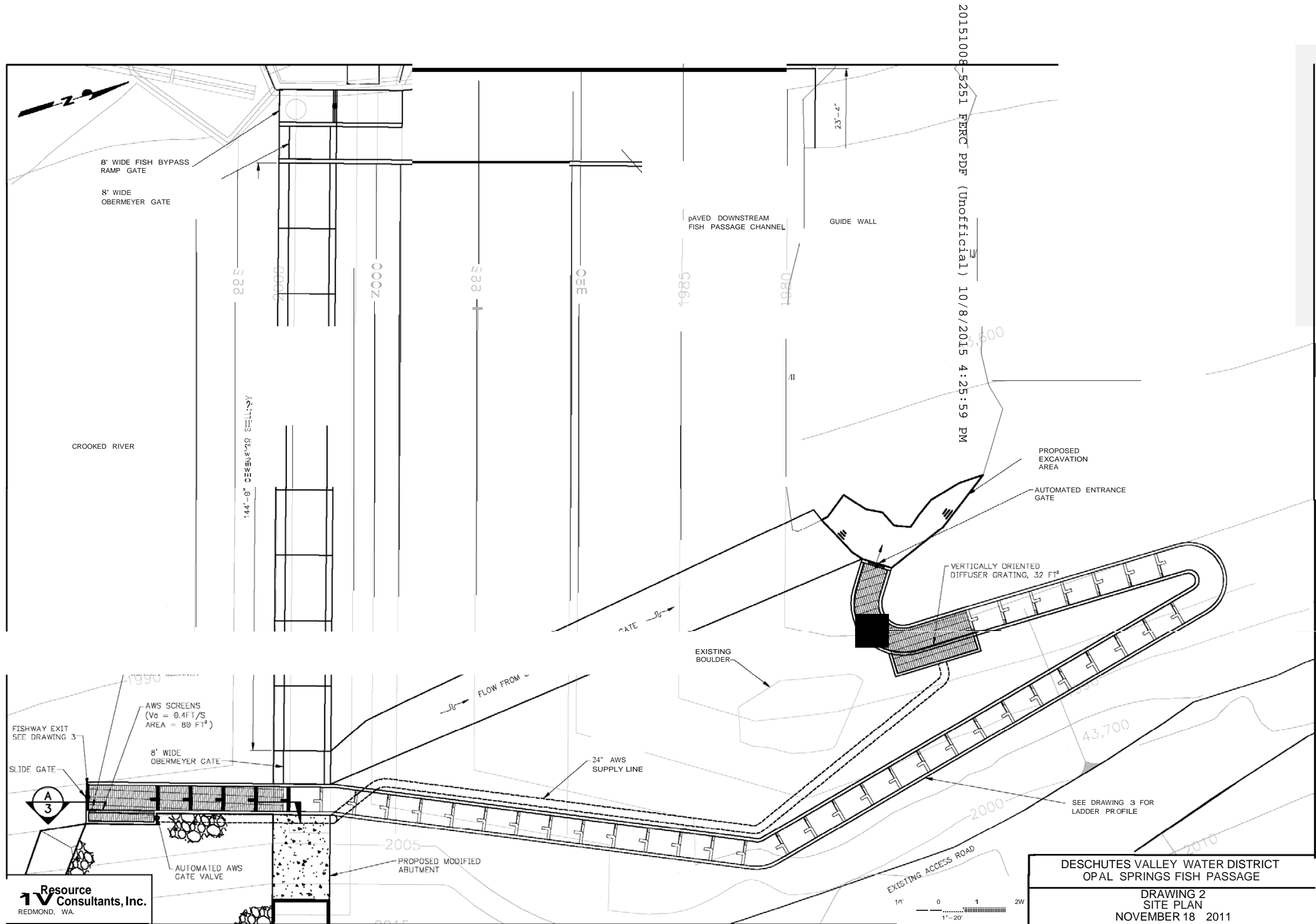
PROJECT DATUM NOTES:  
ELEVATIONS SHOWN ON DRAWINGS AND IN DESIGN  
ARE ON LOCAL PROJECT DATUM = NGVD29 + 1.79'

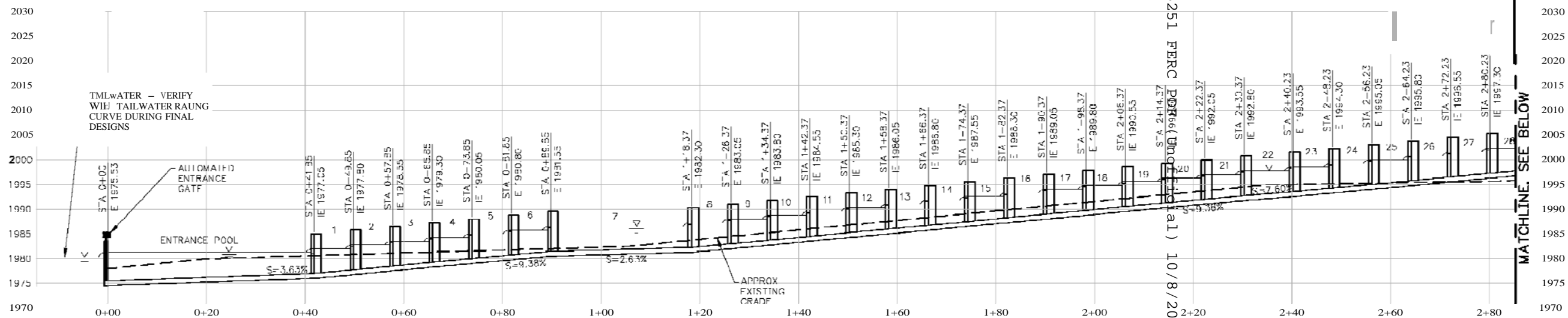
- NOTES:
1. POOL RAISE DESIGN ELEMENTS PROPOSED IN CH2MHILL TECH MEMO NOT SHOWN.
  2. 144 FT OBERMEYER SPILLWAY WILL BE 9-16 FT PANELS, OR 6-24 FT PANELS CONTROLLED AS ONE UNIT.
  3. BATHYMETRY AND BACKGROUND DRAWINGS FROM CH2MHILL AUTOCAD DATUM.
  4. FISH ENUMERATION AND SAMPLING STATION COULD BE LOCATED IN AN EXTENDED EXIT POOL.

## FISHWAY DESIGN SUMMARY

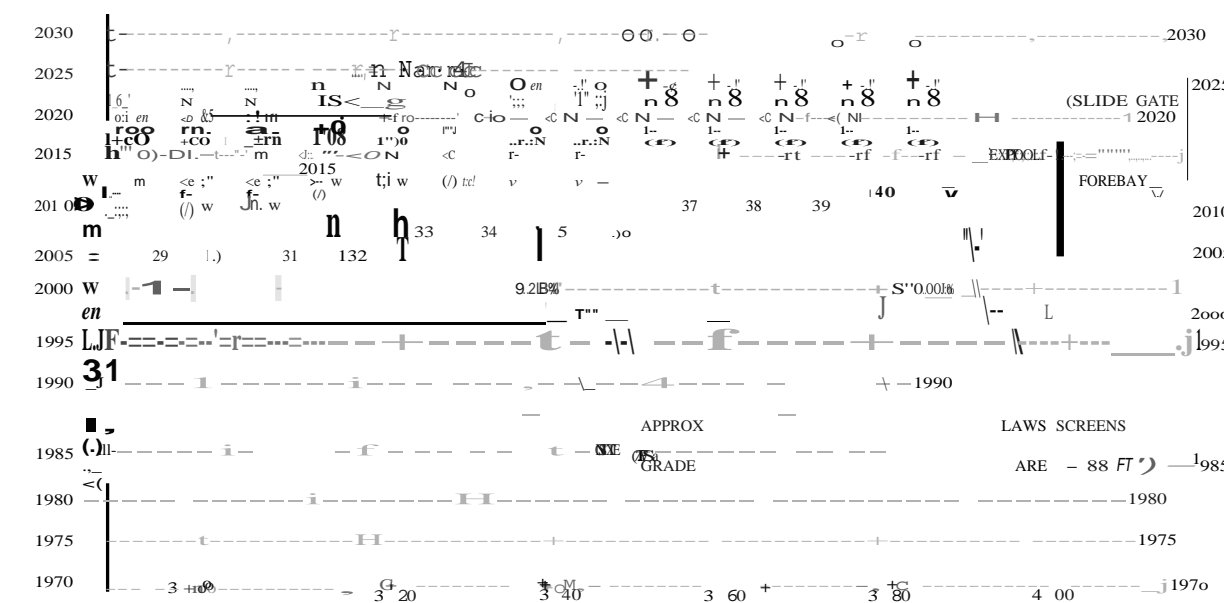
FISHWAY FEATURE	PROPOSED DESIGN
TYPE	HALF-ICE HARBOR
FOREBAY DESIGN WSEL	2812
NUMBER OF POOLS	41
POOL SIZE	6 FT WIDE BY 8 FT LONG
HYDRAULIC DROP BETWEEN POOLS	9 INCHES
SLOPE	1 V:18.67 H
WEIR LENGTH	3 FEET
DESIGN OVER WEIR	1 FOOT
ORIFICE SIZE	15" HIGH X 12" WIDE
AVERAGE WATER DEPTH IN POOL	5.4 FEET
DESIGN FLOW RATE	18.3 CFS
MIN. POOL WATER VOLUME REQUIRED	270.3 FT <sup>3</sup>
POOL WATER VOLUME PROVIDED	483.2 FT <sup>3</sup>
NUMBER OF REMOVABLE WEIR WALL	5
AUXILIARY WATER SYSTEM (AWS)	32 CFS
AWS FEATURES	PROPOSED DESIGN
CRITERIA SCREEN	88 FT <sup>2</sup>
SCREEN CLEANER TYPE	TRAVELING BRUSH
PIPE DIAMETER	24 INCHES
VERTICALLY ORIENTED WALL DIFFUSER	32 FT <sup>2</sup>
SPILLWAY FEATURE	PROPOSED DESIGN
LT. BANK DOWNSTREAM FISH PASSAGE GATE	8 FT RAMP GATE
LT. BANK OBERMEYER GATE WIDTH	8 FT
RT. BANK OBERMEYER GATE WIDTH	8 FT
OBERMEYER GATE PANELS HEIGHT	18 FT
MAIN OBERMEYER SPILLWAY LENGTH	111 FT

DESCHUTES VALLEY WATER DISTRICT  
OPAL SPRINGS FISH PASSAGE  
DRAWING 1  
OVERALL SITE PLAN  
NOVEMBER 18 2011

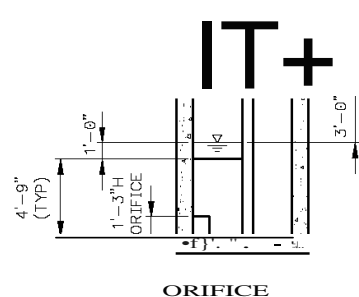
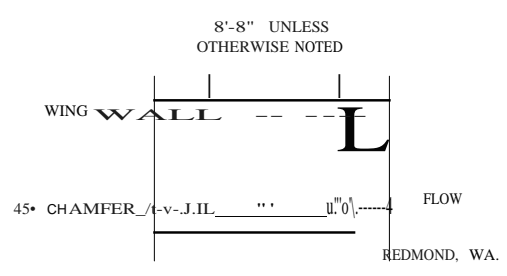




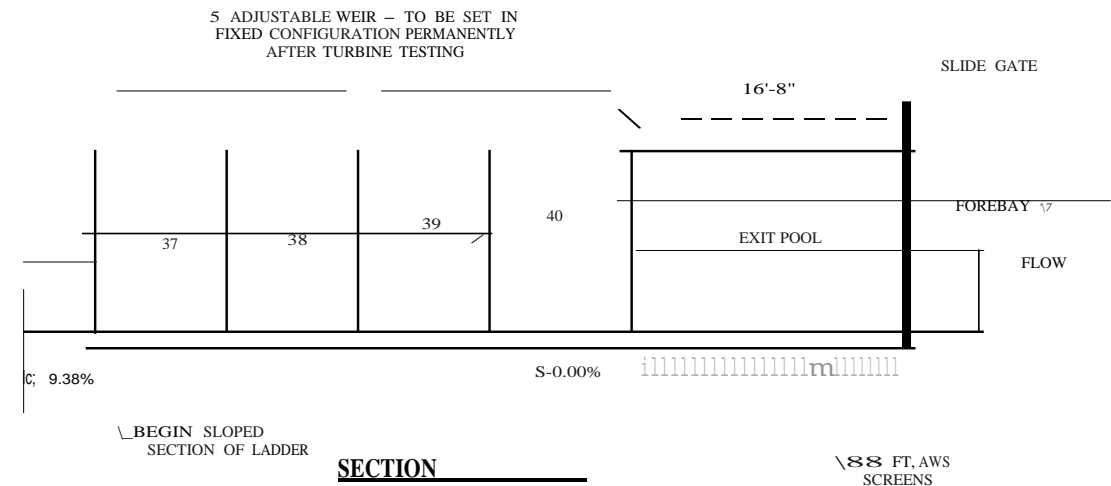
FISH LADDER PROFILE  
1"=20'



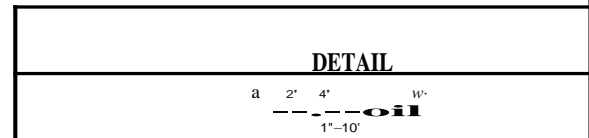
FISH LADDER PROFILE (CONTINUED)  
1"=20'



LADDER SLOT



SECTION



DETAIL

---+---ORIFICE ELEVATION

DESCHUTES VALLEY  
WATER DISTRICT  
OPAL SPRINGS  
FISH PASSAGE  
DRAWING  
3  
LADDER  
PROFILE  
NOV  
EMBER  
18,  
2011



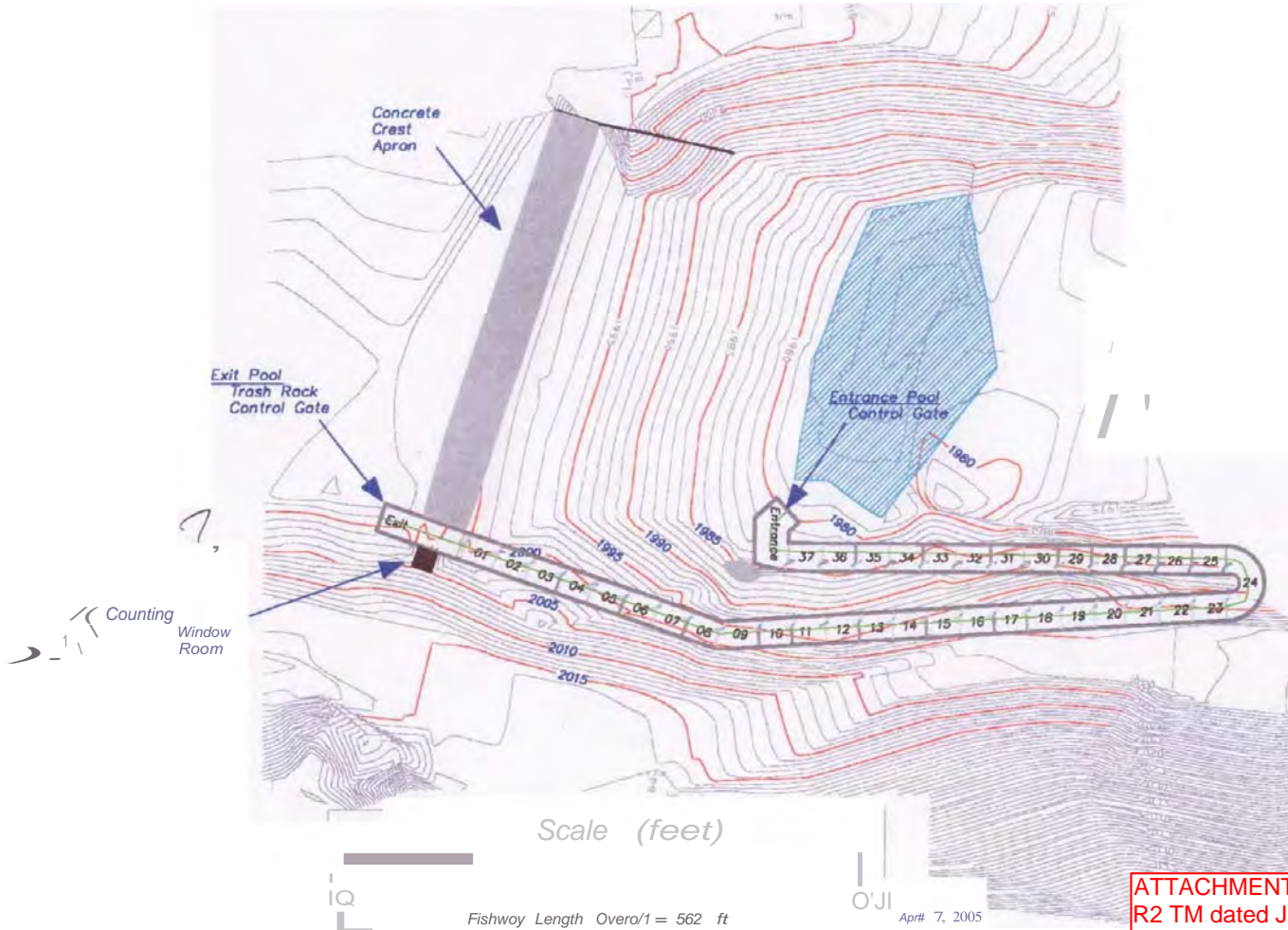


# Opal Springs Dam – Recommended Fishway Alternative

50 cfs vertical slot  $\frac{1}{2}$  with 15-inch slots  
 Pool dimensions: 10 ft wide, 12.5 feet long  
 Flow depth: approx. 7 feet Freeboard: J feet  
 Pool-pool drop = 0.75 ft

4, 1/0

From Larry Swensen  
 NOAA PDX

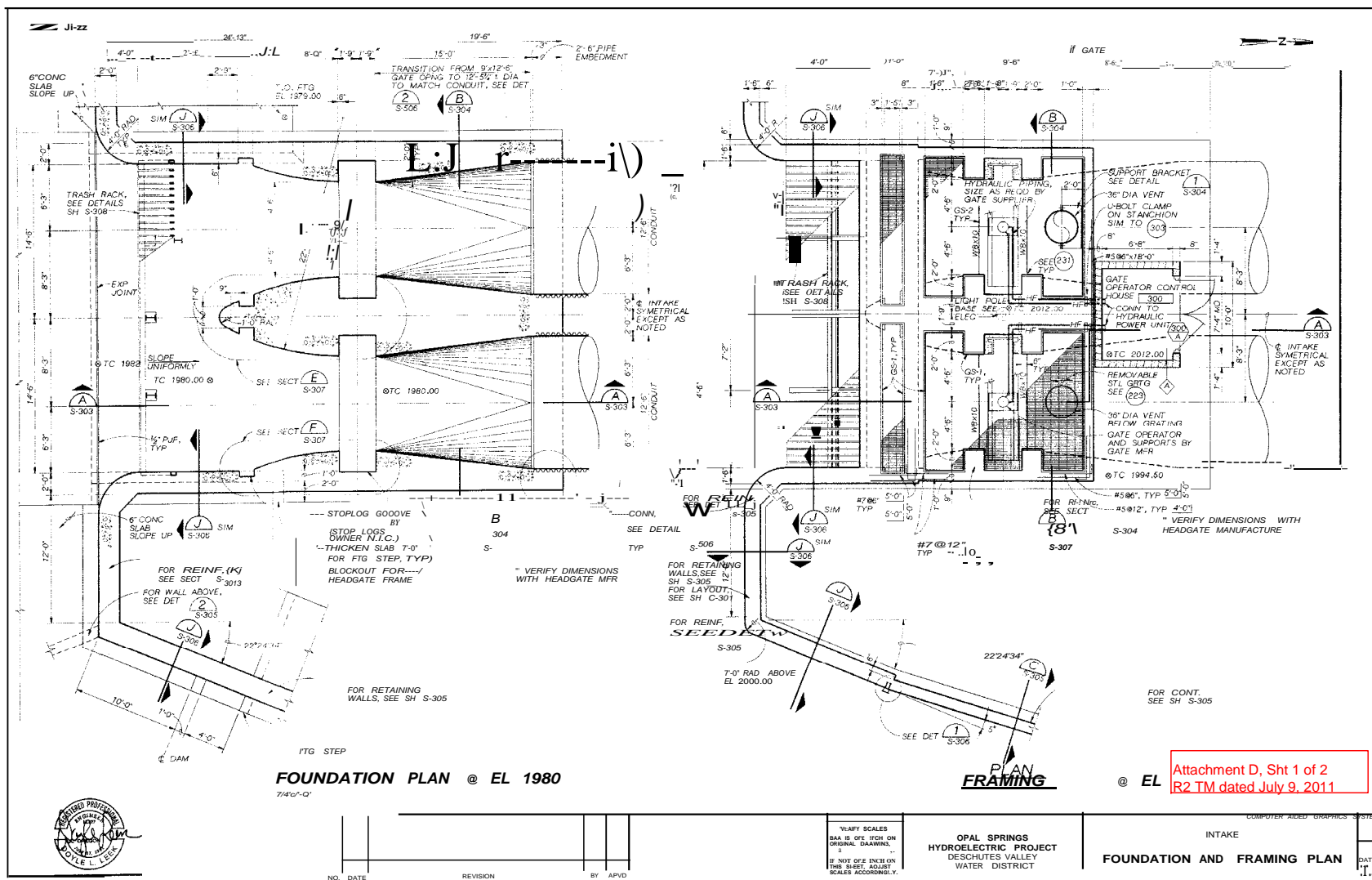


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## INTAKE


### SECTION

COMPUTER AIDED GRAPHICS SYSTEM

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DAT



	OSGN	<i>J. R. Lusk</i>
	DR	TD TRUEAX
	CHK	TRC/GFD
	APVD	<i>L. A. BAKER</i>

NO. DATE

REVISION

8Y APVD

## Finlay Anderson

---

**From:** Scott Carlon <scott.carlon@noaa.gov>  
**Sent:** Friday, January 13, 2012 2:34 PM  
**To:** Finlay Anderson  
**Cc:** Pete Lickwar; Bob Dach; Kate Miller; Brett Hodgson; Mike Lambert; Larry Swenson; Gary Lytle  
**Subject:** Opal Springs Fish Ladder Concepts

Finlay,

NMFS has reviewed the November 30, 2011, draft Technical Memorandum, *Review of Opal Springs Fish Passage Conceptual Design*, developed by R2 Resources. During our review, we sought the opinion of other resource agencies including BIA, USFWS and ODFW. Our discussions also included Trout Unlimited.

As you are aware, the agreed upon location for an adult fishway is the left (west) bank and after looking over the recommendations in the Technical Memorandum for a right bank location, we still believe that locating the ladder on the left bank would be the most effective for upstream adult passage; and would likely work better for juvenile downstream passage as well. NMFS does understand DVWD's concerns about heavy construction and increased worker presence occurring under the cliff on the left bank where there is occasional rock fall. As such, we are willing to consider DVWD's desire to locate the ladder on the right bank.

The Technical Memorandum also recommended a 20 cfs half-Ice Harbor design with a 30 cfs AWS. The AWS intake would require a fish screen and the system would require regular cleaning. We believe the additional maintenance requirements of the AWS and the reduced operational flexibility of a half-Ice Harbor design warrant staying with the vertical slot design. We disagree with the suggestion that the 50 cfs vertical slot design is a non-standard and untested configuration as this configuration is used elsewhere in the region. The selected design firm should review other vertical slot ladders in use in the region. If it is determined that modeling still needs to be conducted then we are certainly open to that.

While we agree that it is possible to construct and operate a ladder on the right bank, locating the ladder there will need discussion regarding the following:

- Maintaining the ladder exit and egress channel through the forebay, such as extending the ladder to meet the river thalweg and alternatives to managing sediment in the forebay;
- false attraction from simultaneous operation of right side ladder and left side downstream migrant bypass flows;

- potentially additional monitoring requirements to verify proposed operations, and to support adaptive management as needed to accommodate the new ladder location and release gates; and
- the proposed 3 foot range of possible final reservoir elevation levels and any needed changes in flow release or ladder design to accommodate this range.

We will need to reach agreement with DVWD and other Settlement parties on additional adaptive management and Tier 1 measures that address the above items. Once we have reached agreement regarding the ladder and gate design, the RFP process can continue while we discuss monitoring, operations, and maintenance, and adaptive management matters. We appreciate the efforts DVWD has made to research facility designs and look forward to discussing further.

Feel free to contact me if you have any questions or comments.

Thanks,

Scott



# Oregon

John A. Kitzhaber, MD, Governor

## Department of Fish and Wildlife

Fish Division  
3406 Cherry Ave NE  
Salem, OR 97303-4924  
503-947-6200  
Fax: 503-947-6202  
[www.dfw.state.or.us](http://www.dfw.state.or.us)



January 20, 2012

Gary Lytle, Manager  
Deschutes Valley Water District  
881 Southwest Culver Highway  
Madras, OR 97741

Re: Opal Springs Fish Passage Design Review

Dear Mr. Lytle:

Oregon Department of Fish and Wildlife (ODFW) staff has reviewed the "Draft Technical Memorandum - Review of Opal Springs Fish Passage Design," dated 30 November, 2012, prepared by R2 Resource Consultants, Inc. The document highlights many important issues pertaining to the design of fish passage facilities and their appertaining construction, maintenance, and operational functions at the Opal Springs diversion site. Referring to the salient list of issues found in Section 5, Conclusions and Recommendations, starting on page 17 of the report, we find that:

- Re-visiting the right bank (east side) location for a fish ladder is warranted, and we are confident that a well-functioning fish ladder can be designed and constructed there.
  - Exposure of personnel and facilities to rock fall safety hazards would be significantly reduced by locating the ladder on the river right side, compared to the left (turbine intake) side.
  - The tasks of engineering design and facility construction as well as long term facility operation and maintenance would be streamlined and simplified.
  - Fish ladder entrance and exit locations for upstream migrating fish are at least as advantageous on the right side location as any on the left side. More options for exit locations to protect against fall back and easy personnel access are benefits available on the right side. Optimum location and other details can be specified as final designs are developed.
- Because the final operational water surface elevation of the forebay is subject to turbine capacity testing following construction and because the fish ladder must be designed and constructed to operate at this indeterminate water surface elevation, specific design constraints for the ladder exit are not precisely known. Further, "The ladder must be designed to accommodate a 3-foot variance, from EL 2009.0 to EL 2012.0 feet LPD." (Ref. R2 and CH2 TM documents – Pg. 5 and Chap. 7, respectively). ODFW fish passage engineers note that the operational characteristics of a (properly designed)





vertical slot ladder can readily accommodate this variance, providing flows and velocities that meet standard criteria over this range, with no additional physical adjustments or multiple exit pools required. For this reason, ODFW suggests that the vertical slot ladder option be thoroughly considered for this application. Conceptually, the ladder could be designed for maximum design flow,  $Q_{\max}$ , (i.e. slot widths, number of pools, pool volume, etc.) to meet passage criteria when the forebay is at its maximum expected height. Then, if the forebay were to be operated at a lower elevation, perhaps even 3 feet lower, the ladder would still be effective. Flow through the ladder would be reduced accordingly to the minimum design flow,  $Q_{\min}$ , while slot velocities would not be significantly changed and water depth, pool drop, pool volume, energy dissipation, etc., could remain conservatively within accepted design and criteria limits.

- An auxiliary water supply (AWS) system with the necessary fish screen, fish screen cleaning system, pipes, diffuser, etc. and with its accompanying costs and operational complications, would not be needed if the ladder were sized large enough to pass up to 50 cfs and/or if extra water could be routed past the entrance via the channel, described in the R2 report.
- ODFW concurs with R2 and other reviewers who highlight the need to provide safe passage downstream for juvenile out-migrants and kelts that could be present on the west side of the forebay as they reach the diversion structure. It is important to provide surface flow cues for these fish that seek to continue their journey downstream. These may not discover outlets on the right side of the dam. The existing option of fish sounding to follow flows into the turbine inlet or through the submerged sluice box is unhealthy and should not be encouraged. Instead, the downstream fish passage channel, proposed by R2, should preferably be included with appropriate crest controls (variable height dams) to provide surface flows when downstream migrants are present. Two performance features must obviously be included in the design of the downstream channel: 1) juveniles must pass quickly and injury free down the channel without loss, and 2) adult fish heading upstream must not be injured or overly delayed if they, by chance, attempt to test this route before sensing and finding the primary attraction flows from the right side ladder.
- Inasmuch as a mandate for a minimum river flow of 50 cfs exists for this project, it is reasonable to suggest that the ladder be designed to operate effectively at 50 cfs maximum as well as at designated lower flows so that some water could always be made available for the left side downstream fish passage channel, when needed. A perceived discretionary flow,  $Q_{\text{dis}}$ , equal to  $Q_{\max}$  minus  $Q_{\min}$ , could be made available for use in several places, as requested by the fish agencies, i.e.: 1) extra flow in the ladder, 2) auxiliary attraction flow alongside the fish ladder in the right side spillway channel, proposed by R2, 3) in the left side downstream fish passage channel, discussed above, or 4) somewhere else along the diversion dam crest, controlled by Obermeyer weirs, or equivalent.
- At times when maximum flow (50 cfs) is desired at the ladder entrance to attract upstream migrants, another source for temporary, short time flow down the left side

downstream passage channel could be a draw on the 'water bank account' that is being developed for hydropower production and fish passage purposes at this facility.

- Additional information and collaboration that will be used for subsequent design and optimization of project objectives and cost/benefit ratios will be pursued and shared during the normal process of final design development. Two examples of issues that require more information could be:
  - Analysis of the costs and potential benefits of locating the fish ladder exit at various distances upstream of the dam to avoid fallback.
  - Analysis of the concept to route the fish ladder on the right side around the right abutment of the dam in order to extend the exit upstream into the forebay and avoid switchbacks in the ladder alignment. This would include identifying the subgrade materials, estimating excavation costs, potential affects on the integrity of the dam, and feasibility of realigning the roadway to a sufficient offset.

In addition to the items identified in the memorandum prepared by R2, the following should be considered as the design develops:

- It may be prudent to consider designing a barrier protecting fish from migrating upstream into the tailrace.
- During the development of the Settlement Agreement, parties identified a suite of adaptive management measures that may be necessary to ensure safe, timely, and effective upstream and downstream fish migration. These measures were identified under the context that the fish ladder would be constructed on the left (west) bank. With construction and operation of the ladder on the right bank, this may present the need for additional or supplemental adaptive management measures. These measures should be identified upon completion of final ladder designs and incorporated into a Settlement Agreement amendment.

Sincerely,



Michael Lambert  
Lead Project Manager  
Fish Screening and Passage Program

cc: Finlay Anderson, Longview Associates  
Scot Carlton, National Oceanic and Atmospheric Administration  
Bob Dach, Bureau of Indian Affairs  
Brett Hodgson, Oregon Department of Fish & Wildlife  
Ken Homolka, Oregon Department of Fish & Wildlife  
Peter Lickwar, US Fish & Wildlife Service  
Kate Miller, Trout Unlimited  
Larry Swenson, National Oceanic and Atmospheric Administration



January 20, 2012

VIA ELECTRONIC FILING

Kimberly D. Bose  
Secretary  
Federal Energy Regulatory Commission  
888 First Street, N.E.  
Washington, D.C. 20426

**Subject: Notice of Joint Meeting for Non-Capacity Amendment Process for Fish Passage at the Opal Springs Hydroelectric Project (FERC No. 5891).**

Dear Ms. Bose,

In accordance with the Commission's regulations, the Deschutes Valley Water District (DVWD) hereby provides notice that it will hold a Joint Meeting with Agencies and affected Tribes on February 7, 2012. The meeting is open to the public, and will take place at 2:00 PM at the Culver City Hall, located at 200 SW 1st Street, Culver Oregon. Public Notice of this meeting is also being published in the Madras Pioneer, the Prineville Central Oregonian, and the Bend Bulletin.

The purpose of the meeting is to answer questions regarding DVWD's proposed amendment to its license from the Federal Energy Regulatory Commission (FERC). DVWD will request authorization to build fish passage facilities including a fish ladder and downstream bypass routes. In order to improve passage conditions, an increase in the authorized maximum pool elevation is also requested. DVWD filed its Initial Consultation Document (ICD) on December 21, 2011.

Topics to be discussed include 1) background to October 2011 Settlement Agreement with federal and state agencies, and with Trout Unlimited; 2) review of the ICD; 3) discussion of upcoming investigations



Deschutes Valley Water District  
Joint Meeting Notification  
January 20, 2012  
Page 2

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necessary to inform the eventual amendment application; and 4) questions from the public. Documents related to this filing are available for download at [www.longviewassociates.com/opalsprings.html](http://www.longviewassociates.com/opalsprings.html)

If you have any questions or comments regarding the Joint Meeting, please contact Finlay Anderson at (503) 335-5806.

Sincerely,

/Gary Lytle/  
Gary Lytle  
Project Manager

Cc: Service List  
Interested Parties List (email)

**FEDERAL ENERGY REGULATORY COMMISSION**  
Washington, D. C. 20426

OFFICE OF ENERGY PROJECTS

Project No. 5891--Oregon  
Opal Springs Hydroelectric Project  
Deschutes Valley Water District

Nancy Gilbert  
Field Supervisor  
U.S. Fish and Wildlife Service  
Bend Field Office  
63095 Deschutes Market Road  
Bend, OR 97701

January 19, 2012

Garth Griffin  
Protected Species Division  
National Marine Fisheries Service  
1201 NE Lloyd Blvd.  
Portland, OR 97232

Reference: Designation of non-federal representative to conduct informal  
endangered species consultation

Dear Ms. Gilbert and Mr. Griffin:

By letter dated December 21, 2011, the Deschutes Valley Water District (licensee) requested to be designated the Commission's non-federal representative for the purpose of conducting informal consultation with the U.S. Fish and Wildlife Service and the National Marine Fisheries Service pursuant to Section 7 of the Endangered Species Act for the Opal Springs Hydroelectric Project. As stated in its letter, the licensee is preparing an application to amend its license to install fish passage facilities at the Opal Springs Hydroelectric Project. No amendment application has been filed with the Commission at this time.

The role of the non-federal representative includes conducting studies, developing and supplying information, attending meetings, ensuring that pertinent listed species information is maintained in a project file, developing a draft biological assessment as needed, participating in informal consultation with your agency, and keeping the Commission apprised of its actions.

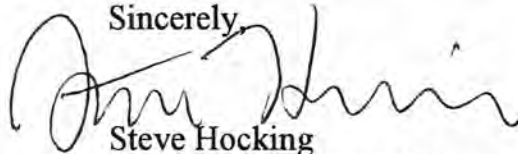
By this letter, the Commission designates Deschutes Valley Water District, as its non-federal representative to conduct informal consultation with your agency. If you

Project No. 5891

2

have any questions, please contact John K. Novak at (202) 502-6076 or [john.novak@ferc.gov](mailto:john.novak@ferc.gov).

Sincerely,

A handwritten signature in black ink, appearing to read "Steve Hocking", written over the word "Sincerely,".

Steve Hocking  
Chief, Environmental Review Branch  
Division of Hydropower Administration  
and Compliance

cc:

Gary Lytle  
Hydro Operations Manager  
Deschutes Valley Water District  
881 SW Culver Highway  
Madras, OR 97741

Finlay Anderson  
Long View Associates, Inc.  
4022 NE 8<sup>th</sup> Avenue  
Portland, OR 97212



# United States Department of the Interior



## FISH AND WILDLIFE SERVICE

Bend Field Office

20310 Empire Avenue, Suite A100

Bend, Oregon 97701

Phone: (541) 383-7146 FAX: (541) 383-7638

Reply To: 7455.003

File Name: ICD letter

TS Number: 12-308

TAILS: 13420-2009-FA-0099

April 4, 2012

*Filed electronically*

Kimberly D. Bose, Secretary  
Federal Energy Regulatory Commission  
888 First Street NE  
Washington, DC 20426

Re: Initial Consultation Document for the Opal Springs Hydroelectric Project Proposed Non-Capacity License Amendment, Federal Energy Regulatory Commission No. 5891

Dear Ms. Bose:

The U.S. Fish and Wildlife Service (Service) has reviewed the Deschutes Valley Water District's (DVWD) December 21, 2011, Initial Consultation Document (ICD) for a Non-Capacity Amendment Process for Fish Passage at the Opal Springs Hydro Project (OSHP). The DVWD is the licensee for the OSHP (FERC No. 5891). On February 7, the DVWD held a Joint Meeting and site visit as required by 18 CFR §4.38(b)(6)(i) to discuss the proposed amendment with the agencies, affected tribes, and members of the public.

The ICD initiated the three stage consultation process on the proposed amendment to allow fish passage at the OSHP. The ICD was preceded by several years of discussions with the federal agencies, state agencies, tribes, and non-governmental organizations, which resulted in the execution of a Settlement Agreement Concerning a License Amendment for Fish Passage (Settlement Agreement) at the OSHP in October of 2011. The Settlement Agreement



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established the development of a Fish Passage Work Group (FPWG) to guide implementation of the Settlement Agreement and amended license, when issued.

The Service has reviewed the ICD and believes that the description of the Proposed Action, the Affected Environment, and studies to be conducted prior to submitting a license application are consistent with the October, 2011, Settlement Agreement. Specifically, the DVWD has committed to the following:

W-1: Water Quality	In anticipation of needing an ODEQ Water Quality Certification under Section 401 of the Clean Water Act, DVWD has begun collecting data from the OSHP forebay and tailrace. This data will inform the Proposed Action's potential impacts, positive or negative, on water quality.
F1: Facility Design	<p>A final design of the fish ladder and associated facilities is critical for determining how the project will operate to benefit fish and aquatic resources. Key information to be developed will include:</p> <ul style="list-style-type: none"> <li>• location of the ladder entrance and exit cell in relation to project features;</li> <li>• size and configuration of fish ladder and any AWS system;</li> <li>• location, configuration, and hydraulic capacity of proposed spillway gates;</li> <li>• configuration and energy dissipation characteristics of the spillway below the spillway gates;</li> <li>• anticipated construction methods, timing, and permitting needs;</li> <li>• any necessary modifications to boulder field below the diversion structure to facilitate fish access to the ladder</li> </ul>
F2: Facility Operation	Operation of the facility, particularly the spillway gates will require additional understanding of the relationship between down-migrant timing, river flows, and up-migrant timing, since delivery of spillway flows may influence ladder entrance cell characteristics. This will require further development of a DMM model to establish operating rules for water management through the spillway facilities. The DMM will establish survival estimates for spillway and turbine passage under current and proposed conditions using existing information and established relationships from recent fish passage literature.
F3: Swimming Speed Analysis	A swimming speed analysis of key fish species is needed to understand any risks of turbine strike from upstream migrating fish that explore the powerhouse draft tubes under a range of normal operating conditions.
B-1: Invasive Species Investigation	An investigation is needed into the presence and potential extent of the invasive species Common Reed Grass ( <i>Phragmites australis</i> ) on the east bank in the area that would be inundated by the higher pool. Results of this

	investigation will be used to determine potential control measures.
R2: Project Boundary Delineation	Existing Exhibit G maps for the project are out of date and will need to be brought up to current FERC standards described in 18 CFR §4.39. This analysis will also be important to clarify implications for a ROW request to the BLM.
R3: Visual Impact Study	DVWD will contract with a qualified consultant to provide an assessment of the visual impacts of the proposed alternatives. This analysis will help inform the BLM's Wild and Scenic Rivers 7(d) Analysis (Study R1, not referenced here).

In addition to these studies, the DVWD is initiating the engineering process to design the facilities in consultation with the FPWG. This consultation process may lead to development of additional measures to be incorporated into an amended Settlement Agreement that will support the license amendment application.

The Service has not identified any information beyond that included in the ICD, or as part of the ongoing fish passage engineering and studies described above, as being necessary to support the license amendment application. We appreciate the efforts the DVWD has made to work with the Service and other parties on various issues. We look forward to working with the DVWD and others as the licensing proceeding continues. If you have any questions or comments regarding this letter, please contact me or Peter Lickwar at (541) 383-7146.

Sincerely,



Nancy Gilbert  
Field Supervisor

cc:

Gary Lytle, DVWD  
Finlay Anderson, Long View Associates  
Ted Wise, Brett Hodgson, ODFW  
Doug Young, USFWS Portland

the 1990s, the number of people in the United States who are 65 years of age or older is projected to increase from 20 million to 30 million, and the number of people 75 years of age or older is projected to increase from 10 million to 15 million (U.S. Census Bureau, 1996).



UNITED STATES DEPARTMENT OF COMMERCE  
National Oceanic and Atmospheric Administration  
NATIONAL MARINE FISHERIES SERVICE  
PORTLAND OFFICE  
1201 NE Lloyd Boulevard, Suite 1100  
PORTLAND, OREGON 97232-1274

**ELECTRONICALLY FILED**

April 3, 2012

Kimberly D. Bose, Secretary  
Federal Energy Regulatory Commission  
888 First Street, N.E.  
Washington, D.C. 20426

RE: National Marine Fisheries Service's comments on the Initial Consultation Document,  
Opal Springs Hydroelectric Project (FERC No. 5891)

Dear Secretary Bose:

On December 21, 2011, the Deschutes Valley Water District (DVWD) filed an Initial Consultation Document (ICD) for a Non-Capacity Amendment for Fish Passage at the Opal Springs Hydroelectric Project (FERC No. 5891). National Marine Fisheries Service, along with other Federal and state resource agencies and non-governmental organizations, reached an agreement with DVWD on the amendment for fish passage at the Opal Springs Project. This agreement established studies, an adaptive management process, and a Fish Passage Work Group to guide implementation of fish passage at the Opal Springs Project. Because studies regarding fish passage and interrelated activities were agreed to in the settlement agreement, and we are relying on DVWD to conduct those studies, NMFS does not have any additional study requests or other comments on the ICD.

If you have any questions regarding this letter, please contact Scott Carlon of my staff at 503.231.2379 or ([Scott.Carlon@noaa.gov](mailto:Scott.Carlon@noaa.gov)).

Sincerely,

A handwritten signature in blue ink that reads "Keith Kirkendall".

Keith Kirkendall  
Chief, FERC and Water Diversions Branch  
Hydropower Division

cc: Peter Lickwar, USFWS – Bend, OR  
Bob Dach, BIA – Portland, OR  
Brett Hodgson, ODFW – Bend, OR  
Kate Miller, Trout Unlimited – Portland, OR





**UNITED STATES OF AMERICA**  
**FEDERAL ENERGY REGULATORY COMMISSION**

**Deschutes Valley Water District**

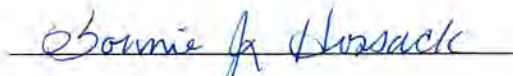
**) Opal Springs Hydroelectric Project**

**) FERC No. P-5891**

**CERTIFICATE OF SERVICE**

I hereby certify that I have this day served, by electronic mail, a letter to Kimberly D. Bose, Federal Energy Regulatory Commission, from the National Marine Fisheries Service, regarding comments on the Initial Consultation Document for a Non-Capacity Amendment for Fish Passage at the Opal Springs Hydroelectric Project P-5891 and this Certificate of Service.

Dated on April 3, 2012



Bonnie J. Hossack  
Administrative Assistant



## OPAL SPRINGS FISH PASSAGE

Trout Unlimited Q&A  
April 4, 2012

### Purpose of Presentation

- ▣ Public Discussion
  - The need for the fish passage at the project
  - Regulatory background
  - Work accomplished to date
  - The Proposed Action
  - Potential positive and negative impacts
  - Information that is still being developed
- ▣ Questions and Answers

## The FERC Process

- ▣ What is FERC and how does it regulate Opal Springs?
- ▣ FERC Licensing and Relicensing
- ▣ Amendments to Licenses
  
- ▣ How does this relate to the scope of what is being proposed at the Project?

## Consultation Timeline

1. Comments, information requests from agencies (by April 6, 2012)
2. Information development
3. Draft amendment application (January 2013-Target)
  - Draft Environmental Assessment (EA)
  - Exhibits
    - ▣ Operations
    - ▣ Facilities
    - ▣ Project Boundary

## Consultation Timeline

4. Comments on Draft Application, EA, Exhibits (60 days following issuance of draft)
5. Joint Meeting (if necessary)
6. Final Amendment Application to FERC (no later than October 27, 2013)
  - EA
  - Exhibits
  - Any other required approvals

## Key Documents

- Initial Consultation Document
  - Proposed Action
  - Facilities and Operations
  - Environmental Considerations
  - Additional information needs
- Settlement Agreement
  - Main agreement (how we will move forward)
  - Appendix A – Proposed License Articles
  - Appendix B – Technical Appendix



## Fish Passage Work Group

- ❑ Composed of Settlement Parties
- ❑ Review and approval of facility designs
- ❑ Review and approval of annual monitoring actions
- ❑ Review and approve the water management plan (developed annually)
- ❑ Review the draft Annual Report and determine what fish passage related activities are anticipated for the coming year.
- ❑ (See Appendix B for more detail)



## Deschutes Valley Water District

- ▣ Provides potable water to over 4,000 water meters
- ▣ Source of supply is groundwater wells and Opal Springs, located in bottom of the Crooked River canyon (840 feet)
- ▣ Originally, the project utilized a small spring to power a water-ram which pushed spring water up the canyon to a delivery system
- ▣ In 1920s, a diversion structure was constructed across the Crooked River to power a turbine pump
- ▣ The diversion was upgraded to current configuration in 1984; water is now pumped up canyon using electric motors
- ▣ Hydro project is key to making water service economical







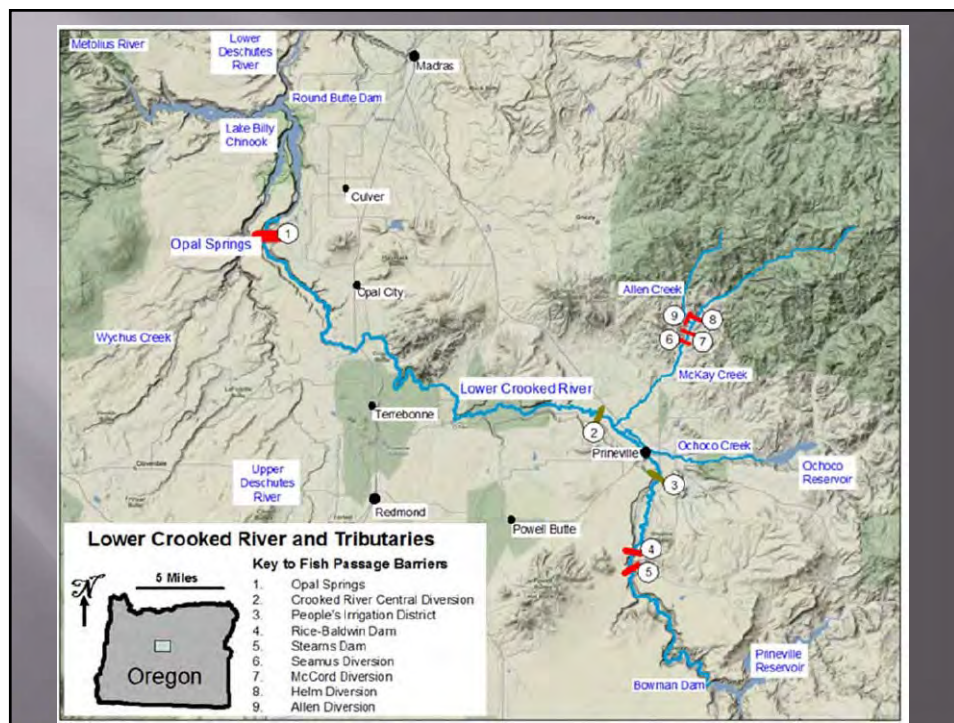
- ▣ 4.3 MW Installed Capacity
- ▣ Water right of 1,772.5 cfs
- ▣ Land ownership DVWD and BLM
- ▣ Wild and Scenic Boundary is upstream of impoundment

## Fish Passage Background

- ▣ Opal Springs licensed in 1982, current license expires in 2032
  - Salmon and steelhead were not present, though had been in Crooked River historically
  - 50 cfs bypass requirement
  - Fish passage was not a requirement of license
    - ▣ No fish ladder
    - ▣ Un-screened intakes
  - License contains standard “re-opener” language (FERC Form L-2, 1975)

## Fish Passage Background (cont'd)

- ❑ Pelton Round Butte Project relicensed in 2005
  - Included provisions for fish passage
  - Summer steelhead (ESA Threatened), Spring Chinook, and sockeye are being re-introduced into the Upper Deschutes Basin by Fish Managers
- ❑ Bull trout (ESA Threatened) are also in the Project area







Opal Springs is a fish  
passage barrier, so build a  
fish ladder- simple enough?

## Additional Considerations

- ▣ At normal flows, powerhouse utilizes majority of Crooked River flows, which led to a concern about false attraction (delay) in the tailrace
- ▣ No proposed changes to intake:
  - Potential risk to downstream migrants
  - Will require ongoing monitoring and evaluation to comply with an Incidental Take Statement
- ▣ Uncertainty about how fish will behave

## Proposed Action

- ▣ Build a fish ladder;
- ▣ Raise the authorized maximum pool elevation by 6 feet, using one or more inflatable control weirs to help shape downstream flows;
- ▣ Implement a water credit accounting system known as the Bypass Flow Accrual Account (BFAA) that will provide for additional water, when needed, to the bypass reach to assist upstream fish passage and/or to assist downstream fish passage;

- ▣ Carry out a Monitoring and Evaluation (M&E) Plan for assessing the performance of the fish passage facilities against Performance Standards; and
- ▣ Follow a two-tiered adaptive management framework for reviewing M&E results and implementing additional measures, if needed.



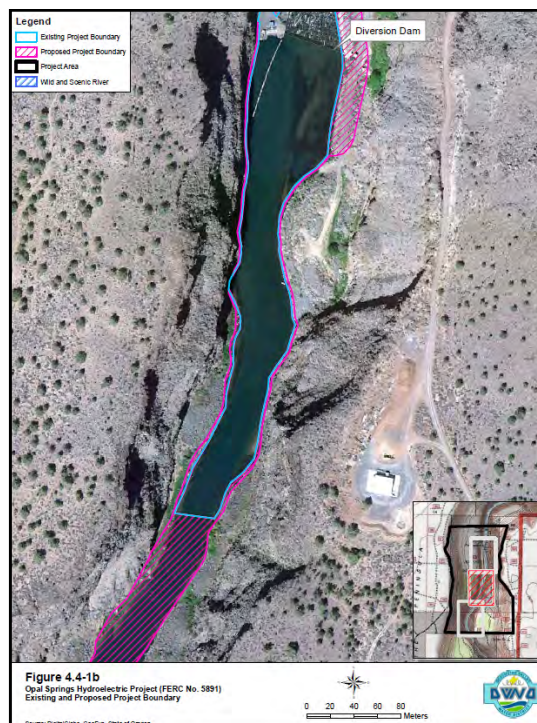
**Figure 4.2-3.** Eastside/Right Bank Ladder Entrance Alternative developed by DVWD to address safety and operational concerns (R2 2011). Project elevations in local project datum and subject to -1.79 ft. correction to NGVD 29.





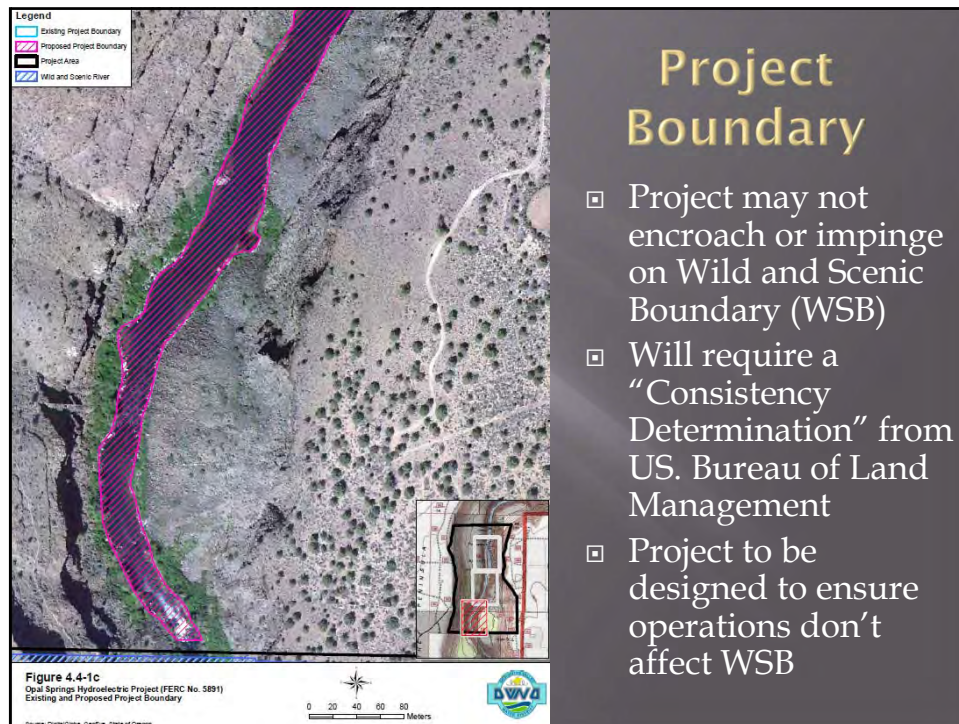
## Project Boundary

- ▣ New area around tailrace to anticipate adaptive management measures
- ▣ Area around diversion to accommodate ladder and boulder field modifications



## Project Boundary

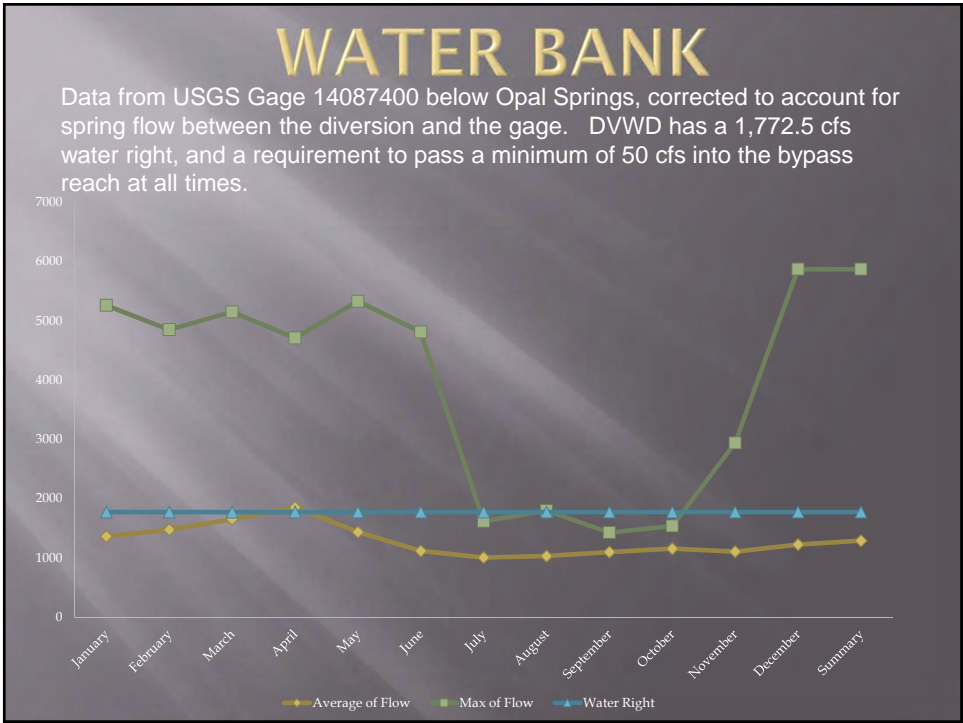
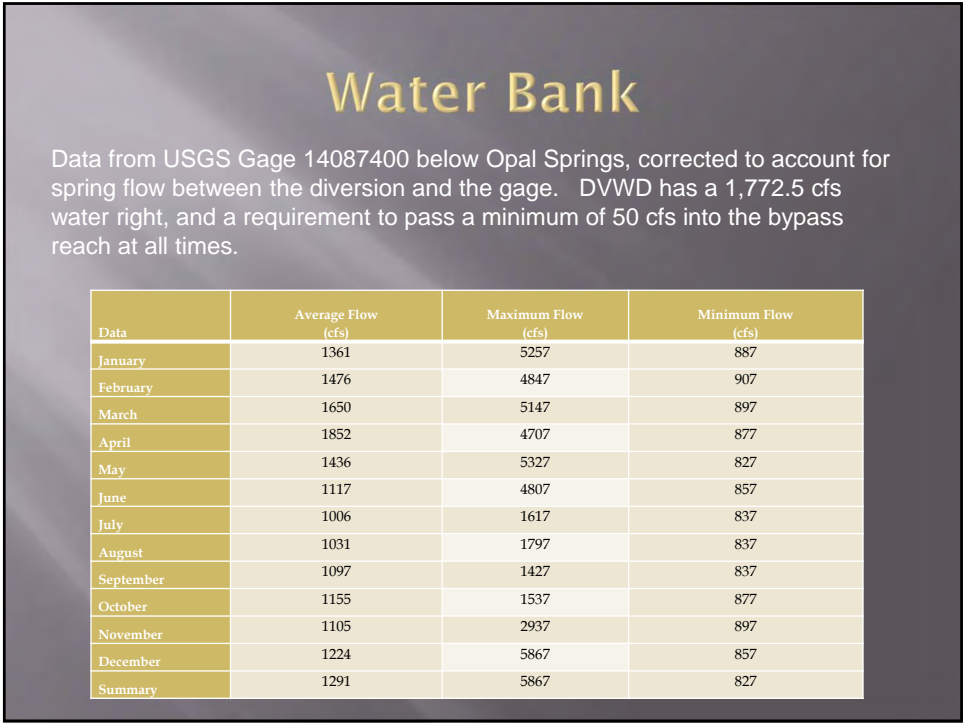
- ▣ Upstream area will be inundated and therefore to be included in Project boundary




## Why the Pool Raise?

- Adaptive management: creates a water-bank to facilitate fish passage
  - Attraction flow when needed to cue fish to move away from tailrace (upstream passage)
  - Downstream flows through bypass weir to provide alternative to turbine (downstream passage)
- Critical for engineering
  - Structure for downstream bypass gates
  - Placement of ladder over dam without penetrating dam or damaging geomembrane liner
- DVWD will gain generation efficiency, but also accepts potential equipment risk








**Upstream Migration**

- At many times of the year, there is a disproportionate flow coming from tailrace
- This may cause migrating salmon and steelhead to delay or not be able to find ladder entrance
- Water Bank allows DVWD to alter operations to change flows and cue appropriate behavior



**Upstream Migration**

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- This may cause migrating salmon and steelhead to delay or not be able to find ladder entrance
- Water Bank allows DVWD to alter operations to change flows and cue appropriate behavior





#### Downstream Migration

- At many times of the year, all flow except the 50 cfs bypass requirements goes through powerhouse
- Literature reviews indicate survival through powerhouse may be high, but it's a risk
- An alternative route past the project is desired
- Water Bank allows DVWD to alter operations to direct flows through spillways designed for smolt outmigration



#### Downstream Migration

- At many times of the year, all flow except the 50 cfs bypass requirements goes through powerhouse
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### Downstream Migration

- ▣ At many times of the year, all flow except the 50 cfs bypass requirements goes through powerhouse
- ▣ Literature reviews indicate survival through powerhouse may be high, but it's a risk
- ▣ An alternative route past the project is desired
- ▣ Water Bank allows DVWD to alter operations to direct flows through spillways designed for smolt outmigration

## Water Bank Management

- ▣ Project operates as run of river
  - No storage to release
  - Water credits are “banked” based on a % of flow through turbines at new elevation
  - Water credits are used as determined by Fish Managers (who are also talking to the Fish Passage Work Group)
  - The settlement agreement details how decisions will be made, but a lot of this will be modified over time as we learn what works.

## Performance Objectives

- ▣ Upstream and downstream objectives (Chinook, steelhead, bull trout)
- ▣ Standard to be assessed every 5 years (90%)
- ▣ Goal to be achieved by end of license term (97%)

## Monitoring and Evaluation

- ▣ Upstream
  - Adult counts (M&E element 1A)
  - Adult migration timing (M&E element 1B)
  - Real-time adult passage effectiveness (M&E element 1C)
  - Aggregate adult fish passage performance (M&E element 1D)

## Monitoring and Evaluation

- ▣ Downstream
  - Juvenile relative abundance and emigration timing (M&E element 2A).
  - Real-time juvenile passage effectiveness (M&E element 2C).
  - Real-time adult passage effectiveness (M&E element 1C)
  - Aggregate smolt passage performance (M&E element 2D).

## Decision Points

- ▣ Modifications and adjustments made every year to improve performance
- ▣ Five year performance assessments may lead to more significant changes
- ▣ DVWD's commitment is significant and ongoing, but ultimately protects against other measures not identified in the agreement.
- ▣ The Endangered Species Act does provide opportunities to reinitiate consultation under some circumstances.

[illegible]

- ▣ Additional water may be added to the water bank
- ▣ Additional facilities could be built
  - Guide walls
  - Modified trash racks
- ▣ Channel modifications
- ▣ Timing, duration, and location of water releases could change
- ▣ Predation control



## Water Resources

### □ Water Resources

- Water Quantity: volume of water in bypass will be modified (potentially as much as 23,885 acre-feet annually during 1<sup>st</sup>, 5-year assessment)
- Water Quality: anticipated to continue to meet state standards – potential for localized and short term impacts during construction.
  - Key environmental attribute is influence of ground water springs
  - Residence time of water will increase, but impact should be minimal
  - Modeling and data collection effort ongoing
  - Will need a 401 certificate from the state

## Water Quality (State Standards)

Water quality parameter	Rule	Standard
Temperature	340-041-0028	The 7-day average maximum temperature may not exceed 17.8°C.
Dissolved oxygen	340-041-0016	Not less than 8.5 mg/l year-round.
Total dissolved gas	340-041-0031	No value above 110% saturation.
pH	340-041-0021	No values below 6.5 or above 8.5.
Bacteria (E. coli)	340-011-0009	30-day log mean $\leq$ 126 E. coli organisms per 100 ml based on a minimum of 5 samples; no single sample >406 organisms per 100 ml.
Nuisance algae	340-041-0019	Chlorophyll-a concentrations >0.015 mg/l identify reservoir situations requiring further study.
Biocriteria	340-041-0011	Water must be of sufficient quality to support aquatic species without detrimental changes in the resident biological communities.

## Water Temperature

- ▣ Existing
  - Cool, moderated by groundwater inflows
  - Meets ODEQ criteria
  - Available data show 7-day maximum water temperatures a short distance upriver from the OSHP diversion pool peaked at 15.4° C in 2004
  - Data downstream at USGS gage show annual peaks in 7-day maximum temperatures ranging from 14.0 to 14.4°C during 2006 through 2010 (USGS 2011).
  - Data collected by DVWD show minor differences in water temperature between inflows and outflows of impoundment and favorable decrease in temperatures in bypass reach

## Water Temperature

- ▣ Proposed
  - DVWD developing information to support DEQ's 401 process
  - Residence time of water in pool will increase
  - Depth of canyon and north-south orientation helps keep thermal exposure limited
  - Change in diversion facilities will result in less "sheet flow" down face of dam, which will result in cooler water in bypass reach

## Dissolved Oxygen

- ▣ Existing
  - Meets ODEQ standards
  - Range between 9.5 to 10.0 mg/l.
- ▣ Proposed
  - No impacts anticipated

## Total Dissolved Gas (TDG)

- ▣ Existing
  - No indications of TDG problems at the site
- ▣ Proposed
  - New facilities do not have characteristics that would lead to concerns over TDG

## pH

- ▣ Existing
  - Based on water chemistry of profuse springs discharging into the Crooked River canyon near (above) the OSHP, Natural pH levels in the area exceed 8 during at least portions of the year but fall within a desired range of 6.5 to 8.5.
  - Measured pH to be 8.3-8.4 at the Project during an afternoon in early August 2005, and recorded a mid-morning pH value of 7.9 at the Project in late July 2009.
- ▣ Proposed
  - Project expected to stay within state standards

## Other Water Quality Considerations

- ▣ Nuisance species, e-coli, bio-criteria
  - Within state standards and unlikely to change with proposed facilities
- ▣ Construction impacts
  - DVWD will need construction permits and will need to adhere to best construction practices to minimize disturbance to water quality



## Fish and Aquatic Species Project Vicinity

Common Name	Scientific Name	Origin	Abundance
Pacific Lamprey	<i>Entosphenus tridentatus</i>	Native	Extirpated
Summer steelhead	<i>Oncorhynchus mykiss</i>	Native	Reintroduced fry and smolts only
Redband Trout	<i>Oncorhynchus mykiss</i>	Native	Moderate
Bull Trout <sup>1</sup>	<i>Salvelinus confluentis</i>	Native	Rare
Kokanee <sup>1</sup>	<i>Oncorhynchus nerka</i>	Native	Abundant
Chinook Salmon	<i>Oncorhynchus tshawytscha</i>	Native	Reintroduced fry and smolts only
Mountain Whitefish	<i>Prosopium williamsi</i>	Native	Abundant
Brown Trout <sup>1</sup>	<i>Salmo trutta</i>	Introduced	Locally abundant
Brown Bullhead	<i>Ictalurus nebulosus</i>	Introduced	Moderate
Largemouth Bass <sup>2</sup>	<i>Micropterus salmoides</i>	Introduced	Rare
Smallmouth Bass <sup>2</sup>	<i>Micropterus dolomieu</i>	Introduced	Rare
Black Crappie <sup>2</sup>	<i>Pomoxis nigromaculatus</i>	Introduced	Rare
Bluegill	<i>Lepomis macrochirus</i>	Introduced	Moderate
Shorthead Sculpin	<i>Cottus confusus</i>	Native	Unknown
Torrent Sculpin	<i>Cottus rhotheus</i>	Native	Unknown
Slimy Sculpin	<i>Cottus cognatus</i>	Native	Unknown
Mottled Sculpin	<i>Cottus bairdi</i>	Native	Unknown
Prickly Sculpin	<i>Cottus asper</i>	Native	Unknown
Goldfish	<i>Carassius auratus</i>	Introduced	Rare
Longnose Dace	<i>Rhinichthys cataractae</i>	Native	Rare
Speckled Dace	<i>Rhinichthys osculus</i>	Native	Abundant
Chinemouth	<i>Acrocheilus alutaceus</i>	Native	Abundant
Largescale Sucker	<i>Catostomus macrocheilus</i>	Native	Abundant
Bridgelp Sucker	<i>Catostomus columbianus</i>	Native	Very abundant
Northern Squawfish	<i>Ptychocheilus oregonensis</i>	Native	Moderate
Carp	<i>Cyprinus carpio</i>	Introduced	Rare
Crayfish	<i>Pacifastacus leniusculus</i>	Native	Very abundant

## Fish and Aquatics

- ▣ Proposed
  - Fish and Aquatics (including Threatened and Endangered species)
    - ▣ Potential adverse impacts
      - Loss of productive habitat upstream of current impoundment (~700 linear feet)
      - Potential increase in predator habitat in impoundment
      - Potential for injury and mortality of fish that use ladder then fall back through project turbine
    - ▣ Benefit
      - Habitat connectivity (adult and sub-adult)- connects 108 miles of upstream to Lake Billy Chinook and lowest reaches of Crooked River
        - Access to spawning (Chinook and steelhead)
        - Foraging and overwintering habitat (bull trout)
        - Other native fish species

## Botanical Resources

- ▣ Existing Conditions
  - 2005 surveys by BLM above Project area
    - 103 plant species
    - 30 invasive species (especially reed canarygrass)
    - Estes wormwood (*Artemisia ludoviciana* spp. *estesii*), a rare perennial forb, was encountered during the surveys
    - Riparian zone dominated by mockorange (*Philadelphus lewisii*) and red-osier dogwood (*Cornus sericea* ssp. *sericea*); riparian vegetation appeared homogenous
  - 2009 Project surveys
    - White alder (*Alnus rhombifolia*), red osier dogwood, mockorange, blue elderberry (*Sambucus mexicana*), reed canarygrass, black flowering sedge (*Carex nudata*), chokecherry (*Prunus virginiana*), and Mexican elder (*Sambucus mexicana*)
    - Invasive species on east bank (*Phragmites australis*)

## Botanical Resources

- ▣ Proposed
  - Vegetation bordering the existing water surface would be inundated by the proposed pool-raise (Huntington 2009).
  - Riparian vegetation not inundated would respond to the change in water surface, which could include mortality of a few mature white alder trees.
  - Natural replacement of these white alder and other vegetation affected by the pool-raise could be slow
  - The plant surveys conducted by Hardin-Davis (2006) along the river segment that would be inundated did not identify any designated sensitive, threatened, or endangered species as being present.
  - BLM has noted that invasive species on east bank would need to be removed prior to inundation to prevent spreading

## Wildlife Species

Wildlife species identified by ODFW (CRWC 2002) as potentially found in association with riparian habitat in the lower Crooked River basin.

Tailed frog	<i>Ascaphus truei</i>	Otter	<i>Lontra canadensis</i>
American dipper	<i>Cinclus mexicanus</i>	Muskrat	<i>Ondatra zibethicus</i>
Long-toed salamander	<i>Ambystoma macrodactylum</i>	Raccoon	<i>Procyon lotor</i>
Garter snake	<i>Thamnophis elegans; T. sirtalis</i>	Mink	<i>Neovison vison</i>
Gopher snake	<i>Pituophis catenifer</i>	Rocky Mountain elk	<i>Cervus canadensis</i>
Western rattlesnake	<i>Crotalus viridis</i>	Mule deer	<i>Odocoileus hemionus</i>
Barrow's goldeneye	<i>Bucephala islandica</i>	Townsend's big-eared bat	<i>Corynorhinus townsendii</i>
Bufflehead	<i>Bucephala albeola</i>	Long-eared myotis	<i>Myotis evotis</i>
Mallard	<i>Anas platyrhynchos</i>	Silver-haired bat	<i>Lasiorycteris noctivagans</i>
American bittern	<i>Botaurus lentiginosus</i>	Coyote	<i>Canis latrans</i>
Mountain quail	<i>Oreortyx pictus</i>	Bobcat	<i>Lynx rufus</i>
Ruffed grouse	<i>Bonasa umbellus</i>	Cougar	<i>Puma concolor</i>
Bald eagle	<i>Haliaeetus leucocephalus</i>	Black bear	<i>Ursus americanus</i>
Osprey	<i>Pandion haliaetus</i>	Bank swallow	<i>Riparia riparia</i>
Willow flycatcher	<i>Empidonax traillii</i>	Beaver	<i>Castor canadensis</i>

## Wildlife Species (Proposed)

- Other T&E species
  - Aside from fisheries resources, no other species of concern identified that would be impacted.
- Wildlife
  - To the extent that riparian vegetation will be impacted by pool raise, riparian dependent wildlife species may be impacted. Impacts limited in spacial area and over time as plant species re-colonize the shoreline, wildlife species would be expected to exist at similar levels as under existing conditions.

## Recreation, Aesthetics, Land Use

### ▣ Existing

- Access for recreation is difficult
- Project occasionally transited by boaters, fishers
- Existing Outstanding Remarkable Values (ORVs) of the Wild and Scenic River upstream of the Project include:
  - ▣ Aesthetics
  - ▣ Recreation (fish and boating)

## Recreation, Aesthetics, Land Use

### ▣ Proposed

- Access would not change
- Change in some fishing and boating opportunities
- Visual change from the rim
- BLM will analyze potential impacts on ORVs of the Wild and Scenic River segment



## Potential visual and recreation impacts



## Recreation

- Governed by three existing license articles
  - Article 17: requires construction and maintenance of facilities to facilitate recreation needs;
  - Article 18: requires that the licensee provide “reasonable access” for navigation and outdoor recreation, but also provides licensee with ability to restrict access where necessary to protect life, health, and property;

## Recreation (cont'd)

- Article 43: Provides licensee with ability to grant use and occupancy of Project lands and waters for non-project use.
- ▣ Intent of amended license: no change to these recreation provisions

## Cultural Resources

- ▣ BLM Conducted a Survey in 2009
  - No previous surveys existed for this area of Crooked River
  - No new sites or isolates were discovered
  - Concluded that the proposed project would not affect cultural resources
- ▣ Concurrence of finding by State Historic Project Officer (No Historic Properties Affected for this Undertaking)

## Information Development

- ▣ Facilities final design
  - location of the ladder entrance and exit cells in relation to project features;
  - size and configuration of fish ladder and any Auxiliary Water Supply system;
  - location, configuration, and hydraulic capacity of proposed spillway gates;
  - configuration and energy dissipation characteristics of the spillway below the spillway gates;
  - anticipated construction methods, timing, and permitting needs;
  - any necessary modifications to boulders below the diversion structure to facilitate access to the ladder
  - Potential adaptive management measures to maintain effective channel flow (and fish use) in forebay

## Information Development

- ▣ Facilities Operation
  - Gate operation relative to run-timing (upstream and downstream)
  - Ladder operation (potential for seasonal modifications of ladder flow)
- ▣ Swimming Speed Analysis
- ▣ Invasive Species Investigation
- ▣ Project boundary delineation
- ▣ Visual impacts study
- ▣ Wild and Scenic 7d Analysis

## Process Steps

- ▣ Settlement agreement (finalized in October 2011 between DVWD, NMFS, USFWS, BLM, BIA, ODFW, Trout Unlimited)
- ▣ Feasibility assessments and preliminary ladder design
- ▣ Begin non-capacity amendment process to seek authorization for fish passage facilities and negotiated terms (1<sup>st</sup> and 2<sup>nd</sup> stage consultation)
- ▣ Secure funding and finalize design
- ▣ File amendment with FERC (3<sup>rd</sup> stage consultation)





# Oregon

John A. Kitzhaber, M.D. Governor

Department of Fish and Wildlife  
High Desert Region  
61374 Parrell Road  
Bend, OR 97702  
(541) 388-6363  
FAX (541) 388-6281

April 5, 2012

Kimberly D. Bose, Secretary  
Federal Energy Regulatory Commission  
888 First Street, N.E.  
Washington, D.C. 20426

**BY ELECTRONIC FILING**

Subject: Comments on the Initial Consultation Document for the Non-Capacity Amendment Process for Fish Passage at the Opal Springs Hydroelectric Project (FERC No. 5891) and Need for Additional Information

Dear Ms. Bose,

On December 21, 2011 the Deschutes Valley Water District (DVWD), licensee for the Opal Springs Hydroelectric Project (OSHP), FERC No. 5891, filed an Initial Consultation Document (ICD) for a Non-Capacity Amendment Process for Fish Passage at the OSHP. The DVWD provided the Oregon Department of Fish and Wildlife (ODFW) with a copy of the ICD at the same time. On February 7, 2012, the DVWD held a Joint Meeting and site visit as required by 18 CFR §4.38(b)(6)(i) to discuss the proposed amendment with the agencies, affected tribes, and members of the public.

The ICD initiated the three stage consultation on the proposed amendment to allow fish passage at the OSHP. The ICD was preceded by several years of discussions with the federal and state fish agencies and non-governmental organizations which resulted in the execution of a Settlement Agreement Concerning a License Amendment for Fish Passage at the OSHP in October of 2011 (Agreement). The Agreement established the development of a Fish Passage Work Group (FPWG) to guide implementation of the Agreement and amended license, when issued.

ODFW has reviewed the ICD and believes that the description of the Proposed Action, the Affected Environment, and studies to be conducted prior to submitting a license application are consistent with intent of the October 2011 Settlement Agreement. Specifically, the DVWD has committed to the following:

W-1: Water Quality	In anticipation of needing an ODEQ Water Quality Certification under Section 401 of the Clean Water Act, DVWD has begun collecting data from the OSHP forebay and tailrace. This data will inform the Proposed Action's potential impacts, positive or negative, on water quality.
F1: Facility Design	<p>A final design of the fish ladder and associated facilities is critical for determining how the project will operate to benefit fish and aquatic resources. Key information to be developed will include:</p> <ul style="list-style-type: none"> <li>• location of the ladder entrance and exit cell in relation to project features;</li> <li>• size and configuration of fish ladder and any AWS system;</li> <li>• location, configuration, and hydraulic capacity of proposed spillway gates;</li> <li>• configuration and energy dissipation characteristics of the spillway below the spillway gates;</li> <li>• anticipated construction methods, timing, and permitting needs;</li> <li>• any necessary modifications to boulder field below the diversion structure to facilitate fish access to the ladder</li> </ul>
F2: Facility Operation	Operation of the facility, particularly the spillway gates will require additional understanding of the relationship between down-migrant timing, river flows, and up-migrant timing, since delivery of spillway flows may influence ladder entrance cell characteristics. This will require further development of a downstream migrant monitoring model (DMM) to establish operating rules for water management through the spillway facilities. The DMM will establish survival estimates for spillway and turbine passage under current and proposed conditions using existing information and established relationships from recent fish passage

	literature.
F3: Swimming Speed Analysis	A swimming speed analysis of key fish species is needed to understand any risks of turbine strike from upstream migrating fish that explore the powerhouse draft tubes under a range of normal operating conditions.
B-1: Invasive Species Investigation	An investigation is needed into the presence and potential extent of the invasive species, <i>Phragmites australis</i> on the east bank in the area that would be inundated by the higher pool. Results of this investigation will be used to determine potential PMEs.
R2: Project Boundary Delineation	Existing Exhibit G maps for the project are out of date and will need to be brought up to current FERC standards described in 18 CFR §4.39. This analysis will also be important to clarify implications for a ROW request to the BLM.
R3: Visual Impact Study	DVWD will contract with a qualified consultant to provide an assessment of the visual impacts of the proposed alternatives. This analysis will help inform the BLM's Wild and Scenic Rivers 7(d) Analysis (Study R1, not referenced here).

In addition to these studies, the DVWD is initiating the engineering process to design the facilities in consultation with the FPWG. This consultation process may lead to development of additional measures to be incorporated into an amended Settlement Agreement that will support an eventual amendment application.

ODFW has not identified any information beyond that included in the ICD or as part of the ongoing fish passage engineering and studies described above as being necessary to support the license amendment application.

Sincerely,



Brett Hodgson  
Deschutes District Fish Biologist

**UNITED STATES OF AMERICA  
FEDERAL ENERGY REGULATORY COMMISSION**

<b>Deschutes Valley Water District</b>	<b>)</b>	<b>Project No. 5891</b>
<b>Initial Consultation Document for</b>	<b>)</b>	
<b>Non – Capacity Amendment Process</b>	<b>)</b>	<b>OREGON DEPARTMENT OF</b>
<b>For Fish Passage at Opal Springs</b>	<b>)</b>	<b>FISH AND WILDLIFE</b>
<b>Hydroelectric Project</b>	<b>)</b>	<b>COMMENTS</b>

**CERTIFICATE OF SERVICE**

I certify that I have served the foregoing Oregon Department of Fish and Wildlife Comments for the Deschutes Valley Water District Initial Consultation Document for Non – Capacity Amendment Process for Fish Passage at the Opal Springs Hydroelectric Power Project (FERC no. 5891) and Need for Additional Information upon each person designated on the official service list compiled by the Secretary in this proceeding.

Dated: April 5, 2012



---

Ted Wise  
High Desert Region Hydropower Coordinator

**SERVICE LIST**

<b>Party</b>	<b>Primary Person or Counsel of Record to be Served</b>	<b>Other Contact to be Served</b>
CH2M HILL		**LOREN A BAKER CH2M HILL PO Box 428 Corvallis, 97339-0428 Benton
DESCHUTES VALLEY WATER DISTRICT		**ROBERT W MACROSTIE DESCHUTES VALLEY WATER DISTRICT 1141 SW CULVER HWY MADRAS, OREGON 97741
DESCHUTES VALLEY WATER DISTRICT		**SIG SKAVLAN, III CHAIRMAN DESCHUTES VALLEY WATER DISTRICT 1141 SW CULVER HWY MADRAS, OREGON 97741
Portland General Electric Company		Loretta Mabinton Assistant General Counsel Portland General Electric Company 121 SW Salmon Street Portland, OREGON 97204 loretta.mabinton@pgn.com



# United States Department of the Interior

BUREAU OF LAND MANAGEMENT  
Prineville District Office  
3050 N.E. 3rd Street  
Prineville, Oregon 97754

IN REPLY REFER TO:

6700 (ORP060)

APR 6 2012

Kimberly D. Bose, Secretary  
Federal Energy Regulatory Commission  
888 First Street NE  
Washington, DC 20426

Re: Initial Consultation Document for the Opal Springs Hydroelectric Project Proposed  
Non-Capacity License Amendment, Federal Energy Regulatory Commission No. 5891

Dear Ms. Bose:

The Bureau of Land Management (BLM) has reviewed the Deschutes Valley Water District's (DVWD) December 21, 2011, Initial Consultation Document (ICD) for a Non-Capacity Amendment Process for Fish Passage at the Opal Springs Hydro Project (OSHP). The DVWD is the licensee for the OSHP (FERC No. 5891). On February 7, the DVWD held a Joint Meeting and site visit as required by 18 CFR §4.38(b)(6)(i) to discuss the proposed amendment with the agencies, affected tribes, and members of the public.

The ICD initiated the three stage consultation process on the proposed amendment to allow fish passage at the OSHP. The ICD was preceded by several years of discussions with the federal agencies, state agencies, tribes, and non-governmental organizations, which resulted in the execution of a Settlement Agreement Concerning a License Amendment for Fish Passage (Settlement Agreement) at the OSHP in October of 2011. The Settlement Agreement established the development of a Fish Passage Work Group (FPWG) to guide implementation of the Settlement Agreement and amended license, when issued.

The BLM has reviewed the ICD and believes that the description of the Proposed Action, the Affected Environment, and studies to be conducted prior to submitting a license application are consistent with the October, 2011, Settlement Agreement. Specifically, the DVWD has committed to the following:

W-1: Water Quality	In anticipation of needing an ODEQ Water Quality Certification under Section 401 of the Clean Water Act, DVWD has begun collecting data from the OSHP forebay and tailrace. This data will inform the Proposed Action's potential impacts, positive or negative, on water quality.
F1: Facility Design	A final design of the fish ladder and associated facilities is critical for determining how the project will operate to benefit fish and aquatic

	<p>resources. Key information to be developed will include:</p> <ul style="list-style-type: none"> <li>• location of the ladder entrance and exit cell in relation to project features;</li> <li>• size and configuration of fish ladder and any Alternative Water Supply (AWS) system;</li> <li>• location, configuration, and hydraulic capacity of proposed spillway gates;</li> <li>• configuration and energy dissipation characteristics of the spillway below the spillway gates;</li> <li>• anticipated construction methods, timing, and permitting needs;</li> <li>• any necessary modifications to boulder field below the diversion structure to facilitate fish access to the ladder</li> </ul>
F2: Facility Operation	<p>Operation of the facility, particularly the spillway gates will require additional understanding of the relationship between down-migrant timing, river flows, and up-migrant timing, since delivery of spillway flows may influence ladder entrance cell characteristics. This will require further development of a Downstream Mortality Model (DMM) model to establish operating rules for water management through the spillway facilities. The DMM will establish survival estimates for spillway and turbine passage under current and proposed conditions using existing information and established relationships from recent fish passage literature.</p>
F3: Swimming Speed Analysis	<p>A swimming speed analysis of key fish species is needed to understand any risks of turbine strike from upstream migrating fish that explore the powerhouse draft tubes under a range of normal operating conditions.</p>
B-1: Invasive Species Investigation	<p>An investigation is needed into the presence and potential extent of the invasive species Common Reed Grass (<i>Phragmites australis</i>) on the east bank in the area that would be inundated by the higher pool. Results of this investigation will be used to determine potential control measures.</p>
R2: Project Boundary Delineation	<p>Existing Exhibit G maps for the project are out of date and will need to be brought up to current FERC standards described in 18 CFR §4.39. This analysis will also be important to clarify implications for a ROW request to the BLM and ensure the pool will not encroach upon the Lower Crooked River Wild &amp; Scenic River Segment.</p>
R3: Visual Impact Study	<p>DVWD will contract with a qualified consultant to provide an assessment of the visual impacts of the proposed alternatives. This analysis will help inform the BLM's Wild and Scenic Rivers 7(d) Analysis (Study R1, not referenced here) and ensure consistency with the 2005 Upper Deschutes Resource Management Plan.</p>

In addition to these studies, the DVWD is initiating the engineering process to design the facilities in consultation with the FPWG. This consultation process may lead to development of additional measures to be incorporated into an amended Settlement Agreement that will support the license amendment application.

The BLM has not identified any information beyond that included in the ICD, or as part of the ongoing fish passage engineering and studies described above, as being necessary to support the license amendment application. We appreciate the efforts the DVWD has made to work with the BLM and other parties on various issues. We look forward to working with the DVWD and others as the licensing proceeding continues. If you have any questions or comments regarding this letter, please contact me or Jimmy Eisner (541) 416-6753.

Sincerely,

A handwritten signature in blue ink that reads "Carol Benkosky". The signature is written in a cursive style with a large, stylized "C" and a long, sweeping underline.

Carol Benkosky  
District Manger

cc:

Gary Lytle, DVWD

Finlay Anderson, Long View Associates





TO: Fish Passage Work Group

From: Finlay Anderson on behalf of DVWD

Subject: Draft Meeting Summary (May 1, 2013) and Project Updates

The Fish Passage Work Group (FPWG) met to discuss the 60% design package for fish passage improvements at the Opal Springs Hydroelectric Project. The designs and Supporting Design Report (SDR) were distributed April 23<sup>rd</sup>. This memo summarizes agreements made at that meeting, and provides additional updates.

Note: Since distribution of the 60% design, no written comments have been provided by the FPWG. Therefore, this summary will constitute the agreed to path forward once it has been reviewed by Fish Agencies.

In Attendance:

Finlay Anderson (McMillen LLC)

Scott Carlon (NMFS)

Gary Lytle (DVWD)

James Kapla (CH2M HILL)

Peter Lickwar (USFWS)

Kevin Wittier (CH2M Hill)

Mike Lambert (ODFW)

Bob Gatton (CH2M HILL)

Bob Dach (BIA)

Larry Swenson (NMFS)

Brett Hodgson (ODFW)

Duane McClelland (CH2M HILL)

Rick Stowell (Trout Unlimited)

Notes to Participants

1. This meeting summary includes:
  - a. Meeting agenda
  - b. Images used in the discussion that are not already part of the design package

2. DVWD requests confirmation that the Fish Agencies agree with the agreements and decisions made during this meeting. Please provide comments or clarifications on *these items* to Finlay Anderson ([finlay.anderson@mcmillen-llc.com](mailto:finlay.anderson@mcmillen-llc.com)) by June 8 2013.

### Discussion and Agreements

1. The Fish Agencies and DVWD reviewed outstanding engineering questions raised during the 30% review.

- a. Regarding comment 18 (spillway configuration below Gate 4) and the agreed to approach, there have been ongoing discussions between DVWD and NMFS. The approach shown in 50% departs in some details from the discussion at 30% but have been approved in principle by NOAA pending review of schematic designs. The approach is to eliminate the half-pipe; and to instead construct a concrete “flume” that is rectangular in cross section; walls of the flume will converge as they come downstream to maintain depth. The concrete will be grouted smooth with an epoxy that will need to be maintained over time.

Agency engineers agreed that the proposed design reflected their intent. Schematically there were no concerns, but there was some brainstorming around the transition between stilling basin and the flume. The discussion centered around prevention of a possible predator holding area. An angled transition was discussed but ultimately it was agreed that the proposed schematic was appropriate, and predation in this area could be addressed post-construction if it is an issue.

- b. Regarding comment 17 and the flow depth over the gate 4; the 50% design reflects a “notch” to concentrate flows at 20 cfs. Upon discussion with the agencies, it was noted that without this notch, flow depth would be **XX**, which should not unreasonably deter volitional downstream passage, compared to alternative routes. When factoring in the expense and complications of adding this notch, the group agreed to eliminate it from future designs.

2. Species identified in the 4.3 SDR need to be corrected to reflect summer steelhead and spring Chinook (no winter Chinook) as the principle anadromous species present.
3. The group reviewed the “hybrid” exit structure and how it would operate over a range of conditions. No changes were requested.
4. Velocities at the transition between cell 37 and the transport channel were discussed. There will be an increase in velocity due to a slight constriction, however it will be well within NMFS criteria. It was agreed that the edges along the transition would be rounded to reduce turbulence.

5. ODFW noted that guides for the adult trap in Cell 37 appeared to be incomplete. CH2M Hill will double check the CAD files.
6. It was agreed that installation of a flow meter in the fish ladder is not necessary – operation of the gates and ladder will be based on rating curves and lookup tables.
7. The hydraulics of all four gates relative to the fish ladder entrance was examined. While there is ongoing questions about whether attraction flow will be impeded under some conditions, the group agreed that capacity of these gates have been balanced against multiple objectives; adjustments will need to be made operationally as we gain experience with the ladder.

**From:** [Finlay Anderson](#)  
**To:** [Bob Dach](#); [Peter Lickwar](#); [Jeff Brown \(Jeffrey.Brown@noaa.gov\)](#); ["Mike Lambert"](#); [Scott Carlon](#); [Rick Stowell](#); ["kmiller@tu.org"](#); [Gary Lytle](#); [Brett Hodgson](#); [Nancy E. Doran](#)  
**Subject:** Opal design (90%) and SA termination date.  
**Date:** Monday, September 23, 2013 1:27:00 PM  
**Attachments:** [Extension Request - Background-REV.pdf](#)  
[Opal 8-29-13 FPWG-Engineering Meeting\\_90percent-REV2.docx](#)

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Hello Fish Passage Work Group –

Per our discussions in late August, attached are notes regarding the 90% fish passage design at Opal. I am happy to revise as needed. Note that we have not received any comments on the 90% specifications – We will assume that none are forthcoming, but please let me know ASAP if this is incorrect.

Embedded within these notes is a discussion we had regarding the intent of Section 8.3.1 of the Settlement Agreement which describes conditions under which the termination date of the Settlement Agreement would get extended. Per our discussion, DVWD understands that the Settlement Parties agree that these conditions have been met. Accordingly, DVWD would like your concurrence with that conclusion for the files.

At our meeting, you asked whether DVWD needed this on letterhead or email. Letterhead is preferred, but not necessary – we would simply like to document the settlement party's concurrence and trust that you will facilitate any necessary approvals within your respective organizations, including consulting with counsel. For your convenience, I am also attaching the background memo we sent in August discussing the termination date.

Thanks

FMA



TO: Fish Passage Work Group

From: Finlay Anderson on behalf of DVWD

Subject: Draft Meeting Summary (August 29, 2013) and Project Updates

The Fish Passage Work Group (FPWG) met to discuss the 90% design package for fish passage improvements at the Opal Springs Hydroelectric Project. The designs and Supporting Design Report (SDR) were distributed August 15. This memo summarizes agreements made at that meeting, and provides additional updates.

Note: Since distribution of the 60% design, no written comments have been provided by the FPWG. Therefore, this summary will constitute the agreed to path forward once it has been reviewed by Fish Agencies.

In Attendance:

Finlay Anderson (McMillen LLC)

Scott Carlon (NMFS)

Gary Lytle (DVWD)

James Kapla (CH2M HILL)

Peter Lickwar (USFWS)

Mike Lambert (ODFW)

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Duane McClelland (CH2M HILL)

Rick Stowell (Trout Unlimited)

Notes to Participants

1. This meeting summary includes:
  - a. Meeting agenda
  - b. Images used in the discussion that are not already part of the design package

Discussion and Agreements

1. The Fish Agencies and DVWD reviewed implementation of 60% design decisions made at the May 1 2013 FWG meeting and agreed that the 90% design is consistent with those discussions, including:
  - a. Removal of a “notch” in Gate 4 that was present in the 60% design to concentrate flows at 20 cfs. Upon discussion with the agencies in May, it was noted that without this notch, flow depth should not unreasonably deter volitional downstream passage, compared to alternative routes. When factoring in the expense and complications of adding this notch, the group agreed to eliminate it.
  - b. Species identified in the 4.3 SDR were corrected to reflect summer steelhead and spring Chinook (no winter Chinook) as the principle anadromous species present.
  - c. Velocities at the transition between cell 37 and the transport channel were discussed. There will be an increase in velocity due to a slight constriction, however it will be well within NMFS criteria. As agreed with the FPWG in May, the edges along the transition were rounded to reduce turbulence.
  - d. ODFW had noted that guides for the adult trap in Cell 37 appeared to be incomplete. CH2M Hill double checked the CAD files and confirmed that all the detail is in the 90% design.
  - e. The group confirmed that installation of a flow meter in the fish ladder is not necessary – operation of the gates and ladder will be based on rating curves and lookup tables.
  - f. The hydraulics of all four gates relative to the fish ladder entrance was discussed. While there is ongoing questions about whether attraction flow will be impeded under some conditions, the group agreed that capacity of these gates have been balanced against multiple objectives; adjustments will need to be made operationally as we gain experience with the ladder.
2. With respect to 90% design, no specific changes were requested. However, agencies requested additional time to review specifications for materials/construction methods. It was agreed that agencies would provide feedback by September 13, 2013. Specific items discussed included:
  - a. Boulder field: observations from early returns indicate that fish are passing the boulder field without difficulty, and the need for reconfiguring access towards the fish ladder entrance is not clear. This should remain as a Tier 1 item, to be completed if monitoring and evaluation indicates that predation or access to the ladder entrance is problematic.
  - b. Section 11 of the SDR addresses upstream passage, but will need some language describing how operations will work to facilitate.
3. Regarding Section 8.3.1 of the Settlement Agreement and the August 28 memo (attached) from DVWD discussing the need for an extension of the Settlement Agreement Termination Date:
  - a. The FPWG agreed that DVWD has met the terms of Section 8.3.1: the design is complete, permitting has advanced as far as it can without a FERC submittal of the amendment application; and Section 11 of the SDR will serve as a preliminary operation and maintenance (O&M) plan. DVWD will request that the Settlement Parties agree to the extension, and the Parties will provide their concurrence in a timely manner.



TO: Fish Passage Work Group

From: Finlay Anderson on behalf of DVWD

Subject: Draft Meeting Summary (August 29, 2013) and Project Updates

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Gary Lytle (DVWD)

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  - a. Removal of a “notch” in Gate 4 that was present in the 50% design to concentrate flows at 20 cfs. Upon discussion with the agencies in May, it was noted that without this notch, flow depth should not unreasonably deter volitional downstream passage, compared to alternative routes. When factoring in the expense and complications of adding this notch, the group agreed to eliminate it.
  - b. Species identified in the 4.3 SDR were corrected to reflect summer steelhead and spring Chinook (no winter Chinook) as the principle anadromous species present.
  - c. Velocities at the transition between cell 37 and the transport channel were discussed. There will be an increase in velocity due to a slight constriction, however it will be well within NMFS criteria. As agreed with the FPWG in May, the edges along the transition were rounded to reduce turbulence.
  - d. ODFW had noted that guides for the adult trap in Cell 37 appeared to be incomplete. CH2M Hill double checked the CAD files and confirmed that all the detail is in the 90% design.
  - e. The group confirmed that installation of a flow meter in the fish ladder is not necessary – operation of the gates and ladder will be based on rating curves and lookup tables.
  - f. The hydraulics of all four gates relative to the fish ladder entrance was discussed. While there is ongoing questions about whether attraction flow will be impeded under some conditions, the group agreed that capacity of these gates have been balanced against multiple objectives; adjustments will need to be made operationally as we gain experience with the ladder.
2. With respect to 90% design, no specific changes were requested. However, agencies requested additional time to review specifications for materials/construction methods. It was agreed that agencies would provide feedback by September 13, 2013. Specific items discussed included:
  - a. Boulder field: observations from early returns indicate that fish are passing the boulder field without difficulty, and the need for reconfiguring access towards the fish ladder entrance is not clear. This should remain as a Tier 1 item, to be completed if monitoring and evaluation indicates that predation or access to the ladder entrance is problematic.
  - b. Section 11 of the SDR needs some language around downstream passage.
3. Regarding Section 8.3.1 of the Settlement Agreement and the August 28 memo (attached) from DVWD discussing the need for an extension of the Settlement Agreement Termination Date:
  - a. The FPWG agreed that DVWD has met the terms of Section 8.3.1: the design is complete, permitting has advanced as far as it can without a FERC submittal of the amendment application; and Section 11 of the SDR will serve as a preliminary operation and maintenance (O&M) plan. DVWD will request that the Settlement Parties agree to the extension, and the Parties will provide their concurrence in a timely manner.





AMENDMENT #1 TO SETTLEMENT AGREEMENT

WHEREAS, on or about October 31, 2011 (“Effective Date”), a settlement agreement (the “Settlement Agreement”) was entered into among the Deschutes Valley Water District (“DVWD” or “Licensee”), the US Department of Interior, Fish and Wildlife Service (“USFWS”); the US Department of Interior Bureau of Land Management (“BLM”); the US Department of Interior Bureau of Indian Affairs (“BIA”); the US Department of Commerce; National Oceanic and Atmospheric Administration, National Marine Fisheries Service (“NMFS”); Oregon Department of Fish and Wildlife (“ODFW”); Trout Unlimited (“TU”) through their authorized representatives (collectively, all of the above will be referred to as “the Parties”);

WHEREAS, the Settlement Agreement established timelines and expectations for development and submittal of a non-capacity amendment for fish passage at the Opal Springs Hydroelectric Project (“Project”);

WHEREAS, the Parties agreed that conditions described in Section 8.3.1 of the Settlement Agreement have been met;

WHEREAS Section 8.3.2 of the Settlement Agreement reads ”This Agreement shall terminate on the third year anniversary of the Effective Date if the Licensee has not filed the Amendment Application with the Commission pursuant to Section 3.1.6. [of the Settlement Agreement]”;

WHEREAS, all Parties understand that the remaining obstacle to satisfying Section 8.3.2 is receipt of assurances of adequate funding to construct the Fish Passage Facilities as described in Section 3.1.5 of the Settlement Agreement;

WHEREAS, DVWD has communicated that it is unlikely have identified funding for fish passage by the third year anniversary of the Effective Date;

WHEREAS the Parties understand that DVWD is making a good faith effort to secure funding, and that active fundraising efforts continue;

THEREFORE, the Parties hereby agree to the following:

Section 8.3.2 of the Settlement Agreement is amended to read ”This Agreement shall terminate on the ~~third~~ fourth year anniversary of the Effective Date if the Licensee has not filed the Amendment Application with the Commission pursuant to Section 3.1.6.”

IN WITNESS WHEREOF the Parties have entered into this Amendment as of the last date below written.

DESCHUTES VALLEY WATER DISTRICT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

IN WITNESS WHEREOF the Parties have entered into this Amendment as of the last date below written.

DESCHUTES VALLEY WATER DISTRICT

Richard D. Avila  
By: Richard J. Avila  
Title: Chairman

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

TROUT UNLIMITED

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

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By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

 \_\_\_\_\_

By: Kate Miller

Title: Western Water & Energy Counsel

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

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DESCHUTES VALLEY WATER DISTRICT

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By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
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By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

\_\_\_\_\_

By:  \_\_\_\_\_

Title: Acting Regional Director

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

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DESCHUTES VALLEY WATER DISTRICT

\_\_\_\_\_  
By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

\_\_\_\_\_  
By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

\_\_\_\_\_  
By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

\_\_\_\_\_  
By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

\_\_\_\_\_  
By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_  
By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

\_\_\_\_\_  
By: Spencer DeMuth

Title: Acting District Manager



USFWS SIGNED  
SEPTEMBER 9, 2014

AMENDMENT #1 TO SETTLEMENT AGREEMENT

WHEREAS, on or about October 31, 2011 ("Effective Date"), a settlement agreement (the "Settlement Agreement") was entered into among the Deschutes Valley Water District ("DVWD" or "Licensee"), the US Department of Interior, Fish and Wildlife Service ("USFWS"); the US Department of Interior Bureau of Land Management ("BLM"); the US Department of Interior Bureau of Indian Affairs ("BIA"); the US Department of Commerce; National Oceanic and Atmospheric Administration, National Marine Fisheries Service ("NMFS"); Oregon Department of Fish and Wildlife ("ODFW"); Trout Unlimited ("TU") through their authorized representatives (collectively, all of the above will be referred to as "the Parties");

WHEREAS, the Settlement Agreement established timelines and expectations for development and submittal of a non-capacity amendment for fish passage at the Opal Springs Hydroelectric Project ("Project");

WHEREAS, the Parties agreed that conditions described in Section 8.3.1 of the Settlement Agreement have been met;

WHEREAS Section 8.3.2 of the Settlement Agreement reads "This Agreement shall terminate on the third year anniversary of the Effective Date if the Licensee has not filed the Amendment Application with the Commission pursuant to Section 3.1.6. [of the Settlement Agreement]";

WHEREAS, all Parties understand that the remaining obstacle to satisfying Section 8.3.2 is receipt of assurances of adequate funding to construct the Fish Passage Facilities as described in Section 3.1.5 of the Settlement Agreement;

WHEREAS, DVWD has communicated that it is unlikely have identified funding for fish passage by the third year anniversary of the Effective Date;

WHEREAS the Parties understand that DVWD is making a good faith effort to secure funding, and that active fundraising efforts continue;

THEREFORE, the Parties hereby agree to the following:

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DESCHUTES VALLEY WATER DISTRICT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

By: Nancy Gilbert

Title: Bend Field Supervisor  
9-9-14

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

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DESCHUTES VALLEY WATER DISTRICT

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By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

\_\_\_\_\_

By: MICHAEL TEHAN

Title: ASSISTANT REGIONAL ADMINISTRATOR  
Columbia Basin Office

TROUT UNLIMITED

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

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By: \_\_\_\_\_

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WHEREAS, all Parties understand that the remaining obstacle to satisfying Section 8.3.2 is receipt of assurances of adequate funding to construct the Fish Passage Facilities as described in Section 3.1.5 of the Settlement Agreement;

WHEREAS, DVWD has communicated that it is unlikely have identified funding for fish passage by the third year anniversary of the Effective Date;

WHEREAS the Parties understand that DVWD is making a good faith effort to secure funding, and that active fundraising efforts continue;

THEREFORE, the Parties hereby agree to the following:

Section 8.3.2 of the Settlement Agreement is amended to read "This Agreement shall terminate on the ~~third~~ fourth year anniversary of the Effective Date if the Licensee has not filed the Amendment Application with the Commission pursuant to Section 3.1.6."

IN WITNESS WHEREOF the Parties have entered into this Amendment as of the last date below written.

DESCHUTES VALLEY WATER DISTRICT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_


US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_

By: Debbie Colbert

Title: Deputy Director

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

IN WITNESS WHEREOF the Parties have entered into this Amendment as of the last date below written.

DESCHUTES VALLEY WATER DISTRICT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

\_\_\_\_\_

By:  \_\_\_\_\_

Title: Acting Regional Director

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

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DESCHUTES VALLEY WATER DISTRICT

\_\_\_\_\_  
By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

\_\_\_\_\_  
By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

\_\_\_\_\_  
By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

\_\_\_\_\_  
By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

\_\_\_\_\_  
By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_  
By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

\_\_\_\_\_  
By: Spencer DeMuth

Title: Acting District Manager



IN WITNESS WHEREOF the Parties have entered into this Amendment as of the last date below written.

DESCHUTES VALLEY WATER DISTRICT

Richard D. Avila  
By: Richard J. Citi  
Title: Chairman

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

TROUT UNLIMITED

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

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By: \_\_\_\_\_  
Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

\_\_\_\_\_  
By: \_\_\_\_\_  
Title: \_\_\_\_\_

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DESCHUTES VALLEY WATER DISTRICT

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

By: Nancy Gilbert

Title: Bend Field Supervisor  
9-9-14

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

By: \_\_\_\_\_

Title: \_\_\_\_\_

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DESCHUTES VALLEY WATER DISTRICT

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By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

\_\_\_\_\_

By: MICHAEL TEHAN

Title: ASSISTANT REGIONAL ADMINISTRATOR  
Columbia Basin Office

TROUT UNLIMITED

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

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DESCHUTES VALLEY WATER DISTRICT

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By: \_\_\_\_\_

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By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_


US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_

By: Debbie Colbert

Title: Deputy Director

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

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DESCHUTES VALLEY WATER DISTRICT

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By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, FISH AND  
WILDLIFE SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF COMMERCE, NATIONAL  
MARINE FISHERIES SERVICE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

TROUT UNLIMITED

 \_\_\_\_\_

By: Kate Miller

Title: Western Water & Energy Counsel

US DEPARTMENT OF INTERIOR, US BUREAU OF  
INDIAN AFFAIRS

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

OREGON DEPARTMENT OF FISH AND WILDLIFE

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

US DEPARTMENT OF INTERIOR, US BUREAU OF  
LAND MANAGEMENT

\_\_\_\_\_

By: \_\_\_\_\_

Title: \_\_\_\_\_

## Finlay Anderson

---

**From:** Eisner, James <jeisner@blm.gov>  
**Sent:** Thursday, April 02, 2015 10:58 AM  
**To:** Anderson, Finlay  
**Subject:** Re: Invasive Species

Finlay,

Please disregard B-1: Invasive Species Investigation. Upon further review the BLM has decided that this investigation is no longer necessary.

If you have any question or would like further discussion let me know.

Jimmy

On Fri, Mar 13, 2015 at 2:24 PM, Anderson, Finlay <[Fanderson@mcmjac.com](mailto:Fanderson@mcmjac.com)> wrote:

### B-1: Invasive Species Investigation

An investigation is needed into the presence and potential extent of the invasive species, *Phragmites australis* on the east bank in the area that would be inundated by the higher pool. Results of this investigation will be used to determine potential PMEs.

Finlay Anderson  
Sr. Regulatory and Licensing Consultant

McMillen Jacobs Associates <<http://www.mcmjac.com/>>  
7600 NW Thompson Rd | Portland, OR 97229  
503.335.5806 p | 503.329.3586 c | [fanderson@mcmjac.com](mailto:fanderson@mcmjac.com) <<mailto:fanderson@mcmjac.com>>

Twitter <<https://twitter.com/mcmjac>> |  
LinkedIn <[https://www.linkedin.com/company/36251?trk=companies\\_home\\_ycp\\_logo\\_jacobs-associates](https://www.linkedin.com/company/36251?trk=companies_home_ycp_logo_jacobs-associates)> |  
Facebook <[https://www.facebook.com/mcmjac?ref=aymt\\_homepage\\_panel](https://www.facebook.com/mcmjac?ref=aymt_homepage_panel)> |  
Google+ <<https://plus.google.com/u/0/b/103437060171160347746/+Jacobssf/posts>> |  
Instagram <<http://instagram.com/mcmjac/>>

\*Please note that Jacobs Associates and McMillen LLC have officially merged and my email address has changed.

--  
Jimmy Eisner

Fisheries Biologist  
Prineville District BLM

## Finlay Anderson

---

**From:** Anderson, Finlay  
**Sent:** Friday, May 22, 2015 3:59 PM  
**To:** 'Peter Lickwar'; 'Brett Hodgson'; 'Scott Carlon'; 'kmiller@tu.org'; 'Jimmy Eisner (jeisner@blm.gov)'; Ted Wise; 'Ken.Homolka@state.or.us'; 'Bob Dach'; 'Gary (glytle@dvwd.org)'  
**Subject:** Opal Springs Settlement Documents - Part 1 of 2  
**Attachments:** Appendix A-October-TRUE UP.docx; Appendix B-October-TRUE UP.docx; Settlement Agreement October Final.doc; DVWD - Opal Springs Fish Passage Joint Explanatory Statement (draft 5-22-15).docx

All – I am going to start sending out documents related to the Opal Springs filing and these are going to come in waves. Chuck H and I are still working on the APEA and BE, but I am ready to share two documents that will help you get back into the swing of things. I am copying only the primary contacts from each entity (with the exception of ODFW who have recently asked me to include their hydro team). So please forward to counsel or other resources as you see fit.

First is a copy of the settlement agreement and associated appendices. I have marked these up in a couple of places where it seems that some minor clean-up amendments would be warranted. Given the passage of time, these hold up pretty well – but in some cases some words should be changed so as not to confuse FERC.

Second is a Joint Explanatory Statement for your review and comment. It is – by design – short [maybe shortest in FERC history??]. Please review it and provide comments as appropriate. I am proposing to check in and collect your comments in about 2 weeks—lets say June 16. At that point if we need to schedule a call we can with the goal of having these documents (amended SA and JES) done a month from now.

I am hoping to get the APEA and BE out next.

Thanks

**Finlay Anderson**

Sr. Regulatory and Licensing Consultant

**McMillen Jacobs Associates**

1500 SW First Ave, Suite 750, Portland Oregon 97201

503.335.5806 p | 503.329.3586 c | [finderson@mcmjac.com](mailto:finderson@mcmjac.com)

[Twitter](#) | [LinkedIn](#) | [Facebook](#) | [Google+](#) | [Instagram](#)

Note: Draft JES and red-line edits to SA are removed for brevity, but are available upon request to [finlay.anderson@kleinschmidtgroup.com](mailto:finlay.anderson@kleinschmidtgroup.com)





## United States Department of the Interior



### FISH AND WILDLIFE SERVICE

Oregon Fish and Wildlife Office

2600 SOUTHEAST 98TH AVENUE, SUITE 100

PORTLAND, OR 97266

PHONE: (503)231-6179 FAX: (503)231-6195

URL: [www.fws.gov/oregonfwo/Species/Lists/RequestList.asp](http://www.fws.gov/oregonfwo/Species/Lists/RequestList.asp)

Consultation Code: 01EOFW00-2015-SLI-0221

May 21, 2015

Event Code: 01EOFW00-2015-E-00124

Project Name: opal hydro

Subject: List of threatened and endangered species that may occur in your proposed project location, and/or may be affected by your proposed project

#### To Whom It May Concern:

The enclosed species list identifies threatened, endangered, proposed and candidate species, as well as proposed and final designated critical habitat, that may occur within the boundary of your proposed project and/or may be affected by your proposed project. The species list fulfills the requirements of the U.S. Fish and Wildlife Service (Service) under section 7(c) of the Endangered Species Act (Act) of 1973, as amended (16 U.S.C. 1531 *et seq.*).

New information based on updated surveys, changes in the abundance and distribution of species, changed habitat conditions, or other factors could change this list. Please feel free to contact us if you need more current information or assistance regarding the potential impacts to federally proposed, listed, and candidate species and federally designated and proposed critical habitat. Please note that under 50 CFR 402.12(e) of the regulations implementing section 7 of the Act, the accuracy of this species list should be verified after 90 days. This verification can be completed formally or informally as desired. The Service recommends that verification be completed by visiting the ECOS-IPaC website at regular intervals during project planning and implementation for updates to species lists and information. An updated list may be requested through the ECOS-IPaC system by completing the same process used to receive the enclosed list.

The purpose of the Act is to provide a means whereby threatened and endangered species and the ecosystems upon which they depend may be conserved. Under sections 7(a)(1) and 7(a)(2) of the Act and its implementing regulations (50 CFR 402 *et seq.*), Federal agencies are required to utilize their authorities to carry out programs for the conservation of threatened and endangered species and to determine whether projects may affect threatened and endangered species and/or designated critical habitat.

A Biological Assessment is required for construction projects (or other undertakings having similar physical impacts) that are major Federal actions significantly affecting the quality of the human environment as defined in the National Environmental Policy Act (42 U.S.C. 4332(2)(c)). For projects other than major construction activities, the Service suggests that a biological evaluation similar to a Biological Assessment be prepared to determine whether the project may affect listed or proposed species and/or designated or proposed critical habitat. Recommended contents of a Biological Assessment are described at 50 CFR 402.12.

If a Federal agency determines, based on the Biological Assessment or biological evaluation, that listed species and/or designated critical habitat may be affected by the proposed project, the agency is required to consult with the Service pursuant to 50 CFR 402. In addition, the Service recommends that candidate species, proposed species and proposed critical habitat be addressed within the consultation. More information on the regulations and procedures for section 7 consultation, including the role of permit or license applicants, can be found in the "Endangered Species Consultation Handbook" at:

<http://www.fws.gov/endangered/esa-library/pdf/TOC-GLOS.PDF>

Please be aware that bald and golden eagles are protected under the Bald and Golden Eagle Protection Act (16 U.S.C. 668 *et seq.*), and projects affecting these species may require development of an eagle conservation plan ([http://www.fws.gov/windenergy/eagle\\_guidance.html](http://www.fws.gov/windenergy/eagle_guidance.html)). Additionally, wind energy projects should follow the wind energy guidelines (<http://www.fws.gov/windenergy/>) for minimizing impacts to migratory birds and bats.

Guidance for minimizing impacts to migratory birds for projects including communications towers (e.g., cellular, digital television, radio, and emergency broadcast) can be found at: <http://www.fws.gov/migratorybirds/CurrentBirdIssues/Hazards/towers/towers.htm>; <http://www.towerkill.com>; and <http://www.fws.gov/migratorybirds/CurrentBirdIssues/Hazards/towers/comtow.html>.

We appreciate your concern for threatened and endangered species. The Service encourages Federal agencies to investigate opportunities for incorporating conservation of threatened and endangered species into project planning processes as a means of complying with the Act. If you have questions regarding your responsibilities under the Act, please contact the Endangered Species Division at the Service's Oregon Fish and Wildlife Office at (503) 231-6179. For information regarding listed marine and anadromous species under the jurisdiction of NOAA Fisheries Service, please see their website ([http://www.nwr.noaa.gov/habitat/habitat\\_conservation\\_in\\_the\\_nw/habitat\\_conservation\\_in\\_the\\_n](http://www.nwr.noaa.gov/habitat/habitat_conservation_in_the_nw/habitat_conservation_in_the_n) ).

Please include the Consultation Tracking Number in the header of this letter with any request for consultation or correspondence about your project that you submit to our office.

Attachment



United States Department of Interior  
Fish and Wildlife Service

Project name: opal hydro

## Official Species List

### Provided by:

Oregon Fish and Wildlife Office  
2600 SOUTHEAST 98TH AVENUE, SUITE 100  
PORTLAND, OR 97266  
(503) 231-6179  
<http://www.fws.gov/oregonfwo/Species/Lists/RequestList.asp>

**Consultation Code:** 01EOFW00-2015-SLI-0221

**Event Code:** 01EOFW00-2015-E-00124

**Project Type:** POWER GENERATION

**Project Name:** opal hydro

**Project Description:** crooked river, small, ongoing

**Please Note:** The FWS office may have modified the Project Name and/or Project Description, so it may be different from what was submitted in your previous request. If the Consultation Code matches, the FWS considers this to be the same project. Contact the office in the 'Provided by' section of your previous Official Species list if you have any questions or concerns.



United States Department of Interior  
Fish and Wildlife Service

Project name: opal hydro

### Project Location Map:



**Project Coordinates:** The coordinates are too numerous to display here.

**Project Counties:** Jefferson, OR



United States Department of Interior  
Fish and Wildlife Service

Project name: opal hydro

## Endangered Species Act Species List

There are a total of 6 threatened, endangered, or candidate species on your species list. Species on this list should be considered in an effects analysis for your project and could include species that exist in another geographic area. For example, certain fish may appear on the species list because a project could affect downstream species. Critical habitats listed under the **Has Critical Habitat** column may or may not lie within your project area. See the **Critical habitats within your project area** section further below for critical habitat that lies within your project. Please contact the designated FWS office if you have questions.

Birds	Status	Has Critical Habitat	Condition(s)
Greater sage-grouse ( <i>Centrocercus urophasianus</i> ) Population: Columbia basin DPS	Candidate		
Northern Spotted owl ( <i>Strix occidentalis caurina</i> ) Population: Entire	Threatened	Final designated	
<b>Conifers and Cycads</b>			
Whitebark pine ( <i>Pinus albicaulis</i> )	Candidate		
<b>Fishes</b>			
Bull Trout ( <i>Salvelinus confluentus</i> ) Population: Clackamas River subbasin experimental population	Experimental Population, Non- Essential		
Bull Trout ( <i>Salvelinus confluentus</i> ) Population: U.S.A., conterminous, lower 48 states	Threatened	Final designated	
<b>Mammals</b>			
fisher ( <i>Martes pennanti</i> ) Population: West coast DPS	Proposed Threatened		



United States Department of Interior  
Fish and Wildlife Service

Project name: opal hydro

## Critical habitats that lie within your project area

The following critical habitats lie fully or partially within your project area.

Birds	Critical Habitat Type
Northern Spotted owl ( <i>Strix occidentalis caurina</i> ) Population: Entire	Final designated
Fishes	
Bull Trout ( <i>Salvelinus confluentus</i> ) Population: U.S.A., conterminous, lower 48 states	Final designated

## Finlay Anderson

---

**Subject:** FW: Opal Springs Settlement Documents - Part 1 of 2  
**Attachments:** Appendix A-October-TRUE UP.DOCX; Appendix B-October-TRUE UP.DOCX; Settlement Agreement October Final.doc; DVWD - Opal Springs Fish Passage Joint Explanatory Statement (draft 5-22....docx)

---

**From:** Anderson, Finlay

**Sent:** Wednesday, June 24, 2015 9:55 AM

**To:** 'Peter Lickwar' <Peter\_Lickwar@fws.gov>; 'Brett Hodgson' <Brett.L.Hodgson@state.or.us>; 'Scott Carlon' <scott.carlon@noaa.gov>; 'kmiller@tu.org' <kmiller@tu.org>; 'Jimmy Eisner (jeisner@blm.gov)' <jeisner@blm.gov>; 'Ted Wise' <ted.g.wise@state.or.us>; 'Ken.Homolka@state.or.us' <Ken.Homolka@state.or.us>; 'Bob Dach ' <robert.dach@bia.gov>; 'Gary (glytle@dvwd.org)' <glytle@dvwd.org>

**Cc:** 'finlay.m.anderson@gmail.com' <finlay.m.anderson@gmail.com>

**Subject:** RE: Opal Springs Settlement Documents - Part 1 of 2

All -- I am checking on the following:

- Have if you all had a chance to review the attached and do you have thoughts? We should get this finalized in July.
- The APEA is nearing completion and should be ready shortly, along with the BA. Chuck has been investing quite a bit into the BA so between it and the APEA I think we will advance the ball significantly here – Gary and I would like to accelerate your review because we expect FERC could take a while to process this, and its important that we begin construction in 2017 if possible. To that end, the regs provide for a 60 day comment period—but **Do you think we could get your written agreement to conduct your review in 30 days? I would reach out also to CTW for a similar request. I'd really like to file this in mid-August, even though the agreement**

<deleted>

Cheers

**Finlay Anderson**

Sr. Regulatory and Licensing Consultant

**McMillen Jacobs Associates**

1500 SW First Ave, Suite 750, Portland Oregon 97201

503.335.5806 p | 503.329.3586 c | [fanderson@mcmjac.com](mailto:fanderson@mcmjac.com)

[Twitter](#) | [LinkedIn](#) | [Facebook](#) | [Google+](#) | [Instagram](#)

---

**From:** Anderson, Finlay

**Sent:** Friday, May 22, 2015 3:59 PM

**To:** 'Peter Lickwar'; 'Brett Hodgson'; 'Scott Carlon'; 'kmiller@tu.org'; 'Jimmy Eisner ([jeisner@blm.gov](mailto:jeisner@blm.gov))'; Ted Wise; 'Ken.Homolka@state.or.us'; 'Bob Dach '; 'Gary ([glytle@dvwd.org](mailto:glytle@dvwd.org))'

**Subject:** Opal Springs Settlement Documents - Part 1 of 2

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I am hoping to get the APEA and BE out next.

Thanks

**Finlay Anderson**

Sr. Regulatory and Licensing Consultant

**McMillen Jacobs Associates**

1500 SW First Ave, Suite 750, Portland Oregon 97201

503.335.5806 p | 503.329.3586 c | [fanderson@mcmjac.com](mailto:fanderson@mcmjac.com)

[Twitter](#) | [LinkedIn](#) | [Facebook](#) | [Google+](#) | [Instagram](#)



## Finlay Anderson

---

**Subject:** FW: Opal Springs Meeting Date-November 21st

**From:** Finlay Anderson

**Sent:** Wednesday, November 19, 2014 10:27 AM

**To:** 'Lickwar, Peter'

**Cc:** 'Scott Carlon - NOAA Federal'; 'Brett Hodgson'; 'Jimmy Eisner ([jeisner@blm.gov](mailto:jeisner@blm.gov))'; 'Bob Dach'; 'kmiller@tu.org'; 'Stowell@bendbroadband.com'; 'Gary ([glytle@dvwd.org](mailto:glytle@dvwd.org))'

**Subject:** RE: Opal Springs Meeting Date-November 21st

Can we get a quick headcount to confirm who is planning on coming over? I think everyone but Rick said they could meet?

We were thinking of meeting at the top of the road at 9:30. Gary says road is in good shape, but I see that the forecast is a bit "iffy". Our plan is to going down into the project to review the following:

- Trap
  - Current status and performance
  - Permitting
- O&M issues at project
- Funding Status
  - OWEB
  - SIP
  - Others
- Schedule for this next year
- Contingencies

Pack a lunch – Gary says he will provide water! We hope to be out by mid-afternoon. My cell phone if anyone needs to be in touch is 503-329-3586 and the phone number at the project is 541-546-6141.

Thanks

**Finlay Anderson**

Senior Licensing and Regulatory Specialist

McMillen, LLC

7600 NW Thompson Rd, Portland, OR 97229

p 503.335.5806 | f 503.345.3418 | c 503.329.3586

[www.mcmillen-llc.com](http://www.mcmillen-llc.com)

FMA

||

**Finlay Anderson**

---

**From:** Grover, Tony [tgrover@nwcouncil.org]  
**Sent:** Monday, July 06, 2015 5:01 PM  
**To:** Finlay Anderson  
**Cc:** O'Toole, Patty; Weist, Karl; Shurts, John  
**Subject:** Opal Springs Hydroelectric Project -- follow up

**Follow Up Flag:** Flag for follow up  
**Flag Status:** Flagged

Dear Mr. Anderson --

Thank you for your note and the information on the Opal Springs project. It's exciting to hear that passage at Opal Springs is in the works.

We've taken the liberty of editing your passage on the Northwest Power Act and the Council's Fish and Wildlife Program to make it more accurate to the project and up to date. Please see below.

### **1.1.1 Pacific Northwest Electric Power Planning and Conservation Act (Northwest Power Act)**

Under Section 4(h) of the Northwest Power Act of 1980, the Northwest Power and Conservation Council (Council) develops the Columbia River Basin Fish and Wildlife Program to protect, mitigate, and enhance fish and wildlife adversely affected by the development and operation of hydroelectric projects on the Columbia River and its tributaries. The Council reviews and revises the Fish and Wildlife Program every five years; the current version is the *2014 Columbia River Basin Fish and Wildlife Program*. <http://www.nwcouncil.org/fw/program/2014-12/program/>. Pursuant to Section 4(h)(11) of the same Act, all of the federal agencies responsible for managing, operating and regulating the hydroelectric facilities in the Columbia basin (which includes the Federal Energy Regulatory Commission) have an obligation to exercise their statutory responsibilities while taking the Council's Fish and Wildlife Program into account at each relevant stage of decision making to the fullest extent practicable. The Council, under Sections 4(d) and 4(e) of the Northwest Power Act, also develops and periodically reviews a regional conservation and electric power plan to recommend new conservation and generating resources to be added to the region's power supply. The Fish and Wildlife Program is part of the Power Plan; the current version is the Sixth Northwest Power Plan, and the Council is at work on the Seventh. <http://www.nwcouncil.org/energy/powerplan/>. Along with the provisions in the Northwest Power Act linking FERC to the Council's programs and plans, FERC has also recognized, under the Federal Power Act, both the Council's Fish and Wildlife Program and the Council's Power Plan as comprehensive plans for the waterways in each of the four states of the Columbia basin and Pacific Northwest.

With regard to the Opal Springs hydroelectric project, the Council's Fish and Wildlife Program includes measures and objectives seeking improvements in fish habitat and fish population status in the Deschutes River and its tributaries, provisions found largely in the program's Deschutes Subbasin Plan. Section 3.5.1 of the Crooked River section of the Deschutes Subbasin Plan in particular calls for ODFW, the Warm Springs Tribe, NOAA Fisheries, USFWS and the Deschutes Valley Water District to work together to re-establish anadromous fish passage at the

Opal Springs Hydroelectric Project.

<http://www.nwcouncil.org/fw/subbasinplanning/deschutes/plan>. The proposal here is consistent with the Fish and Wildlife Program's measures and objectives for habitat and fish populations in the Deschutes River Subbasin.

The Council's Fish and Wildlife Program also includes provisions and conditions regarding the development, licensing and re-licensing of non-federal hydroelectric projects in any subbasin, intended to protect valuable fish and wildlife resources. *See* 2014 Fish and Wildlife Program, at 52-53 and Appendix F. A review of the proposal against these conditions indicates the proposal is consistent with the protections the program seeks. [Note: The Council staff is not offering its independent review or conclusions here – just suggesting the applicant review the conditions and come to some conclusions on consistency.] This portion of the Council's Fish and Wildlife Program also designates certain river reaches in the Pacific Northwest as protected from hydroelectric development. The protected areas provisions do not apply to existing hydroelectric projects.

Finally, the program encourages consultation by project operators and proponents with federal and state fish and wildlife agencies, appropriate Indian tribes, and the Council itself during the study, design, construction, and operation of any hydroelectric development in the basin. The project operator has been consulting with the agencies and tribes as described elsewhere, and did communicate with the Council's staff [*operating entity to add reference to date, etc.*] about the proposal.

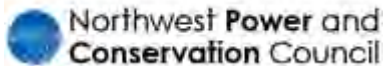
Thank you for communicating with us about the proposal. Please keep us informed on progress. Good luck with this effort.

Tony Grover

Fish & Wildlife Division Director

Office [503-820-2332](tel:503-820-2332) | Mobile [971-235-5101](tel:971-235-5101)

[www.nwcouncil.org](http://www.nwcouncil.org) | [www.linkedin.com/in/tonygrover/](http://www.linkedin.com/in/tonygrover/)



**From:** Anderson, Finlay [<mailto:Fanderson@mcmjac.com>]

**Sent:** Friday, June 26, 2015 9:27 AM

**To:** Grover, Tony

**Cc:** [finlay.m.anderson@gmail.com](mailto:finlay.m.anderson@gmail.com)

**Subject:** FW: Opal Springs Hydroelectric Project -- follow up

Hello Tony – after many years, I am picking this thread up and wanting to see if you or the planning counsel have thoughts on this project. We are moving forward with the amendment later this summer and would like to understand how you'd prefer to have your program's goals represented in our Applicant Prepared Environmental Assessment. Below is the extent of the treatment so far

### 1.1.1 Pacific Northwest Power Planning and Conservation Act

Under Section 4(h) of the Pacific Northwest Power Planning and Conservation Act (Act), the Northwest Power and Conservation Council (Council) developed the Columbia River Basin Fish and Wildlife Program to protect,

mitigate, and enhance the fish and wildlife resources associated with development and operation of hydroelectric projects in the Columbia River Basin. Section 4(h) of the Act states that responsible federal and state agencies should provide equitable treatment for fish and wildlife resources, in addition to other purposes for which hydropower is developed, and that these agencies shall take into account, to the fullest extent practicable, the program adopted under the Act.

The program requires consultation with federal and state fish and wildlife agencies, appropriate Indian tribes, and the Council during the study, design, construction, and operation of any hydroelectric development in the basin. Appendix B of the program outlines conditions that should be provided for in any original or new hydroelectric project license. The program also designates certain river reaches in the Pacific Northwest as protected from development.

By providing anadromous and resident fish passage at a facility where none currently exists, and by allowing DVWD to continue to provide reliable, efficient, low-emissions electrical capacity, the Proposed Action would be consistent with the Columbia River Basin Fish and Wildlife Program.

(Summarize response from Tony Grover regarding consultation [email sent to T. Grover on 11/30/2010].)

The most current information on this project could be accessed via <http://www.opalspringspassage.org/> and you can call me with any questions....

One bit of complication is that I am currently moving jobs – On July 6<sup>th</sup> my email address will be [Finlay.Anderson@Kleinschmidtgroup.com](mailto:Finlay.Anderson@Kleinschmidtgroup.com) but my personal email address in the CC line above will work as well and my cell phone remains the same and I am happy to take any questions

Thanks

**Finlay Anderson**

Sr. Regulatory and Licensing Consultant

**McMillen Jacobs Associates**

1500 SW First Ave, Suite 750, Portland Oregon 97201

503.335.5806 p | 503.329.3586 c | [fanderson@mcmjac.com](mailto:fanderson@mcmjac.com)

[Twitter](#) | [LinkedIn](#) | [Facebook](#) | [Google+](#) | [Instagram](#)

## Finlay Anderson

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**Subject:** FW: USFWS re: Opal Springs Settlement Documents - Part 1 of 2

----- Forwarded message -----

From: **Lickwar, Peter** <[peter\\_lickwar@fws.gov](mailto:peter_lickwar@fws.gov)>

Date: Wed, Jul 1, 2015 at 10:55 AM

Subject: USFWS re: Opal Springs Settlement Documents - Part 1 of 2

To: "Anderson, Finlay" <[Fanderson@mcmjac.com](mailto:Fanderson@mcmjac.com)>, Chuck Huntington <[cwbio7@centurylink.net](mailto:cwbio7@centurylink.net)>

hi guys;

just wanted to check in re the apea and be. regarding your request to do a 30 day review instead of 60 days, turns out I was over optimistic about 30 days. After talking with Nancy, the only way we could be reasonably confident of getting it turned around in 30 days is if we can be working closely with you and reviewing drafts of the APEA and BE as you're developing them, rather than waiting to see your final product. in particular, I was wondering what you were thinking about using as numbers and sizes for bull trout at the project, rates of possible mortality and injury, etc? I think the sooner you could at least share the sections of the documents that address effects to bull trout, the better.

also, perhaps you could send out a timeline to everyone for the amendment filing working backwards from your deadline for filing with FERC, showing when you will be sending out documents, and the periods for agency response? i haven't seen anyone else reply to your June 24 email, was there anything? please let me know if you'd like to chat.

thanks, peter

On Thu, Jun 25, 2015 at 11:09 AM, Lickwar, Peter <[peter\\_lickwar@fws.gov](mailto:peter_lickwar@fws.gov)> wrote:  
Greetings all;

Attached below are the USFWS edits and comments re the explanatory statement. We have no comments re app A, B, or the SA. Re 30 day review of the APEA and BE, sure; please note, we may need to provide additional edits to the explanatory statement after seeing the APEA and BE. Please let me know if you have any questions or would like to discuss.

Finlay, glad you're making a career.

Ta, Peter

On Wed, Jun 24, 2015 at 9:55 AM, Anderson, Finlay <[Fanderson@mcmjac.com](mailto:Fanderson@mcmjac.com)> wrote:  
All -- I am checking on the following:

\* Have if you all had a chance to review the attached and do you have thoughts? We should get this finalized in July.

\* The APEA is nearing completion and should be ready shortly, along with the BA. Chuck has been

investing quite a bit into the BA so between it and the APEA I think we will advance the ball significantly here - Gary and I would like to accelerate your review because we expect FERC could take a while to process this, and its important that we begin construction in 2017 if possible. To that end, the regs provide for a 60 day comment period-but Do you think we could get your written agreement to conduct your review in 30 days? I would reach out also to CTW for a similar request. I'd really like to file this in mid-August, even though the agreement

Lastly, I am making a career. My last day at McMillen will be this Friday and then I am making the move to Kleinschmidt - they are a Maine based firm that provides similar services to what I have been working on for these many years. After July 6 my email will be [finlay.anderson@kleinschmidtgroup.com](mailto:finlay.anderson@kleinschmidtgroup.com). In the meantime, please use [finlay.m.anderson@gmail.com](mailto:finlay.m.anderson@gmail.com)<mailto:[finlay.m.anderson@gmail.com](mailto:finlay.m.anderson@gmail.com)>.

Cheers

Finlay Anderson  
Sr. Regulatory and Licensing Consultant

McMillen Jacobs Associates<<http://www.mcmjac.com/>>  
1500 SW First Ave, Suite 750, Portland Oregon 97201  
503.335.5806 p | 503.329.3586 c | [fanderson@mcmjac.com](mailto:fanderson@mcmjac.com)<mailto:[fanderson@mcmjac.com](mailto:fanderson@mcmjac.com)>

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Facebook<[https://www.facebook.com/mcmjac?ref=aymt\\_homepage\\_panel](https://www.facebook.com/mcmjac?ref=aymt_homepage_panel)> |  
Google+<<https://plus.google.com/u/0/b/103437060171160347746/+Jacobssf/posts>> |  
Instagram<<http://instagram.com/mcmjac/>>

From: Anderson, Finlay  
Sent: Friday, May 22, 2015 3:59 PM  
To: 'Peter Lickwar'; 'Brett Hodgson'; 'Scott Carlon'; '[kmiller@tu.org](mailto:kmiller@tu.org)'; 'Jimmy Eisner ([jeisner@blm.gov](mailto:jeisner@blm.gov))'; Ted Wise; '[Ken.Homolka@state.or.us](mailto:Ken.Homolka@state.or.us)'; 'Bob Dach'; 'Gary ([glytle@dvwd.org](mailto:glytle@dvwd.org))'  
Subject: Opal Springs Settlement Documents - Part 1 of 2

All - I am going to start sending out documents related to the Opal Springs filing and these are going to come in waves. Chuck H and I are still working on the APEA and BE, but I am ready to share two documents that will help you get back into the swing of things. I am copying only the primary contacts from each entity (with the exception of ODFW who have recently asked me to include their hydro team). So please forward to counsel or other resources as you see fit.

First is a copy of the settlement agreement and associated appendices. I have marked these up in a couple of places where it seems that some minor clean-up amendments would be warranted. Given the passage of time, these hold up pretty well - but in some cases some words should be changed so as not to confuse FERC.

Second is a Joint Explanatory Statement for your review and comment. It is - by design - short [maybe shortest in FERC history?]. Please review it and provide comments as appropriate. I am proposing to check in and collect your comments in about 2 weeks-lets say June 16. At that point if we need to schedule a call we can with the goal of having these documents (amended SA and JES) done a month from now.

I am hoping to get the APEA and BE out next.

Thanks

Finlay Anderson  
Sr. Regulatory and Licensing Consultant

McMillen Jacobs Associates<<http://www.mcmjac.com/>>  
1500 SW First Ave, Suite 750, Portland Oregon 97201  
503.335.5806 p | 503.329.3586 c | [fanderson@mcmjac.com](mailto:fanderson@mcmjac.com)<mailto:[fanderson@mcmjac.com](mailto:fanderson@mcmjac.com)>

Twitter<<https://twitter.com/mcmjac>> |  
LinkedIn<[https://www.linkedin.com/company/36251?trk=companies\\_home\\_ycp\\_logo\\_jacobs-associates](https://www.linkedin.com/company/36251?trk=companies_home_ycp_logo_jacobs-associates)> |  
Facebook<[https://www.facebook.com/mcmjac?ref=aymt\\_homepage\\_panel](https://www.facebook.com/mcmjac?ref=aymt_homepage_panel)> |  
Google+<<https://plus.google.com/u/0/b/103437060171160347746/+Jacobssf/posts>> |  
Instagram<<http://instagram.com/mcmjac/>>

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Peter Lickwar  
USFWS Bend, Oregon  
Phone 541-383-7146

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Peter Lickwar  
USFWS Bend, Oregon  
Phone 541-383-7146

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Peter Lickwar  
USFWS Bend, Oregon  
Phone 541-383-7146

## Finlay Anderson

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**From:** Eisner, James [jeisner@blm.gov]  
**Sent:** Wednesday, July 08, 2015 1:34 PM  
**To:** Finlay Anderson  
**Subject:** Fwd: VRM Opal Springs

Hello Finlay,

Hope all is well. Below are comments on the VRM at Opal. Looks like Gregg would like a KOP at the reservoir level. Let me know if there are questions

Jimmy

----- Forwarded message -----

**From:** Currie, Gregory <[gcurrie@blm.gov](mailto:gcurrie@blm.gov)>  
**Date:** Mon, Jun 29, 2015 at 11:52 AM  
**Subject:** VRM Opal Springs  
**To:** James Eisner <[jeisner@blm.gov](mailto:jeisner@blm.gov)>

Jim:

I reviewed the information provided by Roger Borine on selection of Key Observation Points. I like the use of multiple points to document the degree of visibility of the project area.

The selection of West 3 seems to be a good representative choice, as it is a publicly accessible and frequently visited trail area.

I'm unsure to what degree East 4 is regularly visited. I'm ok with using it, but would recommend trying to qualify or describe the viewpoint in terms of whether its a regularly visited user created trail or viewpoint, or just represents dispersed use.

I would strongly recommend using a third KOP that is on the river itself, at or near the take out point above the dam/fish ladder. It is my understanding that recreationists DO end up there, although legal access out of the river is subject to project proponents authorization/control?

There is a need to accommodate a river user view in the analysis, otherwise I think we would not have a representative selection of analysis points and we would thus lack the tools to develop good mitigation.

--

*Greg Currie  
Landscape Architect, Prineville District BLM  
3050 NE 3rd Street  
Prineville, OR 97754  
(541) 416-6711*



--

Jimmy Eisner  
Fisheries Biologist  
Prineville District BLM

## Finlay Anderson

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**From:** Finlay Anderson  
**Sent:** Monday, July 13, 2015 2:20 PM  
**To:** Kenneth Homolka - Oregon Department of Fish and Wildlife (ken.homolka@state.or.us); Ted Wise; Brett Hodgson - Oregon Department of Fish and Wildlife (Brett.L.Hodgson@state.or.us); glytle@dvwd.org; Jimmy Eisner - BLM (jeisner@blm.gov); Kate Miller - Trout Unlimited (KMiller@tu.org); Bob Dach - Bureau of Indian Affairs (robert.dach@bia.gov); Scott Carlon (scott.carlon@noaa.gov); Peter Lickwar - USFWS (Peter\_Lickwar@fws.gov); Stine.chris@deq.state.or.us  
**Subject:** Draft Amendment for Review  
**Attachments:** Amend Cover-Final.pdf; Initial Statement-REV4.pdf; Draft Opal Springs BA.pdf; APEA-OPAL\_DRAFT-0709-no Attachments.pdf

All –

Today DVWD filed the draft amendment with FERC; your review and comments no later than **September 11** (hopefully before) is necessary to keep this process on schedule. We had previously discussed a shorter review period of 30 days, but some Parties could not make the commitment.

the full package is available at the FERC elibrary – for your convenience I am including here the following;

1. Initial statement
2. APEA
3. BA

By the end of the month I will get out the proposed final revisions to the SA and JES with the goal of getting Parties' signatures in August.

Chuck and I will now turn our attention to 401, COE permits, and BLM Right of Way determinations. Also – apropos to 401, included in this email distribution is Chris Stine who drew the short straw at DEQ.

Thanks

Finlay Anderson  
Sr. Regulatory Consultant

**Kleinschmidt**

O: 207.487.3328 xt 557

C: 503.329.3586

D: 503.345.0517

[www.KleinschmidtGroup.com](http://www.KleinschmidtGroup.com)

## Finlay Anderson

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**From:** Jessica Graeber <Jessica.Graeber@pgn.com>  
**Sent:** Monday, July 20, 2015 4:42 PM  
**To:** Finlay Anderson  
**Subject:** RE: Draft Amendment for Review

**Follow Up Flag:** Follow Up  
**Due By:** Monday, July 20, 2015 5:04 PM  
**Flag Status:** Flagged

Hi Finlay,

I just have a few comments and have outlined them below. I'm not sure if you wanted comments but I have a hard time reading documents without editing 😊

### Initial Statement

Pg. IS-4 Paragraph 1 – ladder is misspelled as latter.

Pg. IS-4 paragraph 2 – Project No. 2030 is listed as PGE's only and the CTWS should be listed as a co-licensee.

Throughout – when introducing the Opal Springs Hydroelectric Project the shorthand (Project) is indicated but throughout the document the acronym OSHP is used instead.

### APEA

Pg. 52 6.3.11.6 Water Quality – in the sentence 'Those areas are less influenced by large inputs of cool, high-quality groundwater.' It might be more clear to state 'those upstream areas...'

Pg. 58-59 6.4.2 - will the fish reintroduction effort currently happening be affected at all in terms of rearing summer steelhead from the PRB hatchery or will these activities remain unchanged? Will there be an increase in number of fish desired to put into the system due to upstream passage availability?

Because I am curious; Under what conditions are you required to file a capacity amendment due to pool increase or other additional generation availability? If there is more water available do you always get to choose whether to file a non-capacity amendment vs a capacity amendment? Is the process different for one vs the other?

Thanks,

Hope all is well! JAG

---

**From:** Finlay Anderson [mailto:finlay.anderson@kleinschmidtgroup.com]  
**Sent:** Monday, July 13, 2015 2:26 PM  
**To:** Loretta Mabinton  
**Cc:** Scot Lawrence; Jessica Graeber  
**Subject:** FW: Draft Amendment for Review

Hi Loretta Scot and Jessy –

Opal Springs has a really small Service List at FERC. PGE is the only contact, which means you get my special attention.

The attached is for your information review – the for purposes of brevity I have left of some of the attachments, but everything can be downloaded from the FERC website. Feel free to reach out to me directly with questions, comments, concerns.

Thanks!

FMA

---

**From:** Finlay Anderson

**Sent:** Monday, July 13, 2015 2:18 PM

**To:** Kenneth Homolka - Oregon Department of Fish and Wildlife ([ken.homolka@state.or.us](mailto:ken.homolka@state.or.us)); Ted Wise; Brett Hodgson - Oregon Department of Fish and Wildlife ([Brett.L.Hodgson@state.or.us](mailto:Brett.L.Hodgson@state.or.us)); [glytle@dvwd.org](mailto:glytle@dvwd.org); Jimmy Eisner - BLM ([jeisner@blm.gov](mailto:jeisner@blm.gov)); Kate Miller - Trout Unlimited ([KMiller@tu.org](mailto:KMiller@tu.org)); Bob Dach - Bureau of Indian Affairs ([robert.dach@bia.gov](mailto:robert.dach@bia.gov)); Scott Carlon ([scott.carlon@noaa.gov](mailto:scott.carlon@noaa.gov)); Peter Lickwar - USFWS ([Peter.Lickwar@fws.gov](mailto:Peter.Lickwar@fws.gov)); 'Stine.chris@deq.state.or.us'

**Subject:** Draft Amendment for Review

All –

Today DVWD filed the draft amendment with FERC; your review and comments no later than **September 11** (hopefully before) is necessary to keep this process on schedule. We had previously discussed a shorter review period of 30 days, but some Parties could not make the commitment.

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Chuck and I will now turn our attention to 401, COE permits, and BLM Right of Way determinations. Also – apropos to 401, included in this email distribution is Chris Stine who drew the short straw at DEQ.

Thanks

Finlay Anderson  
Sr. Regulatory Consultant

**Kleinschmidt**

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C: 503.329.3586

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[www.KleinschmidtGroup.com](http://www.KleinschmidtGroup.com)

## Finlay Anderson

---

**From:** GRAINEY Mary S <mary.s.grainey@state.or.us>  
**Sent:** Wednesday, July 29, 2015 1:59 PM  
**To:** Finlay Anderson  
**Cc:** REECE Ann L  
**Subject:** RE: Opal Springs Fish Passage - Draft Amendment

Finlay, on pages 5 and 6 of the Initial Statement you refer to the FERC's Ordering Paragraph B(2) of the existing license. The area and capacity of the reservoir are listed as being the same in the existing and proposed paragraphs, but neither identifies the new area as being 15 acres and the new capacity being 184.8 acre-feet as in the supporting documents.

Thank you for clarifying this. -- Mary

Mary S. Grainey P.E., C.W.R.E.  
Hydroelectric Program Coordinator  
Oregon Water Resources Department  
725 Summer St. NE Suite A  
Salem, OR 97301  
503-986-0833  
[Mary.s.grainey@wrdd.state.or.us](mailto:Mary.s.grainey@wrdd.state.or.us)

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**From:** Finlay Anderson [mailto:finlay.anderson@kleinschmidtgroup.com]  
**Sent:** Tuesday, July 14, 2015 9:32 PM  
**Subject:** Opal Springs Fish Passage - Draft Amendment

All – Today the Deschutes Valley Water District, Licensee for the Opal Springs Hydroelectric Project is distributing the Draft Non-Capacity Amendment for Fish Passage. You are receiving this email either because you have previously expressed an interest in the Project, or because you have been identified as potentially interested. The document is a review draft, and can be downloaded from FERC (see attachment) or at <http://www.opalspringspassage.org/background>. DVWD has requested comments from state, federal, and tribal resource agencies by September 11, 2015.

Comments may be directed to me, and also feel free to contact me with any questions.

Thanks

Finlay Anderson  
Sr. Regulatory Consultant

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D: 503.345.0517  
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**Finlay Anderson**

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**From:** REECE Ann L <ann.l.reece@state.or.us>  
**Sent:** Tuesday, August 04, 2015 9:59 AM  
**To:** Finlay Anderson  
**Cc:** GRAINEY Mary S  
**Subject:** RE: Opal Springs Fish Passage - Draft Amendment

Finlay,

Here are a few comments/suggested modifications on the draft amendment and EA. Otherwise, it looks good to us. These are probably things you've already thought about since your communication with Mary.

Ann

### **OWRD COMMENTS ON 7-13-2015 DRAFT AMENDMENT FOR OPAL SPRINGS HYDROELECTRIC PROJECT**

#### **Item 8, second bullet on Page IS-3**

- Oregon Water Code (ORS ~~537.400~~ 543.092)

*Reason for suggested modification: ORS 537.400 is the citation for applying for reservoir permits. An amendment to an existing hydroelectric water right is necessary rather than an application for a reservoir permit. The correct citation is to ORS 543.092. The rules implementing ORS 543.092 are found in OAR Chapter 690 Division 53 [Hydroelectric License, Power Claim and Certificate Amendments].*

#### **Item 9, second bullet on Page IS-3**

- DVWD requested a ~~modification~~ to amend its existing water rights permit, pursuant to ORS ~~537.400~~ 543.092, to reflect the proposed modifications to the hydroelectric facilities. An Application for Amendment pursuant to OAR 690-053-0010 including ~~the~~ revised map and facilities design was submitted [DATE]. The modifications will result in less than a 15 percent increase in the maximum hydraulic capacity of the project, and would not result in an increase of the project's nameplate capacity.

*Reason for suggested modification: OAR Division 53 establishes procedures for evaluating applications for amendments to hydroelectric projects and also describes the types of amendments that may be considered. Per OAR 690-053-0001(f) the amendments do not apply to "[a]ny modification to an existing hydroelectric project (including the replacement of existing turbines) which would result in an increase in the maximum hydraulic capacity of the project of 15 percent or more or would result in an increase in the project's nameplate capacity of 2 megawatts or more as defined in regulations of the Federal Energy Regulatory Commission (FERC), 18 CFR 11.1(i)".*

#### **Last Paragraph on Page IS-5, etc.**

#### Existing Ordering Paragraph B(2) of the 1982 license:

Project works consisting of: (1) a 21-foot-high, 200-foot-long concrete capped rockfill diversion dam creating a pool with a storage capacity of **58 acre-feet** and an area of **5.7 acres** at normal maximum pool elevation of 2005 feet;

*Clarification Needed: Elsewhere in the document the current storage capacity is listed as 106.4 acre-feet with a surface area of 11.1 acres. (There seem to be accounting errors for storage capacity and area throughout the documents when looking at the existing vs amended vs 1982 license).*

## Water Rights Paragraph on Page IS-11

### WATER RIGHTS

By separate filing, DVWD has ~~requested that~~ submitted an application to the Oregon Water Resources Department under the authority of Oregon Administrative Rule Chapter 690, Division 53 requesting to amend ~~update~~ its existing water rights permit (#47591) to reflect the proposed facilitates and the new normal maximum reservoir elevation. No change in the quantity of water appropriated is being requested.

*Reason for suggested modification: OAR Division 53 establishes procedures for evaluating applications for amendments to hydroelectric projects and also describes the types of amendments that may be considered.*

## OWRD COMMENTS ON July 2015 DRAFT APPLICANT PREPARED EA

### Page 52

#### 6.3.1.5 Existing Water Rights

DVWD has an existing Permit to Appropriate the Public Waters dated from 1982 for 1,772.5 cfs. The proposed facilities will require DVWD to file an amendment to Permit 47591 pursuant to ORS 534.092 and update its Exhibit drawings with the Oregon Water Resources Department (OWRD) to reflect the proposed pool elevation.

Best Regards,

Ann Reece

-----  
Water Right Services Division  
Hydroelectric Analyst / Municipal Extension Specialist  
Oregon Water Resources Department  
725 Summer St. NE Suite A  
Salem, OR 97301  
503-986-0834  
[reeceal@wrdd.state.or.us](mailto:reeceal@wrdd.state.or.us)

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**From:** GRAINEY Mary S  
**Sent:** Wednesday, July 29, 2015 1:59 PM  
**To:** 'Finlay Anderson'  
**Cc:** REECE Ann L  
**Subject:** RE: Opal Springs Fish Passage - Draft Amendment

Finlay, on pages 5 and 6 of the Initial Statement you refer to the FERC's Ordering Paragraph B(2) of the existing license. The area and capacity of the reservoir are listed as being the same in the existing and proposed paragraphs, but neither identifies the new area as being 15 acres and the new capacity being 184.8 acre-feet as in the supporting documents.

Thank you for clarifying this. -- Mary

Mary S. Grainey P.E., C.W.R.E.  
Hydroelectric Program Coordinator

Oregon Water Resources Department  
725 Summer St. NE Suite A  
Salem, OR 97301  
503-986-0833  
[Mary.s.grainey@wrd.state.or.us](mailto:Mary.s.grainey@wrd.state.or.us)

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**From:** Finlay Anderson [<mailto:finlay.anderson@kleinschmidtgroup.com>]  
**Sent:** Tuesday, July 14, 2015 9:32 PM  
**Subject:** Opal Springs Fish Passage - Draft Amendment

All – Today the Deschutes Valley Water District, Licensee for the Opal Springs Hydroelectric Project is distributing the Draft Non-Capacity Amendment for Fish Passage. You are receiving this email either because you have previously expressed an interest in the Project, or because you have been identified as potentially interested. The document is a review draft, and can be downloaded from FERC (see attachment) or at <http://www.opalspringspassage.org/background>. DVWD has requested comments from state, federal, and tribal resource agencies by September 11, 2015.

Comments may be directed to me, and also feel free to contact me with any questions.

Thanks

Finlay Anderson  
Sr. Regulatory Consultant

**Kleinschmidt**  
O: 207.487.3328 xt 557  
C: 503.329.3586  
D: 503.345.0517  
[www.KleinschmidtGroup.com](http://www.KleinschmidtGroup.com)



## Finlay Anderson

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**From:** Roger Borine <rborine@bendbroadband.com>  
**Sent:** Sunday, August 23, 2015 9:14 PM  
**To:** Currie, Gregory; James Eisner; Finlay Anderson  
**Subject:** RE: VRM Opal Springs  
**Attachments:** OSHP-VRM Report.pdf

Hi All,

Please find a draft OSHP- VRM for your review and comment.

Per suggestions I have evaluated two KOP's, one being upstream from the project area and one at the water level upstream from the dam.

Would appreciate comments/suggestions for the final.

Thanks,

Roger Borine

*Sage West, LLC  
64770 Melinda Ct  
Bend, OR 97701  
541.610.2457*

---

**From:** Finlay Anderson [mailto:finlay.anderson@kleinschmidtgroup.com]  
**Sent:** Wednesday, July 08, 2015 2:40 PM  
**To:** Roger Borine  
**Subject:** FW: VRM Opal Springs

Give me a call if you can to touch base?

---

**From:** Eisner, James [mailto:jeisner@blm.gov]  
**Sent:** Wednesday, July 08, 2015 1:34 PM  
**To:** Finlay Anderson  
**Subject:** Fwd: VRM Opal Springs

Hello Finlay,

Hope all is well. Below are comments on the VRM at Opal. Looks like Gregg would like a KOP at the reservoir level. Let me know if there are questions

Jimmy

----- Forwarded message -----

From: **Currie, Gregory** <gcurrie@blm.gov>  
Date: Mon, Jun 29, 2015 at 11:52 AM  
Subject: VRM Opal Springs  
To: James Eisner <jeisner@blm.gov>

Jim:

I reviewed the information provided by Roger Borine on selection of Key Observation Points. I like the use of multiple points to document the degree of visibility of the project area.

The selection of West 3 seems to be a good representative choice, as it is a publicly accessible and frequently visited trail area.

I'm unsure to what degree East 4 is regularly visited. I'm ok with using it, but would recommend trying to qualify or describe the viewpoint in terms of whether its a regularly visited user created trail or viewpoint, or just represents dispersed use.

I would strongly recommend using a third KOP that is on the river itself, at or near the take out point above the dam/fish ladder. It is my understanding that recreationists DO end up there, although legal access out of the river is subject to project proponents authorization/control?

There is a need to accommodate a river user view in the analysis, otherwise I think we would not have a representative selection of analysis points and we would thus lack the tools to develop good mitigation.

--

*Greg Currie  
Landscape Architect, Prineville District BLM  
3050 NE 3rd Street  
Prineville, OR 97754  
(541) 416-6711*

--

Jimmy Eisner  
Fisheries Biologist  
Prineville District BLM

August 21, 2015

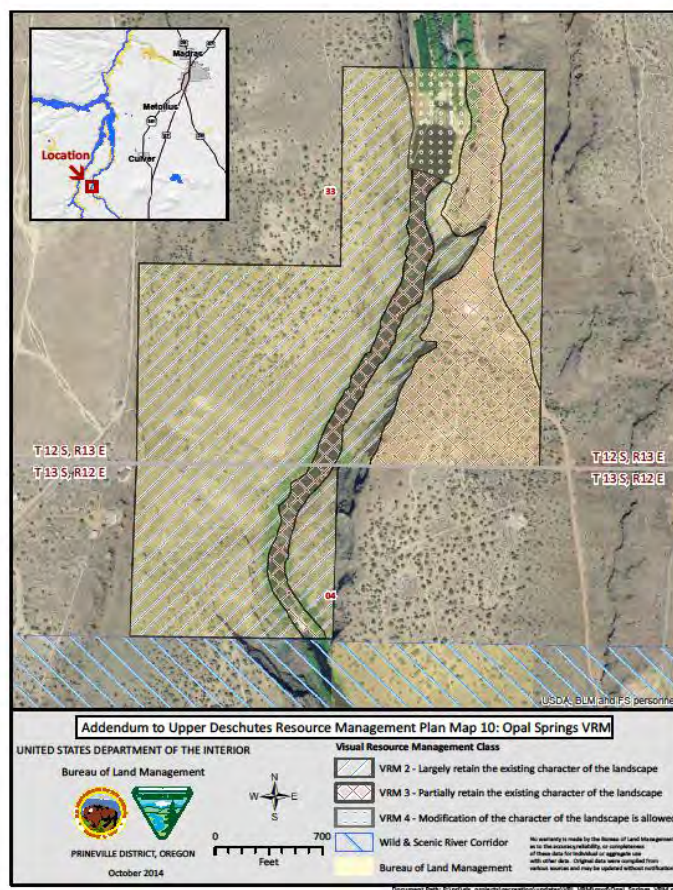
**Subject:** VRM – AnalysisOpal Springs Hydroelectric Project  
Deschutes Valley Water District  
Madras, OR**Project Description:**

The proposed Project includes construction of a fish ladder to reconnect fish populations upstream and downstream of the Project. Modifications to an existing dam will raise the maximum operating elevation of the Project reservoir approximately six (6) feet. The action is needed to enhance efforts in the basin to reintroduce anadromous fish species into the Crooked River basin. The existing reservoirs riparian/wetland shoreline will be partially inundated.

**VRM Objectives:**

VRM classes for the Opal Springs Hydroelectric Project area:

- ~ VRM II -Upland and upper riparian zone: largely retain the existing character of the landscape.
- ~ VRM III - Lower riparian zone and reservoir pool: Partially retain the existing character of the landscape.
- ~ VRM IV - Dam, fish ladder and power generating facilities: Modification of the character of the landscape is allowed.



***Key Observations Points:***

*Two viewpoints were selected and represent sites on public land and water that is accessible by walking the Otter Bench Trail or floating upstream of the dam.*





**KOP #1** – Is publicly accessible and frequently visited Otter Bench Trail system.  
Location: Latitude - 44 28 31.74 N, Longitude - 121 18 06.08 W.





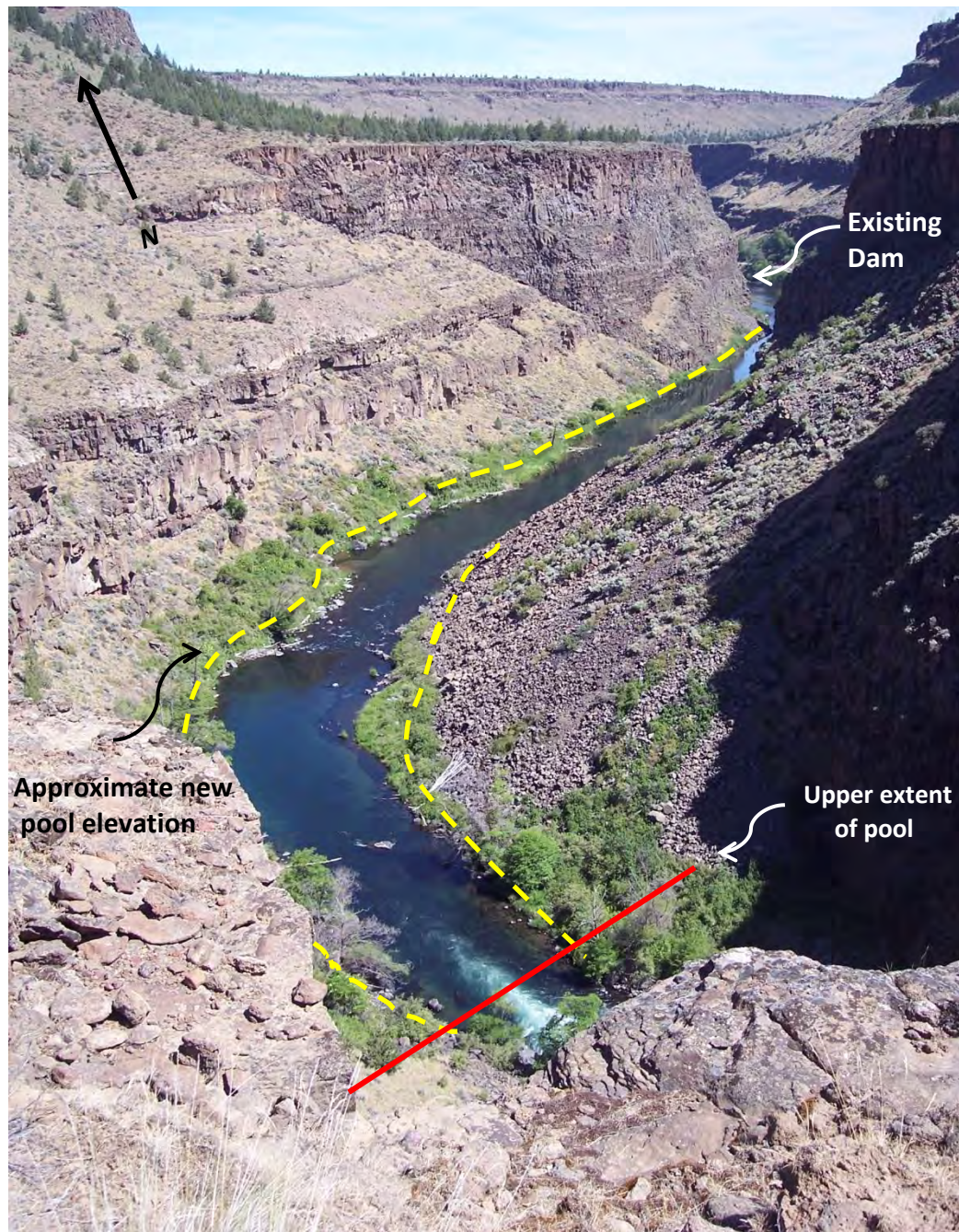
**KOP #2** – is from the river and viewable from a floating device near the take out point and above the dam/fish ladder. Location: Latitude - 44 29 08.68 N, Longitude - 121 17 54.68 W.





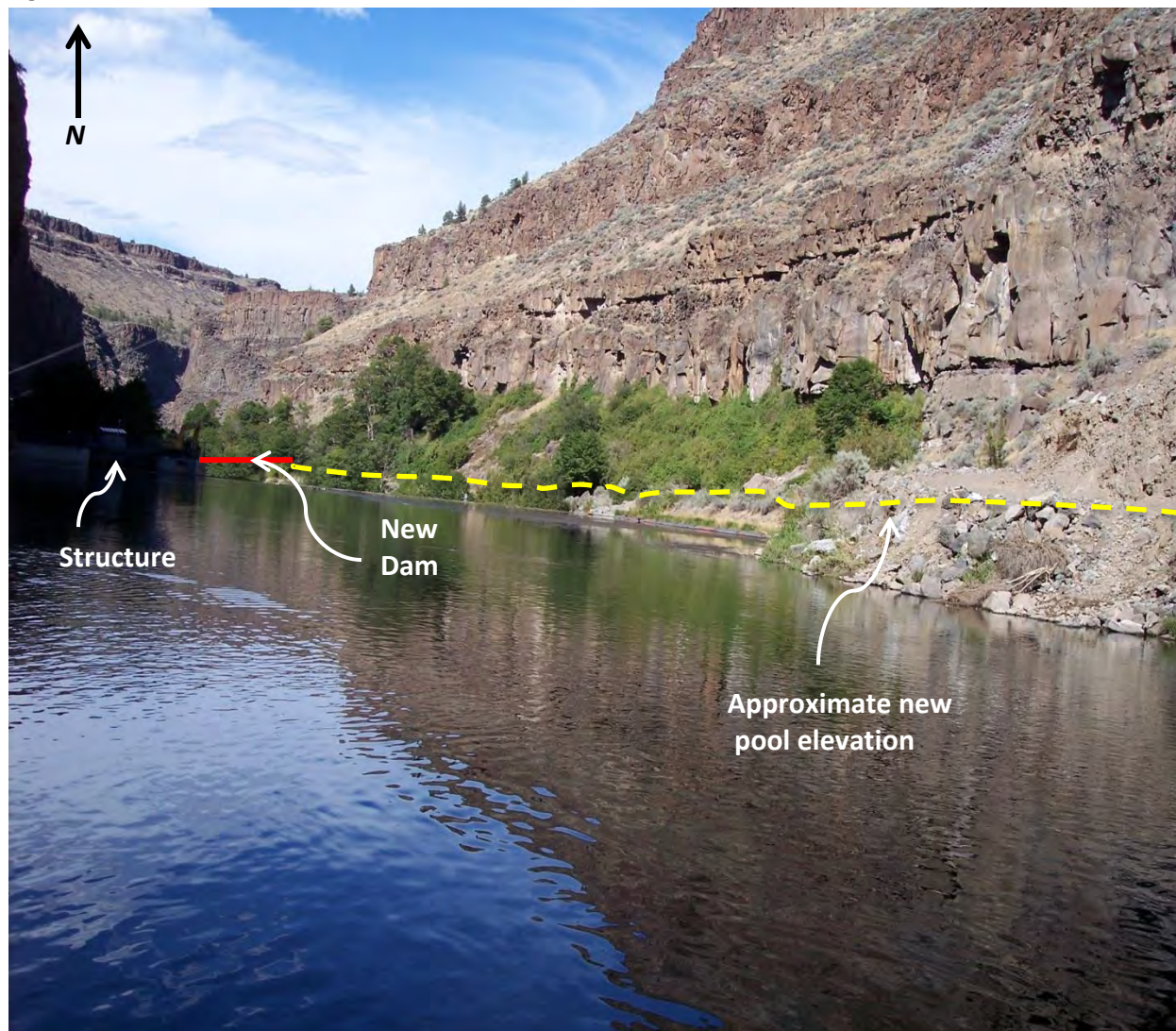
**Visual Simulations:**

**KOP #1**





**KOP #2**





**Contrast Ratings:**

Form 8400-4 (September 1985)		UNITED STATES DEPARTMENT OF THE INTERIOR BUREAU OF LAND MANAGEMENT  <b>VISUAL CONTRAST RATING WORKSHEET</b>		Date <u>August 4, 2015</u> District <u>Prineville District</u> Resource Area _____ Activity (program) _____											
SECTION A. PROJECT INFORMATION															
1. Project Name <u>Opal Springs Hydroelectric Project</u>		4. Location Township <u>13S</u> Range <u>12E</u> Section <u>4</u>		5. Location Sketch											
2. Key Observation Point: <u>#1 - Otter Bench</u>															
3. VRM Class															
SECTION B. CHARACTERISTIC LANDSCAPE DESCRIPTION															
1. LAND/WATER		2. VEGETATION		3. STRUCTURES											
FORM	Land: bold, steep, rugged, complex Water: narrow, linear, contrasting	narrow, linear, contrasting		N/A											
LINE	Land: bold, rugged, complex Water: bold, simple	bold, simple		N/A											
COLOR	Land: subtle/warm, light/dark, yellow/brown Water: brilliant, dark blue	brilliant, green		N/A											
TEXTURE	Land: coarse/medium, rough, random Water: fine, smooth	medium, smooth, directional		N/A											
SECTION C. PROPOSED ACTIVITY DESCRIPTION															
1. LAND/WATER		2. VEGETATION		3. STRUCTURES											
FORM	Land: bold, steep, rugged, complex Water: narrow, linear, contrasting	narrow, linear, contrasting		N/A											
LINE	Land: bold, rugged, complex Water: bold, simple	bold, simple		N/A											
COLOR	Land: subtle/warm, light/dark, yellow/brown Water: brilliant, dark blue	brilliant, green		N/A											
TEXTURE	Land: coarse/medium, rough, random Water: fine, smooth	medium, smooth, directional		N/A											
SECTION D. CONTRAST RATING <input type="checkbox"/> SHORT TERM <input checked="" type="checkbox"/> LONG TERM															
DEGREE OF CONTRAST		FEATURES								2. Does project design meet visual resource management objectives? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No (Explain on reverse side)					
		LAND/WATER BODY (1)				VEGETATION (2)						STRUCTURES (3)			
		Strong	Moderate	Weak	None	Strong	Moderate	Weak	None	Strong	Moderate	Weak	None	3. Additional mitigating measures recommended <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No (Explain on reverse side)	
ELEMENTS	Form				X				X				X	Evaluator's Names _____ Date _____ Roger Borine _____ 8/19/2015	
	Line				X				X				X		
	Color				X				X				X		
	Texture				X				X				X		

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**SECTION D. (Continued)**

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**Comments from item 2.**

The project design meets the VRM objectives when viewed from KOP #1:

1. VRM II: Uplands are retained. The upland/riparian fringe will reestablish naturally in a short time period (3-7 years).
2. VRM III: The pool will be raised 6 feet and the shoreline will be flooded near the dam and grading to 0 feet to the end of the pool where there will be no impact. The river rapid at the upper end of the pool will be partially flooded during high water levels. The reservoir pool will be +/- 25% larger and once flooded will not be noticeable.
3. VRM III: The existing character of the landscape will be retained. The lower 6 ft of the cliff and talus slopes will be inundated, but the landscape above is the same and will remain intact.

---

**Additional Mitigating Measures (See item 3)**

The pool will be raised approximately 6 feet at the dam. The downstream shoreline is primarily cliffs and talus slopes where there will be no visual impact from KOP #1. Moving upstream to the end of the pool vegetation is flooded by 4 to 0 feet of water. Some vegetation will die and others will flourish. Sediment from the watershed will be deposited along the shoreline and colonizing species will establish. Note: the existing vegetation is a result of similar circumstances when the original dam was built and then again when it was lifted to a higher elevation. We can expect the same conditions to exist and riparian vegetation will naturally become established.

No mitigating measures are recommended.

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FOR GOVERNMENT PRINTING OFFICE: 1987-10-10/10000

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Rel. 8-30  
1/17/86

Form 8400-4 (September 1985)		UNITED STATES DEPARTMENT OF THE INTERIOR BUREAU OF LAND MANAGEMENT  <b>VISUAL CONTRAST RATING WORKSHEET</b>		Date <u>August 4, 2015</u> District <u>Prineville District</u> Resource Area _____ Activity (program) _____																											
SECTION A. PROJECT INFORMATION																															
1. Project Name <u>Opal Springs Hydroelectric Project</u>		4. Location Township <u>12S</u> Range <u>12E</u> Section <u>33</u>		5. Location Sketch _____ _____ _____																											
2. Key Observation Point <u>#2- Dam Site</u>		3. VRM Class _____																													
SECTION B. CHARACTERISTIC LANDSCAPE DESCRIPTION																															
1. LAND/WATER		2. VEGETATION		3. STRUCTURES																											
FORM	Land: bold, steep, rugged, complex Water: wide, linear, contrasting	narrow, linear, contrasting		small, rectangular																											
LINE	Land: bold, rugged, complex Water: bold, simple	bold, simple		geometric																											
COLOR	Land: subtle/warm, light/dark, yellow/brown Water: brilliant, dark blue	brilliant, green		gray																											
TEXTURE	Land: coarse/medium, rough, random Water: fine, smooth	medium, smooth, directional		ordered																											
SECTION C. PROPOSED ACTIVITY DESCRIPTION																															
1. LAND/WATER		2. VEGETATION		3. STRUCTURES																											
FORM	Land: bold, steep, rugged, complex Water: wide, linear, contrasting	narrow, linear, contrasting		small, rectangular																											
LINE	Land: bold, rugged, complex Water: bold, simple	bold, simple		geometric																											
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TEXTURE	Land: coarse/medium, rough, random Water: fine, smooth	medium, smooth, directional		ordered																											
SECTION D. CONTRAST RATING <input type="checkbox"/> SHORT TERM <input checked="" type="checkbox"/> LONG TERM																															
DEGREE OF CONTRAST		FEATURES				2. Does project design meet visual resource management objectives? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No (Explain on reverse side)																									
		<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <th colspan="4" style="text-align: center;">LAND/WATER BODY (1)</th> <th colspan="4" style="text-align: center;">VEGETATION (2)</th> <th colspan="4" style="text-align: center;">STRUCTURES (3)</th> </tr> <tr> <th style="writing-mode: vertical-rl; transform: rotate(180deg);">Strong</th> <th style="writing-mode: vertical-rl; transform: rotate(180deg);">Moderate</th> <th style="writing-mode: vertical-rl; transform: rotate(180deg);">Weak</th> <th style="writing-mode: vertical-rl; transform: rotate(180deg);">None</th> <th style="writing-mode: vertical-rl; transform: rotate(180deg);">Strong</th> <th style="writing-mode: vertical-rl; transform: rotate(180deg);">Moderate</th> <th style="writing-mode: vertical-rl; transform: rotate(180deg);">Weak</th> <th style="writing-mode: vertical-rl; transform: rotate(180deg);">None</th> <th style="writing-mode: vertical-rl; transform: rotate(180deg);">Strong</th> <th style="writing-mode: vertical-rl; transform: rotate(180deg);">Moderate</th> <th style="writing-mode: vertical-rl; transform: rotate(180deg);">Weak</th> <th style="writing-mode: vertical-rl; transform: rotate(180deg);">None</th> </tr> </table>				LAND/WATER BODY (1)				VEGETATION (2)				STRUCTURES (3)				Strong	Moderate	Weak	None	Strong	Moderate	Weak	None	Strong	Moderate	Weak	None	3. Additional mitigating measures recommended <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No (Explain on reverse side)	
LAND/WATER BODY (1)				VEGETATION (2)				STRUCTURES (3)																							
Strong	Moderate	Weak	None	Strong	Moderate	Weak	None	Strong	Moderate	Weak	None																				
ELEMENTS						Evaluator's Names _____ Date _____ Roger Borine _____ 8/19/2015																									
Form				X				X																							
Line				X				X																							
Color				X				X																							
Texture				X				X																							

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**SECTION D. (Continued)**

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**Comments from item 2.**

The project design meets the VRM objectives when viewed from KOP #2 while in a floating device from the middle of the pool above the dam:

1. VRM II: Uplands are retained. The shoreline is cliff and talus slopes.
2. VRM III: The pool will be raised 6 feet and the shoreline will be flooded near the dam. The water will cover existing basalt cliffs and talus slopes. The remaining cliffs and talus will be visually identical for several hundred feet upward.
3. VRM III: The existing character of the landscape will be retained. The lower 6 ft of the cliff and talus slopes will be inundated, but the landscape above is the same and will remain intact. After flooding, the upland/riparian fringe will reestablish naturally in a short time period (3-7 years).

---

**Additional Mitigating Measures (See item 3)**

The existing small control tower on the existing dam will be raised. View of this structure can be mitigated with a dark brown color paint.

No additional mitigating measures are recommended.

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U.S. GOVERNMENT PRINTING OFFICE: 1987-519-000-000

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Rel 8-30  
1/17/86

## Finlay Anderson

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**From:** Scott Carlon - NOAA Federal <scott.carlon@noaa.gov>  
**Sent:** Friday, August 28, 2015 3:25 PM  
**To:** Finlay Anderson; Chuck Huntington  
**Cc:** Pete Lickwar; Gary Lytle  
**Subject:** Opal BE

No comments or edits. Thanks for the review time.

Scott

--

Scott J. Carlon  
NOAA Fisheries, West Coast Region  
Columbia Hydropower Branch  
1201 NE Lloyd Blvd., Ste 1100  
Portland, Oregon 97232  
ph: 503.231.2379  
fax: 503.231.2318  
[www.westcoast.fisheries.noaa.gov](http://www.westcoast.fisheries.noaa.gov)

## Finlay Anderson

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**From:** Eisner, James <jeisner@blm.gov>  
**Sent:** Wednesday, September 09, 2015 1:10 PM  
**To:** Finlay Anderson  
**Subject:** Fwd: comments on Opal Springs VRM  
**Attachments:** 090315\_Comments on VRM Analysis.docx

Hello Finlay,

Here are comments on the VRM for Opal. Let me know if there are questions or issues. Also it looks like the beginning of next week before I will have a signed Section 7 analysis.

Jimmy

----- Forwarded message -----

**From:** Currie, Gregory <[gcurrie@blm.gov](mailto:gcurrie@blm.gov)>  
**Date:** Thu, Sep 3, 2015 at 6:01 PM  
**Subject:** comments on Opal Springs VRM  
**To:** James Eisner <[jeisner@blm.gov](mailto:jeisner@blm.gov)>

I've attached my comments. The biggest consideration here is whether or not boaters regularly portage around the dam, through the facilities en route to Lake Billy Chinook. If this does occur, then while I'm not proposing a new KOP, I would like some general description of the fish ladder/dam/spillway materials, colors and textures. Its important to note that this area is VRM 4, and is seen in context with the larger scale facilities on private land - so there is much room for discussion about possible mitigation that is cost effective vs. really difficult to implement.

Hopefully my comments are mostly understandable. If I've got something you know is a wrong assumption, please feel free to edit my stuff or put in a qualifying note before passing it along.

i will be back in the office on the 9th

--

*Greg Currie  
Landscape Architect, Prineville District BLM  
3050 NE 3rd Street  
Prineville, OR 97754  
(541) 416-6711*

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Jimmy Eisner  
Fisheries Biologist

## Prineville District BLM

## Comments on VRM Analysis – Opal Springs Hydroelectric Project

Greg Currie, BLM Prineville District

September 3, 2015

I reviewed two documents: 1) Opal Springs Hydroelectric Project FERC No. 5891, Draft Environmental Assessment; and 2) VRM Analysis, August 21, 2015 document, by Roger Borine, Sage West, LLC. These will be referred to in my comments as Documents 1 and 2 respectively.

### **Document 1**

#### Page 9, Section 4.1.1

1. It would help to clarify that what is described is the *EXISTING* project facilities. Applicant may want to identify if these are on private land or on BLM managed lands as well. I suspect most are on private land.

#### Page 23, Section 4.3.2

1. The EA needs to have a better description of the built structures associated with this project. Enough of a description needs to occur so an analysis of the visual impacts of the new facilities can be made, particularly the color and texture contrasts created by additional built features in the canyon. A description of the scale, materials used and colors are needed. What materials and color is the Obermeyer Weir? What material, color and height of the fish ladder? What will the material and height of the spillways be?

2. I recommend including photographs of representative type structures/materials at a minimum. A photo of the existing site setting where the new construction will take place would be useful as well.

#### 6.8.1.3 Aesthetic/Visual Resources

1. Delete the last part of the first paragraph that describes State Scenic Hwy 27 and National Backcountry Byway. This is not pertinent to the project since this section of the river is 20 miles away from the project area.

2. Existing Setting section should include description of viewers, who accesses the area (hikers on rim, particularly to the west at Otter Bench Trail system, and paddlers who take out above the existing dam). I would characterize the Otter Bench Trail system as moderately popular, but access is somewhat limited by its location at the far north end of Crooked River Ranch. Some characterization of the levels of boating use on the river would be helpful. My understanding is it isn't used year round and is relatively low volumes of use. If people are travelling downstream to reach Lake Billy Chinook, they are near the end of the run, and have to pass through private land with many structures, including under at least one bridge? So the expectation for a wholly natural setting likely doesn't exist.



3. Some description of the existing setting should include the relative amount of built features seen from the project site, and how much of this occurs on private land vs. BLM managed lands. It's important to note the relative scale and depth of the canyon, and the dominance of the geology in relation to the scale of the existing project facilities. The existing environment section should capture what can be seen and how dominant the existing facilities are in this setting. Bottom line for me, there are considerable facilities on private land, and much less on BLM managed lands – these are noticeable as one travels through the canyon, yet the canyon itself and the water are such dominant features, the area still is quite scenic.

4. Incorporate some of the descriptions of form, line, color and texture from Section B, Contrast Rating worksheets contained in Document 2.

5. Include some description of how people use the area, particularly boaters who take out here (or reference this info from the recreation section). If boaters generally portage around the facility to continue downstream to Lake Billy Chinook, it would be useful to state the legal status of this travel (i.e., occurs under the permission of the facility operator?), and also to recognize that these visitors pass by facilities located wholly on private lands. In the later environmental assessment, it should be noted that to make this full journey, visitors must pass through a considerable amount of facilities on private land, and therefore their expectations might not be for a fully pristine, unaltered landscape.

#### 6.8.2.1.1 Direct and Indirect Effects

Construction effects – additional equipment during construction operations for what amount of time (months?) and what season.

Are vegetation impacts as existing riparian veg gets flooded out identified as a short term (5 years or less) impact? Need to identify if this is short or long term effect.

There is no discussion of impacts of built features such as the weir, spillways and fish ladders. Need this, in order to determine, what, if any mitigation should be applied (colors and textures for the most part).

Draft states on Page 79 that results of BLM's proposed survey of aesthetic/visual resources will be used when available. Not sure what this means. Results have to be included in the EA.

## **Document 2**

### Project area map (first page)

Very difficult to read. Doesn't work well without being much larger, full page map.

### VRM Objectives (first page)

I would use the complete text from the BLM Manual for these descriptions:

VRM Class II – The objective of this class is to retain the existing character of the landscape. The level of change to the characteristic landscape should be low. Management activities may be seen, but should not attract the attention of the casual observer. Any changes must repeat the basic elements of form, line, color and texture found in the predominant natural features of the characteristic landscape.

VRM Class III – The objective of this class is to partially retain the existing character of the landscape. The level of change to the characteristic landscape should be moderate. Management activities may attract attention, but should not dominate the view of the casual observer. Changes should repeat the basic elements found in the predominant natural features of the characteristic landscape.

VRM Class IV – The objective of this class is to provide for management activities which require major modification of the existing character of the landscape. The level of change to the characteristic landscape can be high. These management activities may dominate the view and be the major focus of viewer attention. However, every attempt should be made to minimize the impact of these activities through careful location, minimal disturbance, and repeating the basic elements.

#### Key Observation Point Map, page 2

You may want to label existing reference points such as the existing dam and show BLM/Pvt boundaries.

#### KOP 1, page 3 – good choice for KOP

#### KOP 2, page 4

Would fish ladder be visible from this location? Need to identify that in the analysis. This KOP represents the view for a paddler, who would then move slightly downstream and take out on the east shore and pass by the fish ladder (is this a correct assumption?). If correct, then there should be some discussion of the impacts from those structural elements and consideration of potential mitigation. Again, impacts should be discussed in light of the various other built features that will be seen as visitors move downstream.

#### KOP #1, page 5, Contrast Rating worksheet

1. Need to identify applicable VRM Class on the worksheet (box 3)
2. I would identify the short term impact of vegetation disturbance as pool elevations increase. There would be a short term decrease in bright green color and fine to moderate texture of riparian vegetation? The impact is not significant because it is short term. Otherwise, a good description of effects.
3. I also suspect the scale and dominance of the water in the landscape would be slightly higher under the proposed action (+/- 25%).

#### KOP #2, page 7, Contrast Rating Worksheet

1. Need to identify applicable VRM Class on the worksheet (box 3)
2. Characteristic Landscape Description – Land/Water (color): seems to me there is a significant amount of basalt cliffs/talus slopes that are various shades of gray to black depending on lighting/shadow on the canyon walls.
3. A little more description of effects/introduced contrast of structures is needed. What color is the fish ladder? Is the material reflective? Galvanized? The color of the weir bags has to be identified. I assume they are black, which is good in terms of less contrast. There's not enough info to really get at whether the impact of facilities is weak or moderate for color or texture. I would also identify the color of the roof for any structure and include the roof color as something we will select appropriate colors for.
4. Brown might work as a mitigating color, but certainly something with a significant amount of gray in it would help. I would add to the mitigation that BLM will conduct a site specific color matching on site using BLM Standard Environmental Colors to select appropriate colors for facilities. If the fish ladder is galvanized metal, we may want to discuss how dark it is, and if the side facing the river can be treated to minimize reflectivity or partially screen it.

KOP #2, page 8, Contrast Rating Worksheet

The view of the control tower structure cannot be mitigated by paint. The color contrast could be mitigated through appropriate paint color. A terminology issue mostly.

## Finlay Anderson

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**From:** Lickwar, Peter <peter\_lickwar@fws.gov>  
**Sent:** Thursday, September 10, 2015 3:15 PM  
**To:** Finlay Anderson; gary lytle; scott carlon; Chuck Huntington; Nancy Gilbert  
**Subject:** USFWS re Opal springs BE and tech memos

Greetings;

The USFWS has reviewed the July 13, 2015, Opal BE and three technical memos. We appreciate having the opportunity for extensive discussions with the BE and memo's author Chuck Huntington regarding the documents. The August 28, 2015, BE and the memo on "Analysis of Potential Entrainment or Spillway Mortality of Large Salmonids at the OSHP" accurately reflects our discussions and comments. We have no comments on the other memos on upstream passage and smolt mortality. Since the thee memos provide substantial additional information and analysis, we recommend you also file them with the FERC as part of the BE. As the Opal fish passage project continues to move forward, please provide us with any additional information that is developed regarding the 100 percent design and construction planning; also, please provide us with any information generated by the project's 401 Certification and Corps 404 permit processes. This information may be useful in our ESA section 7 consultation with the FERC. Thanks as always for your efforts on Opal fish passage.

Thanks,

Peter

--

Peter Lickwar  
USFWS Bend, Oregon  
Phone 541-383-7146

## Finlay Anderson

---

**From:** Lickwar, Peter <peter\_lickwar@fws.gov>  
**Sent:** Thursday, September 10, 2015 3:06 PM  
**To:** Finlay Anderson  
**Cc:** Brett Hodgson; Dach, Robert; cferrari@tu.org; Jimmy Eisner - BLM (jeisner@blm.gov); Kenneth Homolka - Oregon Department of Fish and Wildlife (ken.homolka@state.or.us); Kate Miller - Trout Unlimited (KMiller@tu.org); Scott Carlon (scott.carlon@noaa.gov); Ted Wise; glytle@dvwd.org; stine.chris@deq.state.or.us  
**Subject:** USFWS Re: Opal Springs Settlement Documents and Amendments  
**Attachments:** USFWS re Opal 2015 amended Settlement Agreement 9-10-15.doc; USFWS edits Opal Springs Fish Passage Joint Explanatory Statement 9-10-15.docx

Greetings;

The USFWS has reviewed the Opal Springs license amendment's July 13, 2015, Joint Explanatory Statement, amended SA, and Applicant Prepared EA. Our comments and edits to the JES and SA are attached below. We have no comments regarding the APEA. Thank you for your efforts to prepare and file the license amendment, and please let me know if you have any questions.

Thanks, Peter

--

Peter Lickwar  
USFWS Bend, Oregon  
Phone 541-383-7146

## Finlay Anderson

---

**From:** STINE Chris <Stine.Chris@deq.state.or.us>  
**Sent:** Friday, September 11, 2015 4:15 PM  
**To:** Lickwar, Peter; Finlay Anderson  
**Cc:** HODGSON Brett L; Dach, Robert; cferrari@tu.org; Jimmy Eisner - BLM (jeisner@blm.gov); HOMOLKA Ken; Kate Miller - Trout Unlimited (KMiller@tu.org); Scott Carlon (scott.carlon@noaa.gov); WISE Ted G; glytle@dvwd.org; STINE Chris  
**Subject:** RE: USFWS Re: Opal Springs Settlement Documents and Amendments

Finlay – Oregon Department of Environmental Quality has reviewed the documents provided in support of the Draft License Amendment Application for the Opal Springs Hydro Project and has the following brief comments.

1. Deschutes Valley Water District (DVWD) is seeking a non-capacity amendment to their existing FERC license which will make the following changes: 1) increase normal maximum reservoir elevation by 6.0 feet; 2) construct a fish ladder to provide volitional upstream passage for migratory fish; and 3) modify the spillway surface to enable safe, timely, and effective downstream passage for fish. These measures are consistent with the objectives described in the 2011 Settlement Agreement. DEQ is not a Party to this Agreement. However, we support efforts which restore aquatic connectivity and enhance habitat for aquatic resources.
2. FERC issued DVWD a 50 year operating license in 1982. Oregon DEQ chose not to issue a Clean Water Act Section 401 water quality certification prior to issuance of the current. However, DEQ intends to review the effects which the proposed actions may have on water quality and approve or deny water quality certification under Section 401 of the Clean Water Act (ORS 468B.040, 468B.045). The minimum requirements for certification are given in OAR 340-048-0020. DEQ will work with DVWD to develop an application which sufficiently addresses the administrative requirements and provides the Department with reasonable assurance that the proposed action will not violate water quality standards or other requirements of state law.
3. If more than one acre of land is disturbed during construction of the proposed fish ladder, DEQ will expect DVWD to seek and obtain coverage with a National Pollutant Discharge Elimination System 1200C general stormwater construction permit for the proposed action.
4. Oregon DEQ has developed biologically-based numeric criteria for certain water quality parameters to provide support for designated beneficial uses. Because the presence of Opal Springs dam currently prevents the upstream passage of anadromous fish, criteria necessary to support salmonid life stages, including spawning, are not currently applied to reaches above the dam. The reintroduction of salmonids may necessitate a revision of water quality criteria at such a time it is determined that fish passage efforts have successfully extended the range of anadromous fish habitat.

Please contact me directly if you have any questions. Thanks.

Chris

Christopher Stine, PE | Hydroelectric Specialist  
Oregon Department of Environmental Quality  
165 East Seventh Avenue, Suite 100  
Eugene, Oregon 97401 | (541) 686-7810

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**From:** Lickwar, Peter [mailto:peter\_lickwar@fws.gov]  
**Sent:** Thursday, September 10, 2015 3:06 PM  
**To:** Finlay Anderson  
**Cc:** HODGSON Brett L; Dach, Robert; cferrari@tu.org; Jimmy Eisner - BLM (jeisner@blm.gov); HOMOLKA Ken; Kate Miller

- Trout Unlimited (KMiller@tu.org); Scott Carlon (scott.carlon@noaa.gov); WISE Ted G; glytle@dvwd.org; STINE Chris

**Subject:** USFWS Re: Opal Springs Settlement Documents and Amendments

Greetings;

The USFWS has reviewed the Opal Springs license amendment's July 13, 2015, Joint Explanatory Statement, amended SA, and Applicant Prepared EA. Our comments and edits to the JES and SA are attached below. We have no comments regarding the APEA. Thank you for your efforts to prepare and file the license amendment, and please let me know if you have any questions.

Thanks, Peter

--

Peter Lickwar  
USFWS Bend, Oregon  
Phone 541-383-7146



# Oregon

John A. Kitzhaber, M.D., Governor

## Department of Fish and Wildlife

Fish Division  
4034 Fairview Industrial Dr SE  
Salem, OR 97302  
503-947-6200  
Fax: 503-947-6202  
[www.dfw.state.or.us](http://www.dfw.state.or.us)

January 27, 2014



Chris Gannon  
Crooked River Watershed Council  
498 SE Lynn Blvd.  
Prineville, OR 97754

### RE: Opal Springs Dam Fish Passage Project

Mr. Gannon,

Please accept this letter, as the Oregon Department of Fish and Wildlife (ODFW) Fish Passage Program's letter of support for the ongoing efforts to provide fish passage at Opal Springs Dam on the Crooked River. This fish passage barrier is one of the highest fish passage priorities in the state, and ODFW views fish passage at this barrier as being paramount to the successful reintroduction of chinook and steelhead in the Crooked River Basin.

Over the past several years, the ODFW Fish Passage Program has been closely involved in the development of fish passage plans for the long term fish passage solution at Opal Springs Dam. ODFW has reviewed and provided comments on all phases of design, 30%, 60%, and 90%. These comments have been adequately and thoroughly addressed by the project designers throughout the design process, and we are confident that once installed, the new fish ladder will provide adequate fish passage for all native migratory fish in the Crooked River, and will meet all ODFW fish passage requirements pursuant to OAR 635-412-0035 (2).

The design of this project is in the final stages. Once all final designs have been distributed and all temporary water management and construction related details have been worked out, ODFW will issue our official fish passage approval for this project. We appreciate the years of hard work put into this project to date, and sincerely look forward to the completion of fish passage at Opal Springs Dam. If you have any questions, please contact me at 503-947-6256.

Sincerely,

Ken Loffink  
Assistant Fish Passage Coordinator

Cc: Hodgson, ODFW  
Lambert, ODFW  
Ritchey, ODFW





United States Department of the Interior  
**BUREAU OF INDIAN AFFAIRS**  
Northwest Regional Office  
911 NE 11<sup>th</sup> Avenue  
Portland, Oregon 97232-4169

In Reply Refer to  
Manager Hydroelectric Power Program

**APR 03 2015**

Gary Lytle  
Deschutes Valley Water District  
881 South West Culver Highway  
Madras, Oregon 97741

RE: Approval of Design Plans and Specifications for the Installation, Operation, Maintenance, and Monitoring of Fish Passage Facilities at the Opal Springs Hydroelectric Project (FERC No. 5891)

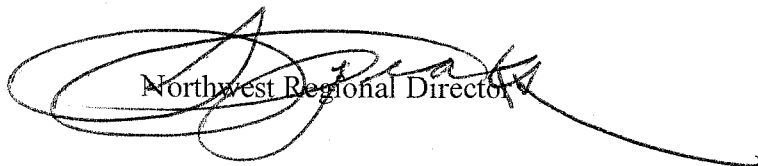
Dear Mr. Lytle:

In October 2011, the Bureau of Indian Affairs, along with several other federal and state agencies and non-governmental organizations, entered into a settlement agreement with the Deschutes Valley Water District (DVWD) to resolve all issues regarding upstream and downstream fish passage at the Opal Springs Hydroelectric Project for the term of its current operating license (through November 2, 2032). The settlement agreement required DVWD to complete certain actions regarding design and permitting by October 2014 or the agreement would automatically terminate. All parties to the agreement supported a one-year extension of that deadline, to October 31, 2015, in an effort to secure additional funding for the project.

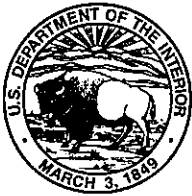
At this time, DVWD is preparing its license amendment application as required by the settlement agreement. Although final design plans and specifications are not specifically required as part of the amendment package, the designs are largely complete but for any changes that may be required by the Federal Energy Regulatory Commission (Commission). Per our agreement, DVWD did consult with us at both the 50% and 90% completion stages and did address our concerns during those consultations. Therefore, we are providing our approval of the plans and specifications at this time with the understanding that any substantive changes made by the Commission will be provided to us for additional review, comment and approval following issuance of the amended license. Further, we understand that the final Operations and Maintenance Plan will be filed with the Commission within 120 days after construction is completed, following review and approval of the Fish Passage Work Group.

Thank you for your continued efforts to implement our settlement agreement. If you have any questions or concerns regarding this approval, please contact Bob Dach at 503-231-6711 or at [robert.dach@bia.gov](mailto:robert.dach@bia.gov).

Sincerely,

  
Northwest Regional Director

cc: McMillen Jacobs Associates, Finlay Anderson (electronic copy)



# United States Department of the Interior



## FISH AND WILDLIFE SERVICE

**Bend Field Office  
63095 Deschutes Market Road  
Bend, Oregon 97701  
(541) 383-7146 FAX: (541) 383-7638**

Reply To: 7455.003  
File Name: Opal fish passage  
TS Number: 15-441  
TAILS: 13420-2009-FA-0099

April 13, 2015

Mr. Gary Lytle  
Deschutes Valley Water District  
881 South West Culver Highway  
Madras, Oregon 97741

Re: Design Plans and Specifications for the Installation, Operation, Maintenance, and  
Monitoring of Fish Passage Facilities at the Opal Springs Hydroelectric Project, FERC  
No. 5891

Dear Mr. Lytle:

The U.S. Fish and Wildlife Service (Service) has reviewed your March 13, 2015, email regarding the Deschutes Valley Water District's (DVWD) Opal Springs Hydroelectric Project (Opal Project) on the Crooked River. You requested that we provide you with written confirmation of our review and concurrence regarding your fish passage planning efforts, and regarding the status of fish passage design. As you know, in October, 2011, the Service and several other federal and state agencies and non-governmental organizations entered into a Settlement Agreement (SA) with you. The SA addressed issues regarding upstream and downstream fish passage at the DVWD's Opal Project for the remaining term of its current Federal Energy Regulatory Commission (Commission) operating license, which expires on November 2, 2032. It also required the DVWD to complete certain actions regarding design and permitting of the proposed fish passage facilities by October, 2014. All parties to the agreement supported a one-year extension of that deadline to October 31, 2015, in an effort to secure additional funding for the Project.

Consistent with our SA, the DVWD met with us at both the 50% and 90% completion stages and addressed our concerns regarding passage designs. Although final design plans and specifications are not specifically required as part of the amendment package, the designs are already largely complete except for any changes that may be required by the Commission. This letter confirms that the DVWD has met the requirements of the SA regarding the current plans and specifications, with the understanding that any substantive changes made by the Commission will be provided to us for additional review, comment and approval following issuance of the

amended license. In addition, the Commission will need to consult with the Service under Section 7 of the Endangered Species Act as part of the license amendment process. It is our understanding that the DVWD is now preparing its Commission license amendment application as required by the SA. It is also our understanding that the final Operations and Maintenance Plan will be filed with the Commission within 120 days after construction is completed, following review and approval of the Opal Fish Passage Work Group.

Thank you for your continued efforts to implement the SA. We believe that fish passage at the Opal Project is one of the highest priority actions in the Deschutes River basin for anadromous fish species because it will provide access to over 100 miles of historic anadromous fish habitat. The construction and operation of volitional fish passage facilities is an important step in the ongoing effort to successfully reintroduce chinook and steelhead into the Crooked River basin, and will also benefit native resident fish such as the bull trout and redband rainbow trout. If you have any questions or comments regarding this letter, please contact me or Peter Lickwar at (541) 383-7146.

Sincerely,



Nancy Gilbert  
Field Supervisor

Cc: ODFW, Bend, Oregon  
NMFS, Portland, Oregon  
BIA, Portland, Oregon



**UNITED STATES DEPARTMENT OF COMMERCE**  
**National Oceanic and Atmospheric Administration**  
**NATIONAL MARINE FISHERIES SERVICE**  
West Coast Region  
1201 NE Lloyd Boulevard, Suite 1100  
PORTLAND, OREGON 97232-1274

April 14, 2015

Gary Lytle  
Manager, Hydropower Operations  
Deschutes Valley Water District  
881 SW Culver Highway  
Madras, Oregon 97741

Re: Approval of Fish Passage Facility Design Plans and Specifications for the Opal Springs  
Hydroelectric Project (FERC No. 5891).

Dear Mr. Lytle:

This responds to your March 13, 2015, email requesting National Marine Fisheries Service (NMFS) provide written confirmation regarding the Deschutes Valley Water District's (DVWD) consultation process with NMFS on fish passage facility designs for the Opal Springs Hydroelectric Project. We are writing to confirm that DVWD did consult with us and that we approved of both the 50 percent and 90 percent design stages. We anticipate that any final changes made by DVWD or the Federal Energy Regulatory Commission will be provided to us for additional review and approval following issuance of an amended license.

We appreciate your continued effort to achieve volitional passage at the Opal Springs Project, which is particularly important for the success of anadromous fish reintroduction in the upper Deschutes River basin. If you have any questions, please contact Scott Carlon at (503)231-2379 (email: [scott.carlon@noaa.gov](mailto:scott.carlon@noaa.gov)).

Sincerely,

Dale Bambrick  
Chief, Columbia Basin Branch  
Interior Columbia Basin Office

cc: USFWS, Bend, Oregon  
BIA, Portland, Oregon  
ODFW, Bend, Oregon

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**EXHIBIT C**  
**SUPPLEMENTAL INFORMATION**

**EXHIBIT C**  
**SUPPLEMENTAL INFORMATION**





**DVWD OPAL SPRINGS NEGOTIATION PROTOCOL**

**FEBRUARY 20, 2009**

## MEMORANDUM

**DATE:** March 25, 2009

**TO:** File

**FROM:** Finlay Anderson

**SUBJECT:** Clarifications to Negotiations Protocol (version dated February 20, 2009) made at the March 9 Settlement Working Group meeting

The Opal Springs Settlement Working Group (SWG) met on March 9 2009. A summary of decisions and action items is being prepared. However, one item discussed may impact how entities contemplating entering the negotiations may interpret the Negotiations Protocol (Protocol). The following summary of discussion and decisions on the interpretation of the Protocol is excerpted from the notes and is being provided here for the convenience of entities now contemplating executing the Protocol.

- Clarifications to the Protocol were reviewed, and the following **agreements** regarding interpretation of the Protocol were made:
  - Section H: clarified that if “the SWG reaches a Settlement Agreement in which all Parties have unanimously agreed on all issues and FERC approves the agreement without material modification, any subsequent filings by any Party during the balance of the current FERC license term related to issues addressed by the agreement with FERC by any Party to the Settlement Agreement shall be consistent with the Settlement Agreement.”
  - Inconsistencies between review periods identified in Sections C.2(c) and C.2(g) are to be interpreted as 5 business days in each section.
  - Section C.4(c) is to be understood that Parties and Participants in the process will not make statements to the public or media about group consensus or agreements (tentative or otherwise) until the final package is complete. The third sentence (beginning with “All responses”) will be interpreted to read “All responses ~~regarding group consensus or agreement~~ will be kept at a very general level and a low level of specificity and will be limited to the Principles and Goals described in this Protocol.” If media make inquiries to members of the SWG, they can be referred to Finlay who will then work a response back through the entire SWG.

**NEGOTIATIONS PROTOCOL  
FOR FISH PASSAGE AGREEMENT FOR THE OPAL SPRINGS PROJECT**

The Parties and Participants (as defined herein) to the negotiation regarding fish passage and protection at the Opal Springs Project, FERC No. 5891 (“Project”), hereby agree to the following Protocol:

**PURPOSE:** It is the purpose of this Protocol to guide and govern the process of deliberating and decision-making among the Parties and Participants to the Opal Springs fish passage negotiations. This Protocol memorializes the process and procedures that will be utilized by the Parties and Participants in discussions that could potentially lead to a negotiated settlement of the terms and conditions (the “Settlement Agreement”) to be presented in a license amendment application (“Amendment Application”) filed by the Deschutes Valley Water District (the “District”) to the Federal Energy Regulatory Commission (“FERC”), as well as other non-license commitments among some or all of the Parties and Participants.

**GOAL:** It is the goal of this Protocol to encourage the creation of a negotiated Settlement Agreement among as many of the Parties and Participants as possible that resolves as many of the issues as possible related to fish passage and protection at the Project and the application of the Endangered Species Act (“ESA”) to Project operations for the balance of the current FERC license term.

**DEADLINES:** The Parties and Participants recognize, based on the best available information, that adult salmonids from the anadromous fish reintroduction efforts in the Crooked River basin may begin returning to the Crooked River below the Project as early as July 2011. Parties and Participants will establish benchmarks and accompanying deadlines in the negotiations process and adhere to them to the greatest extent practicable with the goal of developing a Settlement Agreement for submittal to FERC concurrently with the amendment application. The target for execution of a Settlement Agreement is May 30, 2009; the target for submittal of the Amendment Application to FERC is November 30, 2009.

**DATE:** For identification purposes, this Protocol is dated February 20, 2009.

**A. DEFINITIONS**

1. **Consensus** means general concurrence of the Parties and Participants in the resolution of a procedural or substantive issue that arises in the negotiation process. It may be expressed as a result that the Parties and Participants can live with. It does not require or imply unanimity.

2. **Party** is an entity, including a corporation or other business organization, a unit of government, a social or environmental organization, or association, with stated interests in fish passage and protection at the Project whose agreement is desired for settlement or consensus, as defined in this Protocol. Any organized entity, by an Authorized Representative, may assert status as a Party to this proceeding by asserting Party status in the signature page to this Protocol. Any organized entity asserting the status of a Party must agree to be bound by the terms of this Protocol.

3. **Participant** is a person or entity who intends to contribute to the meetings and deliberations during the negotiations process, but who is not claiming Party status and will not be canvassed regarding settlement in the decisionmaking process. Each Participant must agree to abide by all provisions of this Protocol.
4. **Authorized Representative** means a person who is formally appointed by the governing body of a Party, or delegated by a person so appointed, to represent its interests in settlement discussions and negotiations. Upon the request of any Party, a person claiming to be an Authorized Representative may be required to demonstrate the fact and nature of his/her appointment. As an employee or agent of a Party, each Authorized Representative is bound by all provisions of this Protocol.
5. **Alternate Authorized Representative** means a person who is delegated by an Authorized Representative to act as an Authorized Representative for a Party in place of the designated Authorized Representative of such Party.
6. **Representative** is a person who may declare himself or herself a representative of a person or entity which is a declared Party to the proceeding and may participate in meetings on behalf of a Party, but his or her views are not official for the Party unless the person is also designated as an Authorized Representative or Alternate Authorized Representative. As an employee or agent of a Party, each Representative is bound by all provisions of this Protocol.
7. **Settlement Working Group (SWG)** is the policy level forum for efforts to develop the Settlement Agreement. The Authorized Representatives voluntarily work together in the SWG to achieve a mutually acceptable outcome that satisfies, to the greatest degree possible, the interests of all of the Parties. The SWG is the group responsible for all decisions and actions that are publicly identified as SWG products.
8. **Technical Work Groups (TWG)** may be formed at the direction of the SWG, which will designate TWG members for specific anticipated technical tasks. Individual TWG members need not be the same individuals as those who represent the Parties in the SWG. TWGs may develop draft products and make recommendations to the SWG as requested; however, TWGs will not make decisions on behalf of the SWG.
9. **Notice** means written notification provided at least 20 days in advance of a meeting and an agenda setting forth the topics to be discussed at such meeting, by U.S. mail, electronic mail, confirmed facsimile or personal delivery.
10. **Settlement Working Group meetings** are any meetings or conference calls of the SWG of which the District has provided Notice other than General Meetings of the Parties and Technical Work Group Meetings.
11. **Technical Work Group meetings** are any meetings or conference calls of one or more TWGs of which the District has provided Notice other than General Meetings of the Parties and Settlement Working Group meetings.

12. **General Meetings of the Parties** are meetings of all Parties and Participants, other than Settlement Working Group meetings and Technical Work Group meetings (e.g., informational meetings).

13. **Settlement Agreement** is a written agreement among declared Parties that resolves some or all issues among the agreeing Parties. If all Parties sign a Settlement Agreement that purports to resolve all issues among the Parties (a unanimous settlement), and pre-filing milestones identified as such in the Settlement Agreement are completed as described, the Licensee will submit the Settlement Agreement to FERC along with the Amendment Application and assert that all issues have been resolved. The Settlement Agreement will include the Settlement Agreement itself, an Explanatory Statement as required by FERC regulations, and any proposed license articles agreed to by the Parties. If all Parties are unable to reach a unanimous settlement agreement, the District, at its discretion, may submit to FERC a partial settlement reflecting all or some issues among all or some Parties. If a partial settlement is filed by the District, parties to the partial settlement agreement must support the partial settlement agreement, but reserve the right to disagree or file separate comments to FERC on the issue to which agreement has not been reached in the partial settlement agreement. Non-settling Parties will be free to submit comment to FERC representing their own positions and interests.

## **B. SETTLEMENT WORKING GROUP STRUCTURE**

1. The Settlement Working Group (SWG) members will:
  - (a) Ensure that all significant issues and concerns of their organizations and constituents are fully and clearly articulated during SWG meetings;
  - (b) Work together to develop the components of a Settlement Agreement;
  - (c) Agree on the desired level of specificity of Settlement Agreement components;
  - (d) Ensure adequate integration of scientific, technical and economic information to support components of agreement;
  - (e) Ensure that any eventual recommendations or agreements are acceptable to their constituents and/or organizations they were appointed to represent;
  - (f) Concur in decisions about the SWG process, including overseeing the implementation of this Protocol; and
  - (g) Identify both its Authorized Representative, and if different, official signatories for the Settlement Agreement.
2. The SWG may form TWGs and will designate work group members for specific anticipated technical or process tasks. TWGs may develop draft products and make recommendations to the SWG as requested; however, TWGs will not make decisions on behalf of the SWG.

## **C. GROUND RULES AND GENERAL PROTOCOL**

### **1. Conduct of the Parties and Participants:**

All persons at any meeting for discussion or negotiation of issues shall act in good faith and conduct themselves professionally and courteously. All Parties and Participants recognize that each Party and Participant has legitimate interests and the right to pursue satisfaction of those interests. Parties and Participants will focus on meeting their interests through an interest-based negotiations process, rather than utilizing a positional approach.

### **2. Attendance at Meetings:**

(a) Each Party will endeavor to have its Authorized Representative (or Alternate Authorized Representative) attend each SWG Meeting and at least one Representative attend any TWG meeting (as defined herein) for which the Party has volunteered to participate. Parties commit to staying informed and to working diligently with all other Parties to try to resolve the identified issues. Parties are encouraged to provide staff with special expertise at meetings where that expertise is likely to be relevant.

(b) Parties and Participants are expected to bear their own expenses for participating in the discussions and negotiations related to the negotiations as anticipated under this Protocol.

(c) Attendance at meetings is expected and all Parties will strive to have an Authorized Representative present at each meeting in which they wish to participate. In the event that a Party or their Representative is not able to attend, that Party will strive to provide advance input in writing or by proxy through another attendee based on the available agenda. Following the meeting, all Parties will have a 7-day period in which to review the meeting summary in accordance with Section 3(g). During this review period, an absent Party may provide feedback on decisions made or actions taken at the meeting. Parties recognize that their failure to be represented at meetings to which they have committed will hamper the negotiations process and reduce the likelihood of successful settlement, may diminish the abilities of other Parties to understand and accommodate their interests, and is inconsistent with the spirit and intent of this Protocol.

(d) If an Authorized Representative cannot attend a SWG meeting he or she may designate an Alternate Authorized Representative to attend. It is the responsibility of the Authorized Representative to inform the alternate concerning the current status of the deliberations. All Alternate Authorized Representatives are also bound by this Protocol.

(e) Before an individual representing themselves or any organization or entity that is not already a Party or a Participant as of February 27, 2009 may attend a meeting of the SWG or a TWG meeting, with the intent of continued participation thereafter, the Authorized Representatives and Representatives in attendance at the meeting must approve that individual's attendance by consensus; provided that the individual, organization, or entity execute this Protocol as either a Party or a Participant, in accordance with the provisions of section I.4. of this Protocol, prior to any such participation.

### 3. **Conduct of Meetings:**

For all meetings anticipated under this Protocol the Parties and Participants agree:

- (a) SWG and TWG meetings will be supported by a neutral facilitator provided by the District. The facilitator will serve as the unbiased assistant to the settlement negotiation process. The facilitator is responsible for ensuring that the meeting follows the agreed-upon agenda, ensuring that all Parties and Participants are heard, and working to resolve any impasses that may arise.
- (b) Near the end of each meeting, the Parties and Participants in attendance will discuss the agenda for the next meeting and draw up a list of topics to be considered. The District shall then prepare a detailed agenda.
- (c) The District will endeavor to distribute the agenda along with a meeting notice at least two weeks prior to the meeting.
- (d) Between meetings, any Party or Participant may suggest agenda changes. The District will attempt to accommodate reasonable suggestions, and at a minimum will list any proposed changes on the revised agenda for consideration by the SWG/TWG at the beginning of the meeting. The agenda prepared by the District shall be announced at the beginning of a meeting, and Parties and Participants present shall decide based on consensus the merit of any agenda changes that have previously been proposed. In addition, any Party or Participant present may at that time suggest any further changes or additions to the agenda, which shall be accepted by consensus of the Parties present. Thereafter, the meeting shall follow the modified agenda as close as reasonably possible. Parties will strive to minimize modifications made at the meeting and should the modified agenda result in decisions that were not reasonably foreseen, Parties have the right to revisit these decisions in the subsequent SWG or TWG meeting.
- (e) Action items will be prepared by the District to assist the SWG or TWG in documenting its progress and activities. These action items will be included in the meeting summary provided to Participants after each meeting and will be reviewed for progress at the start of each meeting.
- (f) Meetings may be suspended at any time at the request of any Party to allow caucus among SWG/TWG members. Requests should be respectful of other attendees' time. If the use of caucuses becomes disruptive the SWG will revisit the process.
- (g) Within 2 weeks after each SWG/TWG meeting, the District will prepare and circulate a draft written meeting summary, which shall include general topics discussed as well as any preliminary agreements reached and the supporting rationale, but will not include details regarding specific statements made or positions taken during the course of the meeting. Parties will have 5 days to review the draft summary and provide corrections, additions, clarifications or other comments. After the 5-day review period a final meeting summary will be prepared and circulated. This timeline will be modified with the agreement of the Parties, should such a modification be necessary to accommodate meeting schedules.



(h) In participating in the negotiations, Participants, Parties, Authorized Representatives and Representatives must behave according to the following commitments and ground rules and must take the following actions:

- (i) Participate in a free, open and mutually respectful exchange of ideas, views and information.
- (ii) Encourage imaginative thinking and sharing of ideas and solutions; however, endeavor to stick to the topics on the agenda, be concise, and do not repeat oneself. It is agreed that all Participants, Parties, Authorized Representatives and Representatives have the right to participate in discussions, but no one has a right to dominate.
- (iii) Limit side conversations and other disruptive behavior (e.g., cell phone calls).
- (iv) Follow through on promises and commitments.
- (v) Bring concerns from their organizations up for discussion at the earliest point possible in the process.
- (vi) Articulate to the best of their ability the interests that underlie issues and concerns in an effort to find common ground among the Parties.
- (vii) Share relevant factual information that will assist the group in achieving its goals.
- (viii) Ask questions if they do not understand one another.
- (ix) Attack problems and issues, not each other.
- (x) Be on time for meeting sessions and cooperate to keep all meetings on schedule so they can end on time. However, any meeting can be extended for a specific period of time upon a consensus of Parties present fifteen minutes before the scheduled conclusion of the meeting. In such cases, Parties and Participants who had to leave the meeting at or before its scheduled end time will endeavor to learn about the deliberations they had to miss so that those persons can register any input they may have.
- (xi) By a consensus of those Parties present, ask any person using profane, disruptive or violent behavior to leave the meeting, or allow a previously excluded person to return to the meeting.

4. **Relationship of the Media and the Public to Meetings and Communications:**

The Parties and Participants agree that:

- (a) All General Meetings of the Parties will be open to the media and the general public.

(b) All SWG meetings and TWG meetings will not be open to the media or the public without the unanimous consent of those Parties present at the meeting.

(c) Each Party and Participant will only speak for itself in response to any questions from the media. Any questions a Party or Participant may receive related to the positions or actions of another Party or Participant will be referred to that other Party or Participant. All responses regarding group consensus or agreements will be kept at a very general level and a low level of specificity. To the extent possible, only general information will be provided, so long as it is consistent with applicable law, such as the federal Freedom of Information Act (5 USC § 522). If additional follow up is needed, the SWG or TWG will provide a mutually acceptable written summary or statement. No other written or verbal information will be provided. In no case shall Parties, Authorized Representatives, Representatives, or Participants describe to the media the events and discussions of the SWG and TWG meetings.

(d) Requests received from the media may be addressed as consistent with the preceding paragraph (c). Any non-substantive questions from the media related to process aspects of the settlement negotiations will be referred to the District. The SWG will agree on any media releases on SWG/TWG activities and products.

#### **D. STATEMENTS USED DURING THE PROCESS**

Any statement made or position taken by a Party, Authorized Representative, Representative or Participant during negotiations in an attempt to reach settlement of any issue may not be used by any other Party or Participant in any way, such as evidence of the lack of necessity or factual support for the desired result if settlement is not reached. Any attempt by any Party or Participant to so use statements made or positions taken by any other Party or Participant is a violation of this Protocol. Violation of this Protocol will constitute grounds for withdrawal from negotiations.

#### **E. AUTHORITY AND LIMITATIONS**

1. Parties and Participants that are government agencies will be represented by Authorized Representative(s) or counsel empowered to participate in the negotiations on behalf of such agencies.

2. The Parties recognize that any agency charged with a statutory responsibility under the Federal Power Act, Endangered Species Act, or other applicable Federal or State law has the statutory right to exercise that authority regardless of whether the agency agrees with any position, consensus or settlement which may be taken by others in the negotiations, further recognizing that such agencies may lawfully agree to execute such authorities consistent with the Settlement Agreement. The Parties moreover recognize that agencies charged with statutory responsibilities under these or other applicable Federal or State laws cannot bind themselves to making any particular recommendations or take any particular action with respect to statutory compliance.

3. The Parties also recognize that agency representatives and representatives of other entities, including the District, may not bind their agencies or entities to positions or agreements without approval from appropriate levels of authority within their organizations, and that any position taken by such representatives (at a meeting or otherwise) is merely a recommendation until that appropriate level of authority has officially concurred.

4. All “agreements” reached during the course of the negotiations are by definition “preliminary” agreements subject to the Parties reaching a final settlement. The only documentation of the outcomes of the negotiating sessions on behalf of the Parties prior to reaching the Settlement Agreement will be the preliminary agreements and their supporting rationales; however, preliminary agreements will be considered confidential pursuant to Section F below and shall not be filed for the record before FERC or any other public record unless as allowed under Section F. Except for the written meeting summaries described above, no written summary of offers and counter offers will be prepared on behalf of the Parties. Each party, however, may retain whatever documentation is determined necessary for compliance with applicable law.

5. If all Parties, including all government agencies, reach a comprehensive Settlement Agreement resolving all issues among all of the Parties, including the District, the agreement will be reduced to writing and filed with FERC as a full and comprehensive Settlement Agreement of the issues along with a license amendment application. If all Parties are unable to reach a unanimous Settlement Agreement, the District may at its discretion submit to FERC a partial settlement reflecting all or some issues among all or some Parties. Non-settling Parties will be free to submit comment to FERC representing their own positions and interests. To the extent a partial settlement is reached on only some issues, signing Parties are not precluded from submitting comment to FERC on omitted issues.

6. Nothing in this Protocol prevents or is intended to prevent the District from filing with FERC clearly documented partial settlement agreements reached with some Parties.

#### **F. CONFIDENTIALITY**

Except as required to be disclosed by applicable law as determined by the Party or Participant receiving the request for disclosure, which may include the federal Freedom of Information Act (5 USC § 522), the Oregon Public Records Law (ORS § 192.410 et. seq.), the Oregon Mediation Confidentiality Statute (ORS § 36.220 et. seq.), or other applicable law, regulation or executive order, each Party or Participant agrees that the content and work products of SWG and TWG negotiations shall not be disclosed to outside organizations, individuals or the media at any time during or after negotiations, unless otherwise unanimously agreed to by the Parties. With respect to written information provided within each Party's or Participant's organization for ultimate public dissemination (newsletters, reports before non-executive session public audiences, etc.), each Party and Participant will observe all of the restrictions set forth above and at Section C.4. with respect to providing information to the media.

## **G. RIGHT TO WITHDRAW**

Any Party may temporarily or permanently withdraw from the SWG at any time after discussing the reasons for withdrawal with the other SWG members. Any entity that withdraws from the SWG shall remain bound by Sections C(3) (good faith), C(4) (media and communications), D (statements used during the process), and F (confidentiality) of this Protocol. Withdrawal from negotiations or settlement does not preclude a Party from participating, subject to Sections C(3) (good faith), C(4) (media and communications), D (statements used during the process), and F (confidentiality), in the FERC process as a member of the public. If a Party temporarily or permanently withdraws from the SWG and wishes to return to the SWG, that Party is subject to the same requirements as a new Party, as specified in section I. 4. of this document.

## **H. RELATIONSHIP TO THE FERC PROCESS**

All Parties and Participants signatory to this Protocol retain the right to make filings as required by FERC during the pendency of the amendment application and to include in such filings such arguments, proposals, or evidence as each Party or Participant deems appropriate to maintain and preserve any legal rights it may have before FERC. No Party or Participant may purport to represent the views of the SWG or any other Party to FERC without the express approval of the SWG or such Party. The SWG may agree that certain filings or submittals may be made with FERC on behalf of the SWG or with the SWG's concurrence. If the SWG reaches a Settlement Agreement in which all Parties have unanimously agreed on all issues and FERC approves the agreement without material modification, any subsequent filings with FERC by any Party to the Settlement Agreement shall be consistent with the Settlement Agreement.

## **I. EFFECTIVE DATE**

1. The District shall, by February 6, 2009, email, mail (or personally deliver) to all potential Parties and Participants, a copy of this Protocol with a request that each Party execute the Protocol. Individual addressees may respond to the District's communication by signing:

- (a) as the Authorized Representative of a named Party, or,
- (b) as a Participant not seeking status as a Party.

2. This Protocol shall take operative effect on February 27, 2009 for signatories who, in accordance with this Protocol, choose to declare themselves Parties or Participants and who sign the form attached to the end of this Protocol (and, if a Party, designate an Authorized Representative and Alternate Representative) and return it to the District by February 27, 2009

3. Any individual or organization that does not respond to the invitation to participate by February 27, 2009 shall not be counted as a Party for purpose of representation in the negotiations. A person or entity in this category by lack of response will be retained on the official mailing list of Participants for all other purposes.

4. Individuals and organizations not responding to this invitation by February 27, or which have withdrawn from the SWG, will be allowed to join in these negotiations if:

- (a) The addition is approved by the unanimous consent of the Parties;
  - (b) The individual or organization executes this Protocol;
  - (c) A Settlement Agreement by some or all of the Parties has not yet been officially adopted; and,
  - (d) The individual or organization agrees to accept any and all preliminary agreements that may have been reached by the Parties prior to the time that the requirements of subsections (a) and (b) are met unless otherwise agreed to by the Parties.
5. The Parties may approve a revision of this Protocol by unanimous consent of the Parties who were previous signatories to this Protocol.

**J. DURATION OF THE PROTOCOL**

Except for the commitments in Sections C(4), D and F, which shall survive and be effective independently for an additional three (3) years, this Protocol will be operational until there is a final, non-appealable decision from FERC on the amendment application.

**SIGNATURES OF PARTIES, PARTY REPRESENTATIVES, AND PARTICIPANTS:**

By their signature, the undersigned agree to abide by the preceding Negotiations Protocol:

SIGNATURE:\_\_\_\_\_

PRINTED NAME:\_\_\_\_\_

DECLARING AS: ( ) PARTY or ( ) PARTICIPANT

NAME OF ORGANIZATION, IF ANY: \_\_\_\_\_

ADDRESS:\_\_\_\_\_

TELEPHONE NO:\_\_\_\_\_

E-MAIL ADDRESS:\_\_\_\_\_

IF PARTICIPATING AS A PARTY, please designate Authorized Representative:

NAME: \_\_\_\_\_

ADDRESS:\_\_\_\_\_

TELEPHONE NO:\_\_\_\_\_

E-MAIL ADDRESS:\_\_\_\_\_



**TRIBAL CONSULTATION LETTER**

**AUGUST 16, 2011**





IN REPLY REFER TO:

## United States Department of the Interior

BUREAU OF INDIAN AFFAIRS  
 Northwest Regional Office  
 911 N.E. 11th Avenue  
 Portland, Oregon 97232-4169



AUG 16 2011

The Honorable Stanley Smith  
 Chairman  
 Confederated Tribes of the Warm Springs Reservation  
 Post Office Box C  
 Warm Springs, Oregon 97761-3001

RE: Intent to sign Opal Springs Hydroelectric Project Settlement Agreement, Request for Government to Government Consultation.

Dear Chairman Smith:

Over the past several years, the Bureau of Indian Affairs (BIA) has been working with other federal and state agencies, Trout Unlimited, and the Deschutes Valley Water District (DVWD) to negotiate fish passage measures at the Opal Springs Hydroelectric Project (Project). Although DVWD has over 20 years remaining on their existing operating license, they have voluntarily agreed to implement fish passage measures in support of salmon and steelhead reintroduction in the upper Deschutes River basin, pursuant to the terms of a proposed settlement agreement. The BIA as well as the U.S. Fish and Wildlife Service (USFWS), Bureau of Land Management (BLM), and National Marine Fisheries Service (NMFS) intend to sign the proposed settlement agreement by August 26, 2011, barring any objections from the Confederated Tribes of the Warm Springs Reservation (Tribes).

The negotiating group has been meeting under the auspices of a communications protocol that precluded detailed discussion of the settlement agreement with outside parties. Although the Tribes were invited on several occasions to sign the communications protocol and fully participate in the negotiations, they refrained – instead relying upon the federal trustees and the Oregon Department of Fish and Wildlife (ODFW) (as co-manager) to represent their interests. To ensure that input from the Tribes was timely received during the process, the protocols were modified to facilitate tribal coordination and consultation. Periodic updates, review materials (including draft copies of the settlement agreement), and briefings were provided to tribal staff under this coordination process - the most recent briefing occurred on August 9, 2011. Copies of the final settlement agreement proposed for signature have been provided to tribal staff and legal counsel, although we have not received any formal comments or indication of the Tribes' position on the documents.

At the August 9, 2011 meeting, the federal trustees briefed staff from the Tribes' Natural Resources Department, identifying the full suite of measures contained in the settlement agreement as well as its limitations. For example, although a volitional upstream fish passage

facility (including monitoring, evaluation and adaptive management) and downstream fish passage measures are included in the agreement, installation may be delayed for up to three years as DVWD seeks to secure funding for approximately 50 percent of the estimated \$7 million anticipated cost. During this delay, DVWD will work to complete facility design and to obtain all necessary permits. If funds are not acquired within three years, the settlement agreement terminates and the agencies are left to seek other avenues for gaining fish passage at the Project.

As stated previously, DVWD has a considerable period of time remaining in their existing license, complicating any regulatory actions the federal government may take to compel fish ladder construction under the Federal Power Act or Endangered Species Act. Such regulatory actions would also be subject to several lengthy appeal processes. Although such actions may eventually be considered, we feel participation in the settlement agreement and a voluntary approach to achieving fish passage at the Project is likely to result in more timely action by DVWD. As such, we believe our approval of the settlement agreement and participation in the implementation process it establishes is the most appropriate strategy for administering our trust obligations to the Tribes.

As explained to your staff, the settlement agreement has been designed to accommodate the Tribes' interest whether or not they sign the agreement. As a signatory, the Tribes would attain voting privileges and would have access to the dispute resolution provisions of the settlement agreement to resolve any concerns that may arise during implementation. Without signature, however, the Tribes may still participate in the committee designed to oversee implementation of the agreement. In such a case, your input would be acquired through the committee process and your interests would be considered by the federal trustees and by ODFW in any resulting votes. No Tribal rights or authorities would be compromised in either situation. If you choose not to participate in the committee, we will continue to engage the Tribes throughout implementation of the settlement agreement and to seek your input on all major decisions.

As discussed previously with tribal staff and counsel, the federal agencies would be happy to meet with you on a government to government basis to further discuss this matter. To insure timely implementation of the settlement agreement, the federal agencies are seeking to sign the agreement by August 26, 2011. If for any reason the Tribes would prefer that we not sign the agreement, or if you have any final recommendations for editing proposed language in the settlement agreement, please let us know by that date. Otherwise, we can meet in person to discuss your participation at a time more convenient to the Tribes. There is no time restriction on when the Tribes may sign the agreement and there are no additional requirements upon the Tribes if they seek to become a party to the agreement at any time in the future.


Please let us know by August 26, 2011 if you have any objections to the federal agencies signing the settlement agreement. We intend to sign the settlement agreement on that date if no additional communications are received from the Tribes.

To coordinate a government to government consultation on behalf of BIA, USFWS, BLM, and NMFS, please work with Bob Dach of my staff. He can be reached at (503) 231-6711 or at [Robert.dach@bia.gov](mailto:Robert.dach@bia.gov).

Thank you for your attention to this matter. We look forward to hearing from you.

Sincerely,

**Scott L. Aikin**

 Northwest Regional Director

cc: U.S. Fish and Wildlife Service (electronic copy)  
Bureau of Land Management (electronic copy)  
National Marine Fisheries Service (electronic copy)  
U.S. Department of the Interior, Office of the Solicitor (electronic copy)

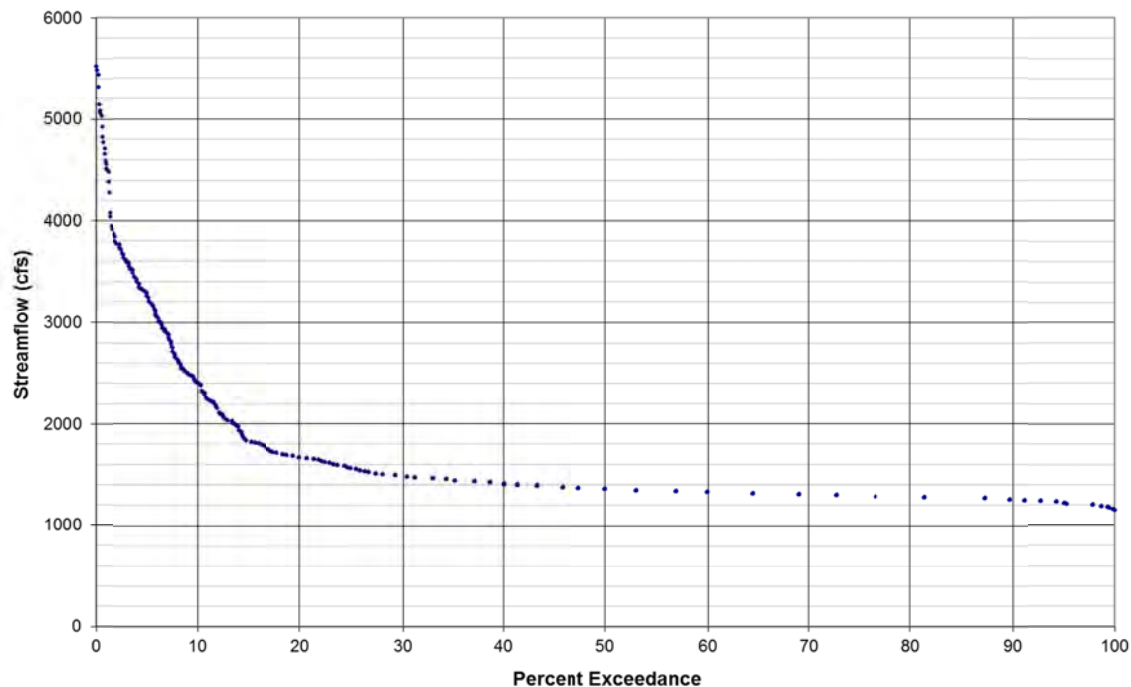


## **FLOW DURATION CURVES**

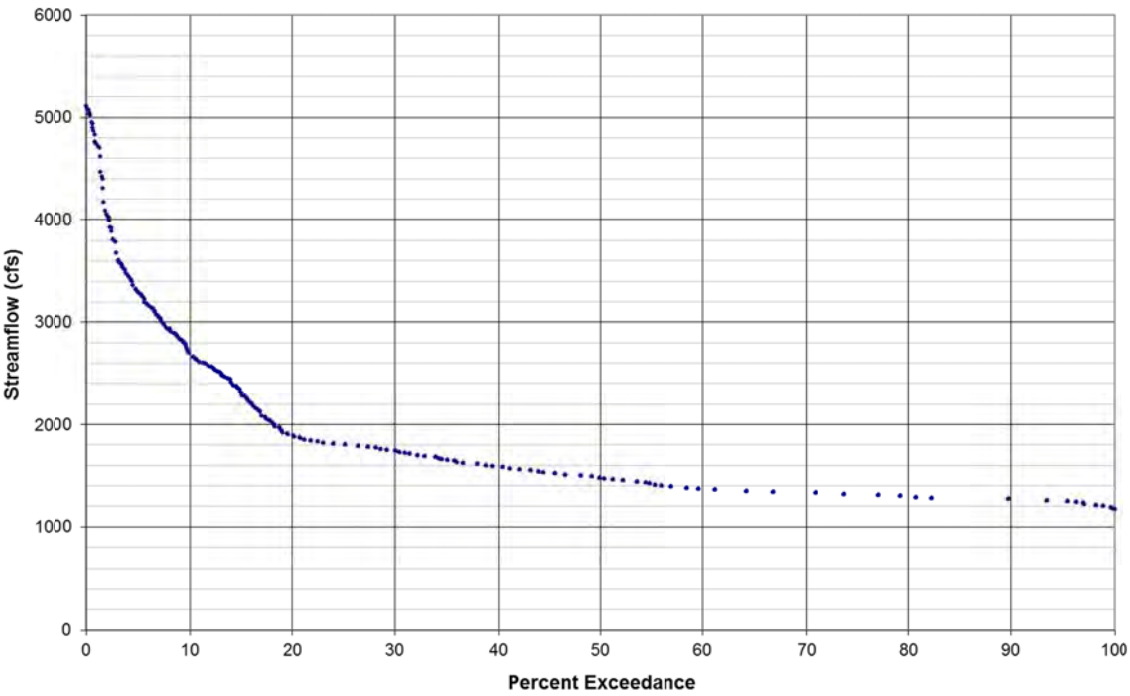
## Attachment XX – Flow Duration Curves (CH2, 2010)

Data for the following site(s) are contained in this file			
#	USGS 14087400 CROOKED RIVER BELOW OPAL SPRINGS, NEAR CULVER, OR		
#	-----		
#			
#	Data provided for site 14087400		
#	DD parameter statistic Description		
#	02	00060 00003	Discharge, cubic feet per second (Mean)
<b>STATION.--14087400 CROOKED RIVER BELOW OPAL SPRINGS, NEAR CULVER, OR</b>			
<b>LOCATION.--</b> Lat 44° 29'33", long 121° 17'50", in NW 1/4 NE 1/4 sec.33, T.12 S., R.12 E.,			
Jefferson County, Hydrologic Unit 17070305, on right bank 0.2 mi downstream from Opal			
Springs, 4.8 mi southwest of Culver, and at mile 6.7.			
<b>DRAINAGE AREA.--</b> 4,300 mi <sup>2</sup> , approximately, of which 500 mi <sup>2</sup> is probably noncontributing.			
<b>PERIOD OF RECORD.--</b> October 1961 to 2010			
<b>GAGE.--</b> Water-stage recorder. Datum of gage is 1,953.60 ft above NGVD of 1929 (Portland			
General Electric Co. bench mark).			
<b>REMARKS.--</b> Flow regulated since December 1960 by Prineville Reservoir, active capacity of			
152,800 acre-ft and Ochoco Reservoir, active capacity, 46,500 acre-ft. Dam and powerplant			
0.3 mi upstream, completed in 1985, causes brief fluctuations in flow. Many diversions			
for irrigation upstream from station. Practically all of the summer flow comes from Opal			
Springs and other springs within 15 mi upstream from station. Simultaneous records (1961-63)			
at former gaging station 5.6 mi downstream indicated over 15 percent increase to summer flow			
from springs downstream from this station. Continuous water-quality records for the period			
October 1963 to September 1974 have been collected at this location.			
<b>EXTREMES FOR PERIOD OF RECORD.--</b> Maximum discharge, 6,660 ft <sup>3</sup> /s Dec. 24, 1964, gage height,			
9.36 ft; minimum daily discharge, 1,090 ft <sup>3</sup> /s May 11, 1981, minimum instantaneous discharge			
after October 1989, 656 ft <sup>3</sup> /s many days in the 1990 water year, prior to that date minimum			
instantaneous discharge was not determined.			

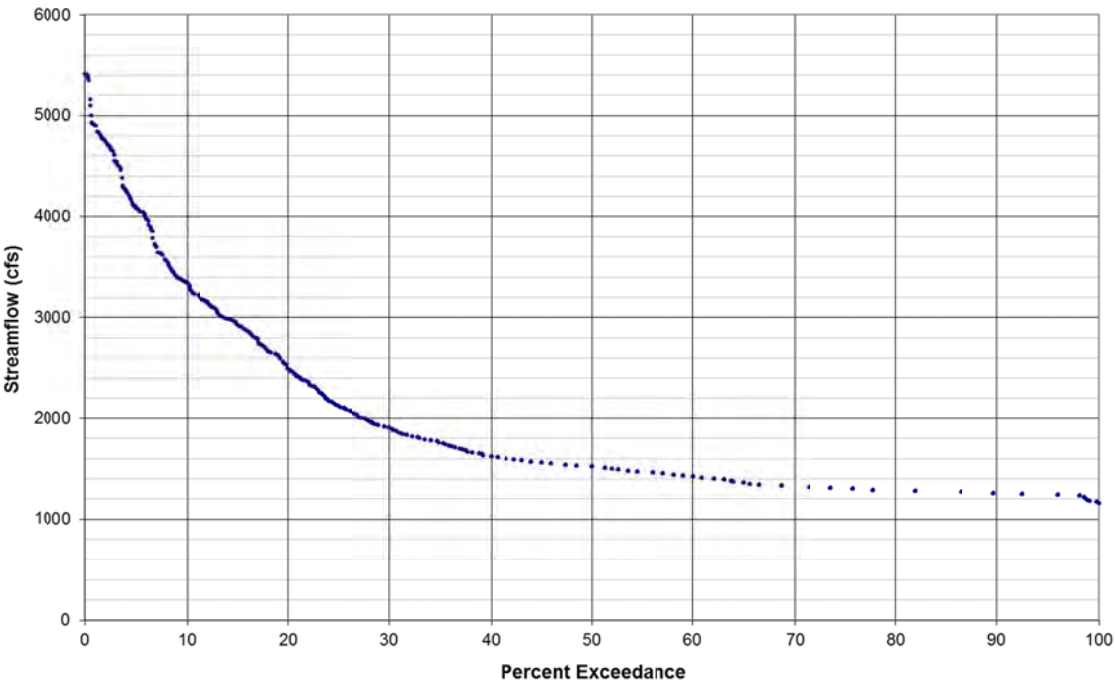
**January Flow-Duration Curve**  
USGS Gage No. 14087800, Crooked River Downstream of Opal Springs Dam



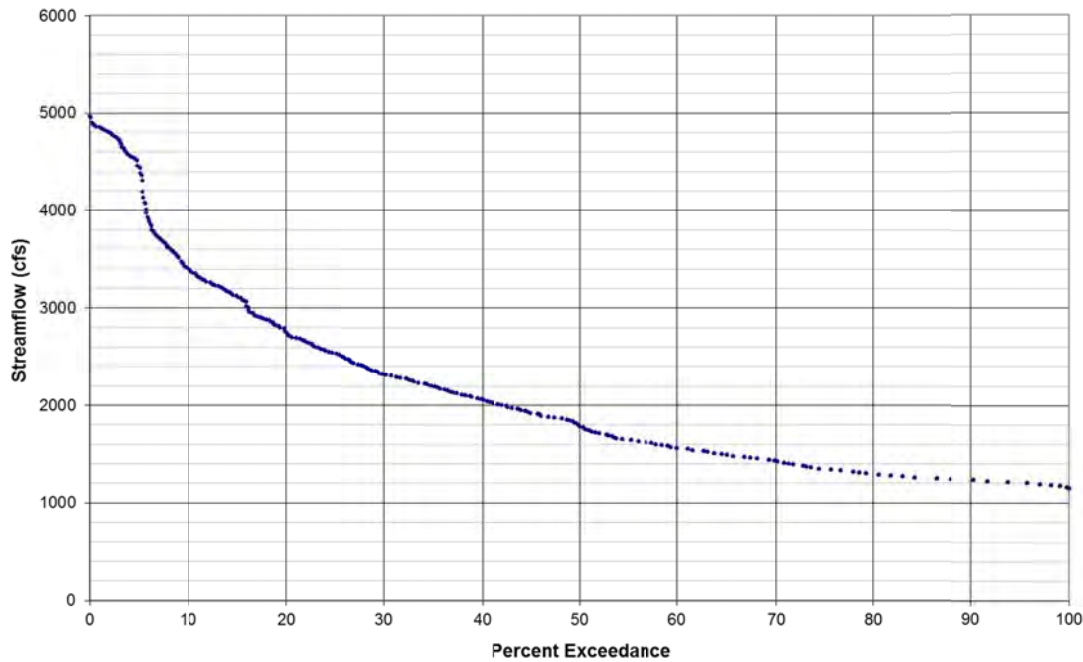
**February Flow-Duration Curve**  
USGS Gage No. 14087800, Crooked River Downstream of Opal Springs Dam



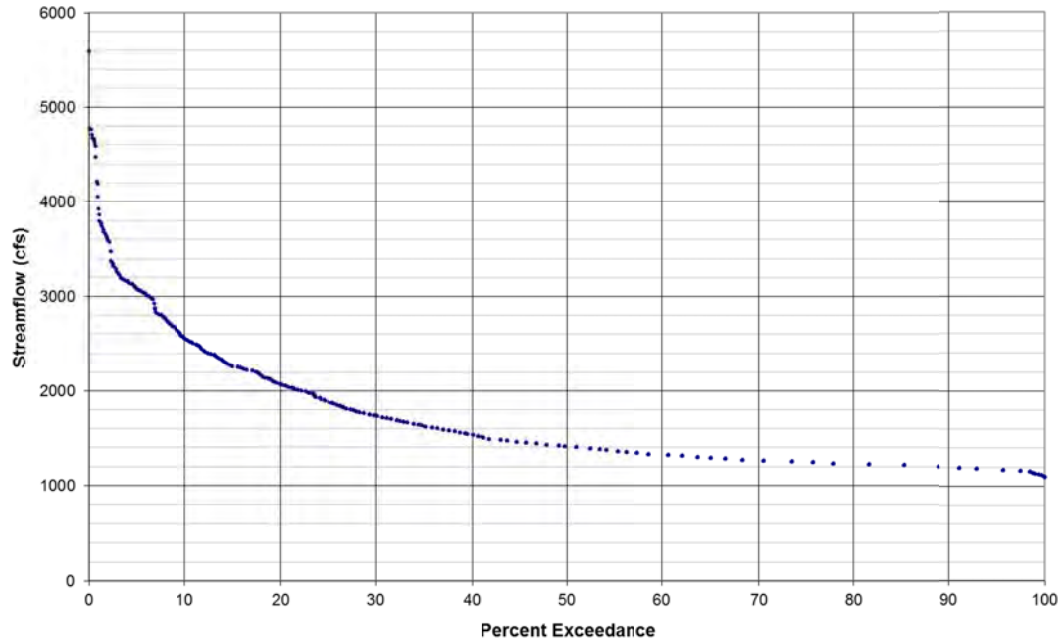
**March Flow-Duration Curve**  
USGS Gage No. 14087800, Crooked River Downstream of Opal Springs Dam



**April Flow-Duration Curve**  
USGS Gage No. 14087800, Crooked River Downstream of Opal Springs Dam

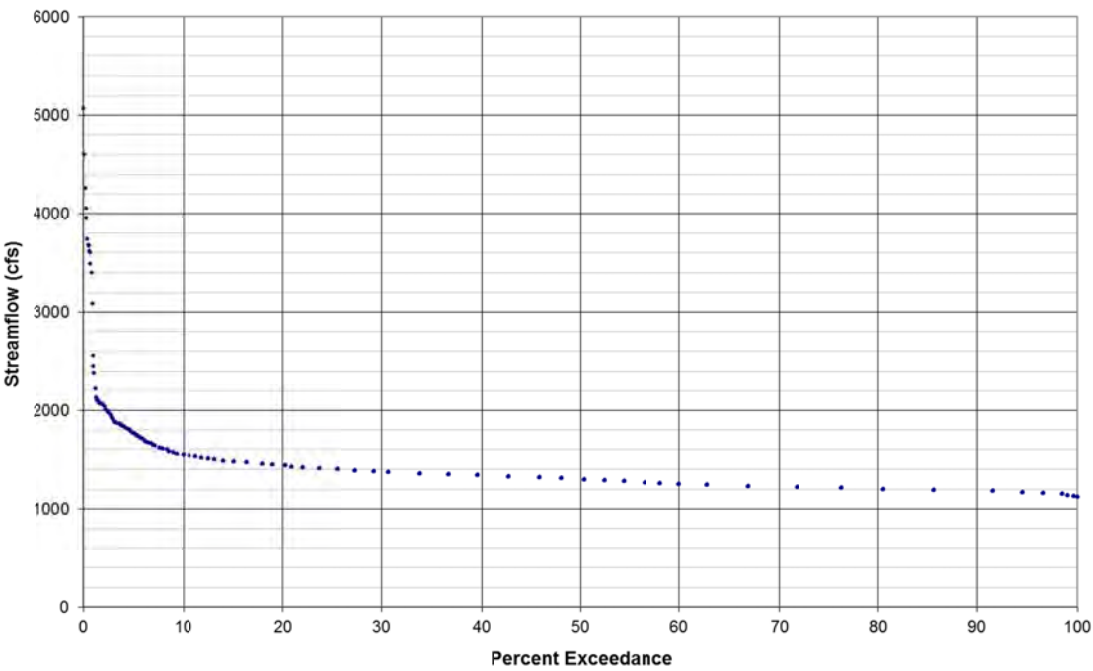


**May Flow-Duration Curve**  
USGS Gage No. 14087800, Crooked River Downstream of Opal Springs Dam

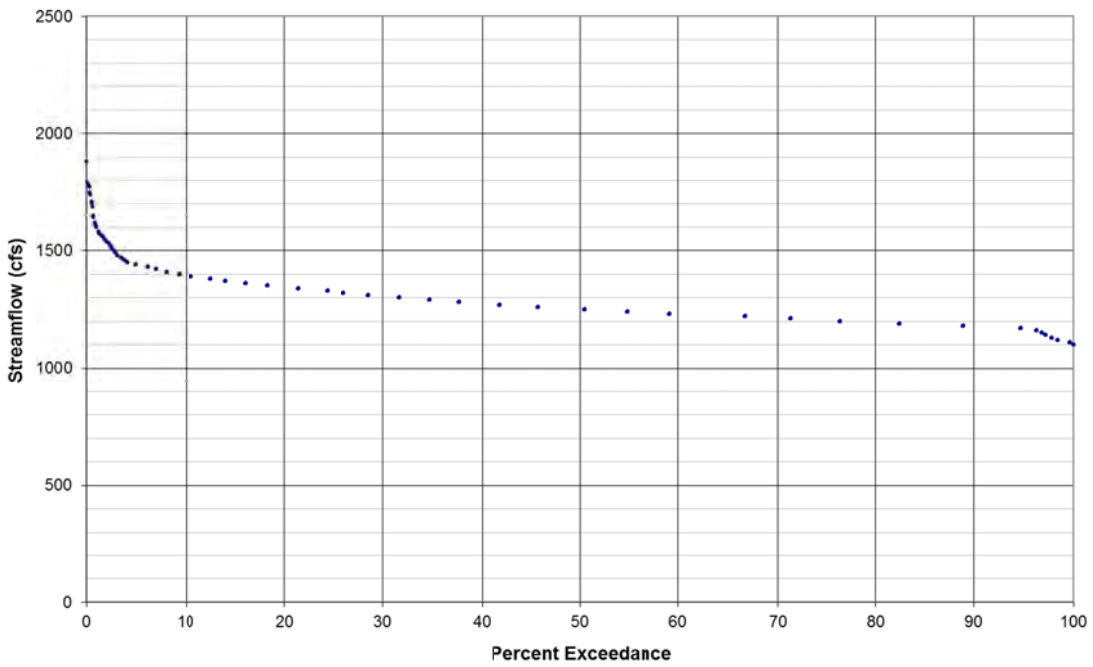




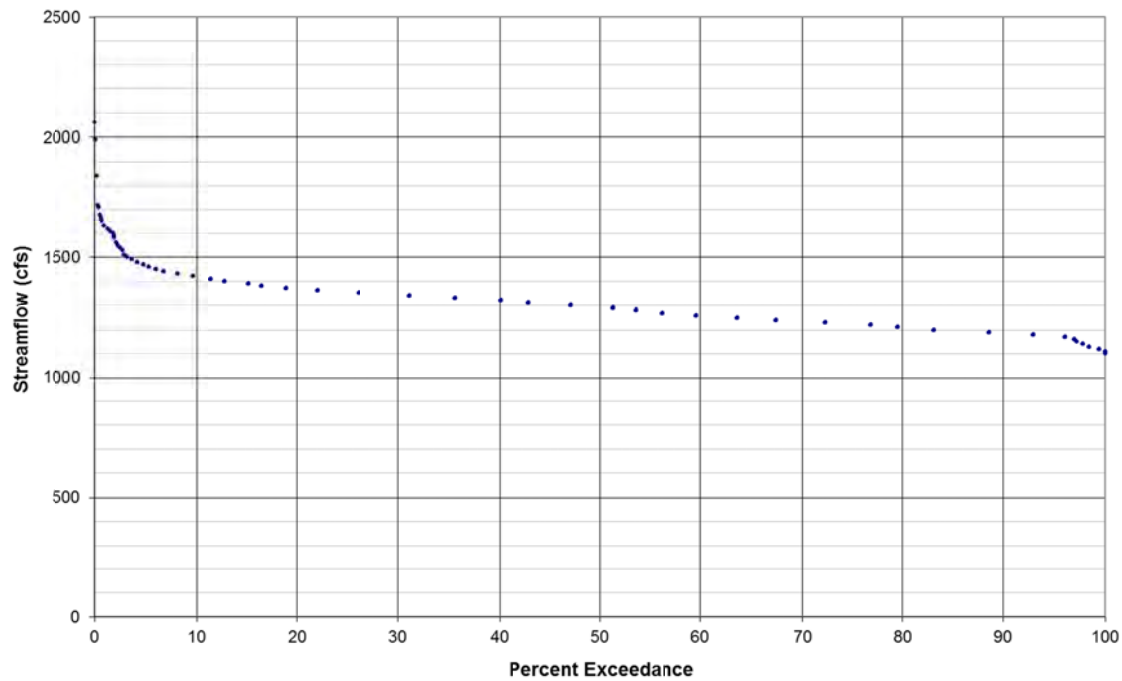
**June Flow-Duration Curve**  
USGS Gage No. 14087800, Crooked River Downstream of Opal Springs Dam



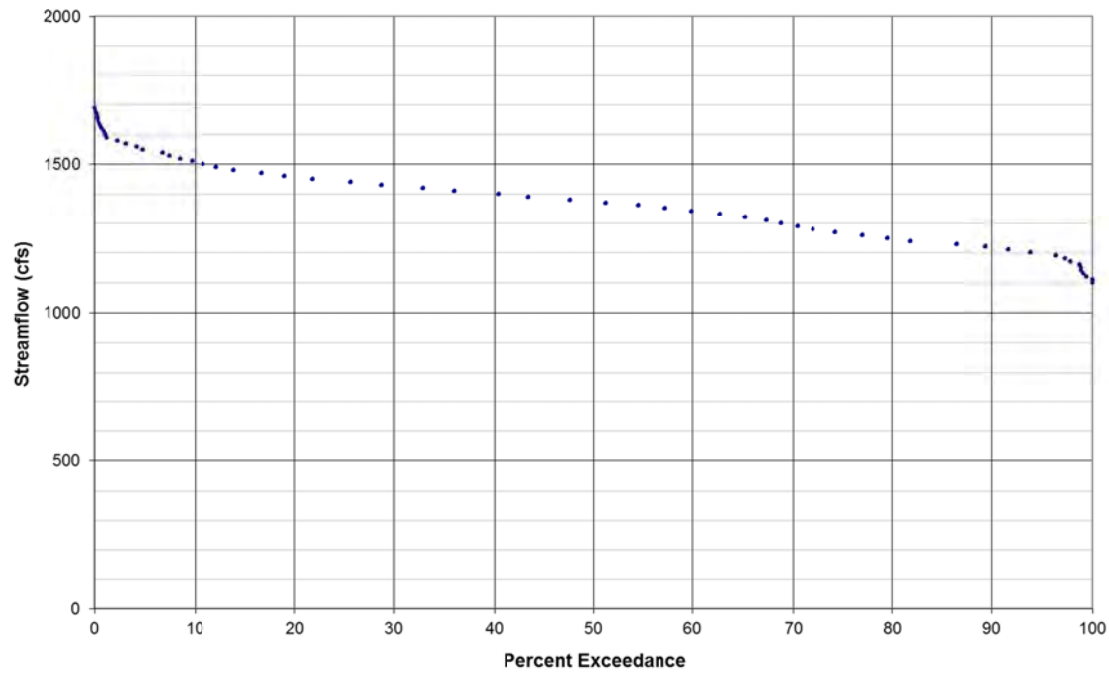
**July Flow-Duration Curve**  
USGS Gage No. 14087800, Crooked River Downstream of Opal Springs Dam



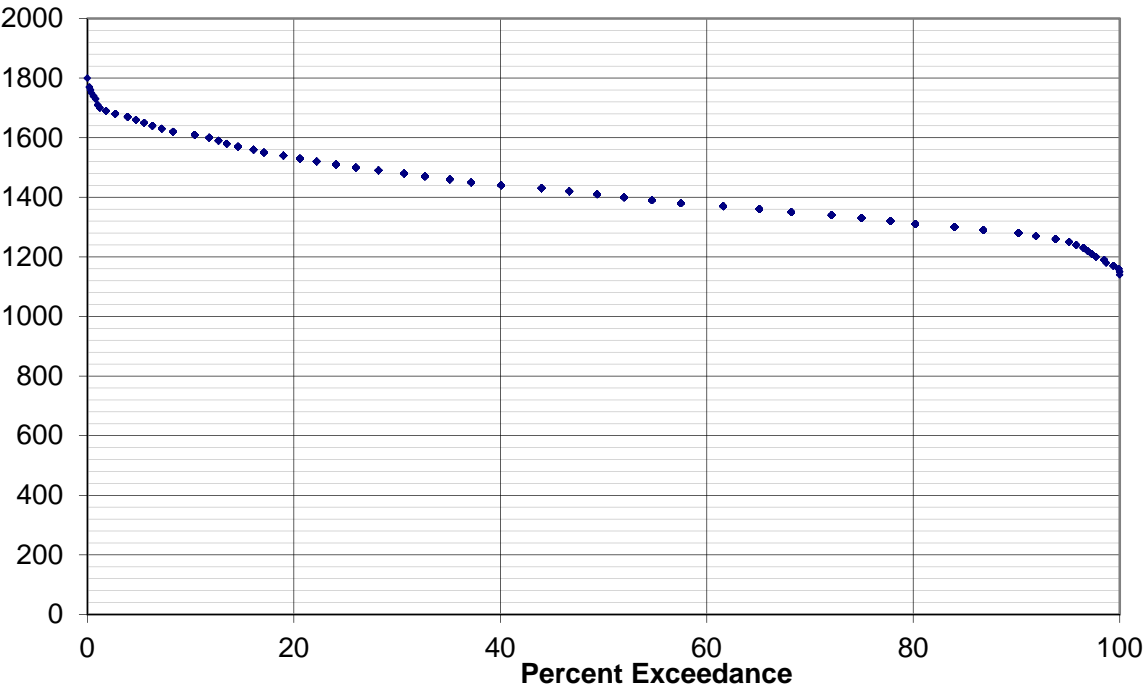
**August Flow-Duration Curve**  
USGS Gage No. 14087800, Crooked River Downstream of Opal Springs Dam



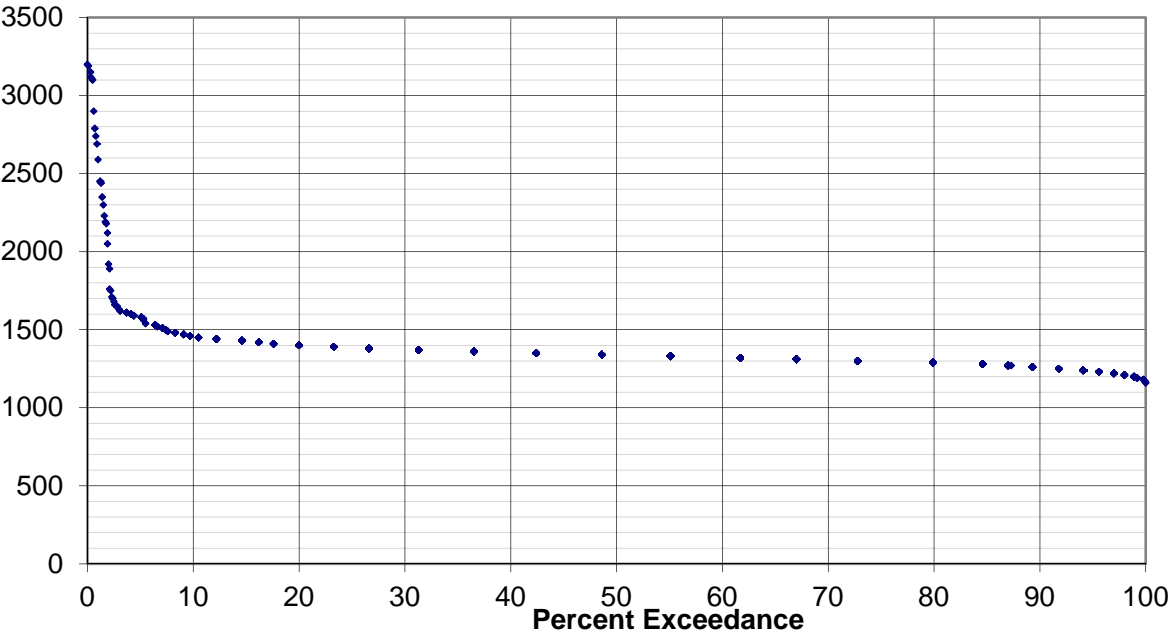
**September Flow-Duration Curve**  
USGS Gage No. 14087800, Crooked River Downstream of Opal Springs Dam

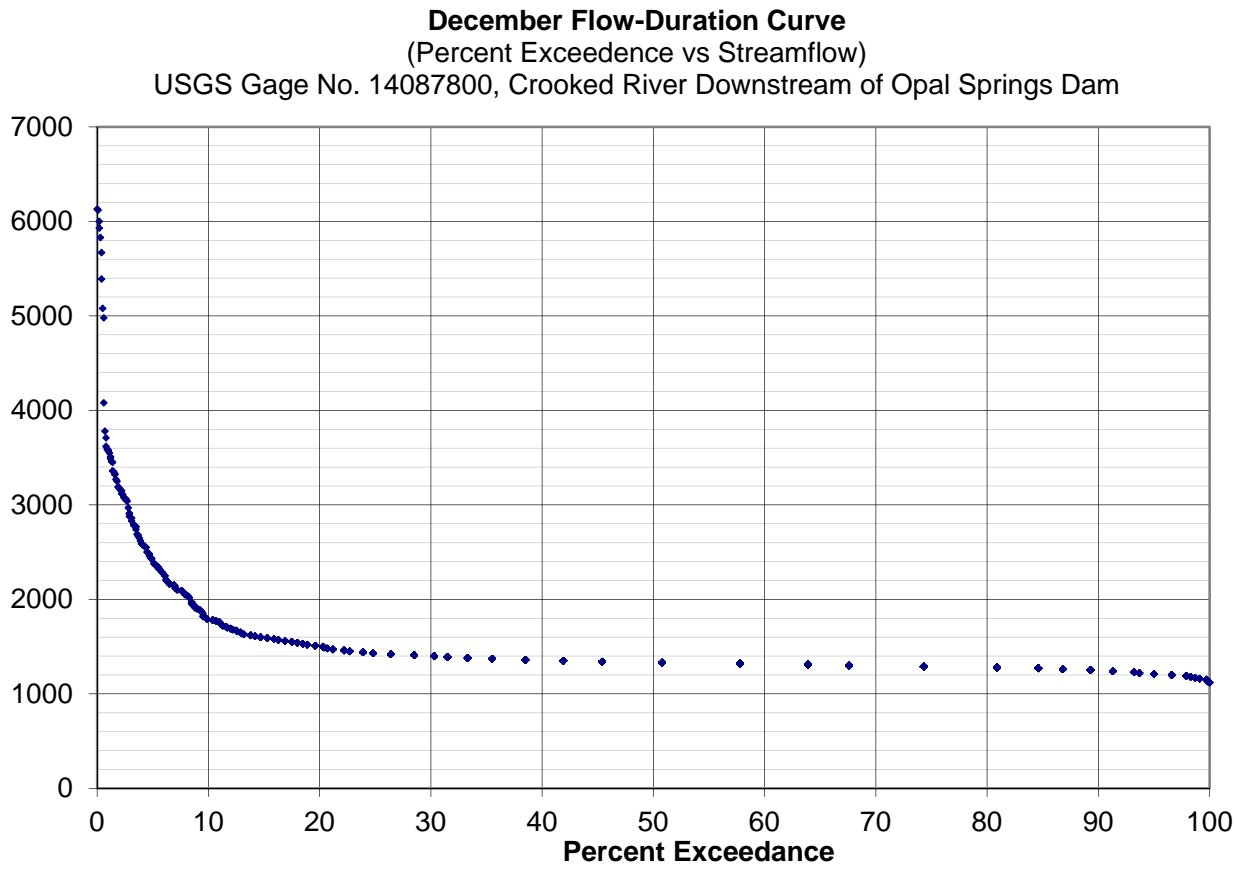


**October Flow-Duration Curve**  
USGS Gage No. 14087800, Crooked River Downstream of Opal Springs  
Dam



**November Flow-Duration Curve**  
USGS Gage No. 14087800, Crooked River Downstream of Opal Springs  
Dam







**BUREAU OF LAND MANAGEMENT LISTS**

**JANUARY 2008**

PV = Prineville District    S= suspected    D= documented

**STATE DIRECTOR'S SPECIAL STATUS SPECIES LIST - Federally Threatened, Endangered, and Proposed (TE&P)**  
**USDI BUREAU OF LAND MANAGEMENT - OREGON and WASHINGTON**

**Date: January 2008**

Taxon	Scientific Name	Common Name	ESU_DPS	Federal Status	Date Listed	Critical Habitat	Recovery Plan	PV
MA	LYNX CANADENSIS	CANADA LYNX		FT	Designated 2000 2006		None	S

**STATE DIRECTOR'S SPECIAL STATUS SPECIES LIST - Sensitive Invertebrates**  
**USDI BUREAU OF LAND MANAGEMENT - OREGON and WASHINGTON**

**Date: January 2008**

Taxon	Scientific Name	Common Name	ISSSP Status	PV
IG	JUGA HEMPHILLI DALLESSENSIS	DALLES JUGA	OR-SEN	D
IG	JUGA HEMPHILLI HEMPHILLI	BARREN JUGA	SEN	S
IG	JUGA HEMPHILLI MAUPINENSIS	PURPLE-LIPPED JUGA	OR-SEN	D
IG	MONADENIA FIDELIS SSP. NOV.	DESCHUTES SIDEBAND	OR-SEN	D
IG	OREOHELIX VARIABILIS SP. NOV.	DESCHUTES MOUNTAIN SNAIL	OR-SEN	D
IILE	BOLORIA BELLONA	MEADOW FRITILLARY	SEN	S
IILE	BOLORIA SELENE	SILVER-BORDERED FRITILLARY	OR-SEN	S

**STATE DIRECTOR'S SPECIAL STATUS SPECIES LIST - Sensitive Vertebrates**  
**USDI BUREAU OF LAND MANAGEMENT - OREGON and WASHINGTON**  
**Date: January 2008**

Taxon	Scientific Name	Common Name	ESU_DPS	ISSSSP Status	> a
BI	AGELAIUS TRICOLOR	TRICOLORED BLACKBIRD		OR-SEN	D
BI	AMMODRAMUS SAVANNARUM	GRASSHOPPER SPARROW		OR-SEN	S
BI	BARTRAMIA LONGICAUDA	UPLAND SANDPIPER		SEN	S
BI	BUCEPHALA ALBEOLA	BUFFLEHEAD		OR-SEN	D
BI	CENTROCERCUS UROPHASIANUS	GREATER SAGE-GROUSE		SEN	D
BI	COCCYZUS AMERICANUS	YELLOW-BILLED CUCKOO	WESTERN U.S. DPS	SEN	S
BI	COTURNICOPS NOVEBORACENSIS	YELLOW RAIL		OR-SEN	D
BI	CYGNUS BUCCINATOR	TRUMPETER SWAN		OR-SEN	D
BI	CYPSELOIDES NIGER	BLACK SWIFT		OR-SEN	S
BI	DOLICHONYX ORYZIVORUS	BOBOLINK		SEN	S
BI	FALCO PEREGRINUS ANATUM	AMERICAN PEREGRINE FALCON		SEN	D
BI	HALIAEETUS LEUCOCEPHALUS	BALD EAGLE		SEN	D
BI	MELANERPES LEWIS	LEWIS' WOODPECKER		OR-SEN	D
BI	PELECANUS ERYTHORHYNCHOS	AMERICAN WHITE PELICAN		SEN	S
BI	PICOIDES ALBOLARVATUS	WHITE-HEADED WOODPECKER		SEN	D
BI	SEIURUS NOVEBORACENSIS	NORTHERN WATERTHRUSH		OR-SEN	S
HA	DICAMPTODON COPEI	COPE'S GIANT SALAMANDER		SEN	D



HA	RANA LUTEIVENTRIS	COLUMBIA SPOTTED FROG	GREAT BASIN DPS	OR-SEN	D
HA	RANA PRETIOSA	OREGON SPOTTED FROG		SEN	D
MA	ANTROZOUS PALLIDUS	PALLID BAT		SEN	D
MA	BRACHYLAGUS IDAHOENSIS	PYGMY RABBIT	COLUMBIA BASIN DPS	SEN	D
MA	CORYNORHINUS TOWNSENDII	TOWNSEND'S BIG-EARED BAT		SEN	D
MA	EUDERMA MACULATUM	SPOTTED BAT		SEN	D
MA	GULO GULO LUTEUS	CALIFORNIA WOLVERINE		SEN	S
MA	MARTES PENNANTI	FISHER	WEST COAST DPS	SEN	S
MA	MYOTIS THYSANODES	FRINGED MYOTIS		OR-SEN	D
MA	SPERMOPHILUS WASHINGTONI	WASHINGTON GROUND SQUIRREL		SEN	D

**STATE DIRECTOR'S SPECIAL STATUS SPECIES LIST - Strategic Invertebrates**  
**USDI BUREAU OF LAND MANAGEMENT - OREGON and WASHINGTON**  
**Date: January 2008**

Taxon	Scientific Name	Common Name	ISSSSP Status	PV	
IBI	ANODONTA CALIFORNIENSIS	CALIFORNIA FLOATER	STR	D	
IG	JUGA BULBOSA (1)	BULB JUGA	OR-STR	S	
IG	JUGA SP. NOV.	OPAL SPRINGS (CROOKED RIVER) JUGA	OR-STR	D	
IG	JUGA SP. NOV.	THREE-BAND JUGA	STR	D	
IG	OREOHELIX VARIABILIS	DALLES MOUNTAIN SNAIL	OR-STR	D	
IG	PHYSELLA COLUMBIANA	ROTUND PHYSA	STR	S	
IG	VESPERICOLA SP. NOV.	OAK SPRINGS HESPERIAN	OR-STR	D	
IG	VORTICIFEX NERITOIDES	NERITE RAMSHORN	STR	S	
IICO	CICINDELA COLUMBICA	COLUMBIA RIVER TIGER BEETLE	STR	D	

**STATE DIRECTOR'S SPECIAL STATUS SPECIES LIST - Strategic Vertebrates**  
**USDI BUREAU OF LAND MANAGEMENT - OREGON and WASHINGTON**  
**Date: January 2008**

Taxon	Scientific Name	Common Name	ESU_DPS	ISSSSP Status	PV
BI	FALCO COLUMBARIUS	MERLIN		OR-STR	S
BI	PINICOLA ENUCLEATOR	PINE GROSBEAK		OR-STR	S
BI	SELASPHORUS PLATYCERCUS	BROAD-TAILED HUMMINGBIRD		OR-STR	S



**GRIFFIN REPORT**

**OCTOBER 2009**

AUTHOR INITIALS th DATE 10/26/09  
SUPERVISOR INITIALS MB DATE 10/27/09

8100 (ORP060)

**OCT 27 2009**

CERTIFIED MAIL NO - 7008 3230 0001 0522 9031  
Return Receipt Requested

**rc'd 5490 10/30/2009**

Dr. Dennis Griffin  
State Historic Preservation Office  
725 Summer St., NE, Suite C  
Salem, Oregon 97301

Dear Dr. Griffin:

Please find enclosed information for the Opal Springs Hydroelectric Fish Passage Improvement project. The proposed project would increase the height of the existing dam and construct a fish ladder. The construction area for the proposed project would occur within the footprint of the existing hydroelectric structure. Given the nature of the undertaking, potential impacts to cultural resources are expected to be minimal.

The structure is located in a steep canyon. The area of potential effect was based on the proposed dam height and the estimated rise in the water level. An estimated 3 acres were surveyed where terrain was feasible. No previous survey had occurred within this segment of the Crooked River. No new sites or isolates were discovered and the proposed project would not affect cultural resources. The enclosed packet includes the following:

- IOHIMS BLM Project Technical Report with maps and photographs

These documents are being sent to you for information in accordance with the National Cultural Programmatic Agreement and the Protocol for Managing Cultural Resources on Lands Administered by the BLM in Oregon.

If you have any questions please feel free to contact Terry Holtzapple by phone at 541-416-6792 or email (theresa\_holtzapple@blm.gov). Thank you for your attention to this report.

Sincerely,



Molly M. Brown  
Field Manager, Deschutes Resource Area

Enclosures

060:THoltzapple:6792:dja:10/23/09:S:\Front Desk Correspondence\2010  
Corr\8100\_opal\_springs\_rx\_shpo.docx



# Oregon

Theodore R. Kulongoski, Governor

## Parks and Recreation Department

State Historic Preservation Office

725 Summer St NE, Ste C

Salem, OR 97301-1266

(503) 986-0671

Fax (503) 986-0793

[www.oregonheritage.org](http://www.oregonheritage.org)



November 13, 2009

Ms. Molly Brown  
BLM Prineville Dist Office  
3050 NE 3rd  
Prineville, OR 97754

Received

NOV 18 2009

Bureau of Land Mgmt  
Prineville District

RE: SHPO Case No. 09-2332

Opal Springs Hydro Fish Passage Improve Proj  
12S 12E 33 and 12S 12E 4, , Jefferson

Dear Ms. Brown:

We have reviewed the materials submitted on the project referenced above, and we concur with a determination of No Historic Properties Affected for this undertaking.

Our response here is to assist you with your responsibilities under Section 106 of the National Historic Preservation Act (per 36 CFR Part 800). Please feel free to contact me if you have further questions, comments or need additional assistance.

Sincerely,

Stephen P. Poyser, Ph.D.

Review and Compliance Specialist

(503) 986-0686 or [Stephen.Poyser@state.or](mailto:Stephen.Poyser@state.or).

*As of August 2009, a redesigned form is available for Section 106 and ORS 358.653 projects. Find it on our updated and expanded Review and Compliance website: [www.oregonheritage.org](http://www.oregonheritage.org). Click on the "Review and Compliance" link.*

Report Date: 08/24/2009

Report No.: 05050600486P

Authors: Ryan M. Griffin

## OREGON CULTURAL RESOURCES SURVEY REPORT

### Project Information

**Project Name:** Opal Springs Hydroelectric Fish Passage Improvements**Project Acres:** 3**Project Description:**

The project proposes to add fish passage to the Opal Springs Hydroelectric Project by increasing the height of the existing Opal Springs Dam and constructing a fish ladder within the Crooked River (Maps 1-3). An inflatable weir would be attached to the Opal Springs Dam, located at the NAD 83 utm coordinates 635309E, 4927249N (Photo 1-2). The weir would impound an additional four feet of water that would extend south upriver and terminate at the NAD83 utm coordinates 635250E, 4926099N. Furthermore, impounded river water would rise 4ft above riverside talus slopes and sheer rock faces located between these two points. An upstream fish ladder, consisting of approximately 39 ladder cells, would be constructed on the west bank of the Crooked River. Staging for construction of the proposed civil works would not require disturbance of new ground, but would be managed within the boundaries of the existing hydroelectric structural footprint. Other than the rise in water level, no additional ground disturbing activities would occur as a result of the proposed project. Given the nature of the undertaking, impacts to cultural resources are expected to be minimal to none.

**Agency:** BLM Prineville Deschutes Resource Area**Land Status:** Bureau of Land Management**County**

Jefferson

**USGS 7.5' Quad(s):**

STEELHEAD FALLS

**Legals**

T 12.0 S , R 12.0 E Willamette Meridian

Sections 33

T 13.0 S , R 12.0 E Willamette Meridian

Sections 4

### Survey Area Environment

**Project Setting :**

The project area is located 28.7 air-miles north of Bend, Oregon upon the Crooked River and its talus slopes and sheer rock faces (Maps 1-2). Two units were surveyed at the only accessible portions of the project area (Map 3). Unit 1 is located at the project area's northern terminus, and Unit 2 is located at the project area's southern terminus. Locally, the project is located on the Crooked River Basin within the Blue Mountains physiographic province of Central Oregon.

Vegetation on talus slopes, just above this portion of the Crooked River, include willow, alder, mock orange, spireas, red osier dogwood, pentemon, and other riparian species.

Soils are non-existent within the project area, unless they are buried beneath bouldery talus slopes. These soils may include the Lickskillet-Rock outcrop complex and the Simas-Ruckles-Rock outcrop complex.

Lickskillet soil is a very stony sandy loam that reaches bedrock at 12-20in below the ground surface. It is found on slopes with a 45-80% gradient, and its parent material is colluvium derived from volcanic rock. Rock outcrops associated with this soil complex contain no soil at all and have slopes ranging from 45-80%.

Simas soil is a cobbly loam located on slopes with a 40-60% gradient. Its parent material is colluvium derived from tuff. Ruckles soil is an extremely cobbly loam that reaches bedrock at 11-21in below the ground surface. It is located on slopes with a 40-80% gradient and its parent material is colluvium over welded tuff. Rock outcrops associated with this soil complex contain no soil at all and have slopes ranging from 50-80%.

## Attachment 5 to Opal Springs ICD

Report Number: 05050600486P

**Contemporary Land Use:**

The project area is currently used for dispersed recreation and water impoundment.

**Survey Methods and Findings**

**Visibility:** Good 30% visibility or better

**Existing Data Review:**

Review of the District/Forest Master Survey Maps, Historic Inventory Maps, Cultural Resource Overview, Township and Range files, Master Title Plats, Cadastral Survey Notes and the District/Forest Geology and Soil Inventory Maps indicate that there were no surveys previously conducted within the project area.

**Survey Methods:**

The Area of Potential Effects (APE) was determined to be a .7mi stretch of the Crooked River beginning at the Opal Springs Dam and ending upstream at the NAD83 utm coordinates 635250E, 4926099N (Map 2); the river will rise an additional 4ft within this area and inundate steep talus slopes and sheer rock faces along the riverside (Photos 1-3). Talus slopes range from approximately 35-45 degrees in steepness and are concentrated at the southern half of the APE. Sheer rock faces dominate the northern half of the project area.

Intensive survey above and within the accessible portions of the APE (units 1 and 2) just east of the Crooked River was conducted by three to four BLM archaeologists on meandering 5m interval transects (Map 3). Within Unit 1, three BLM archaeologists surveyed 4 meandering transects at a 5-meter interval just east of the Crooked River along talus slopes (Photo 4). Within Unit 2, four BLM archaeologists surveyed 4 meandering transects at a 5-meter interval just east of the Crooked River along talus slopes and narrow benches (Photo 5-6).

Please note: an approximate estimate of APE project acres is unknown, because the minute surface area of potentially inundated talus slopes could not be accurately measured at the time of survey or through the use of GIS applications and USGS topography maps at the district office.

**Surveyor(s):** Ryan Griffin, Megan O'Neill, Tom Thompson, and Kelly van Bronkhorst

**Field Dates:** 08/10/2009

**Previous Acres Surveyed:** 0      **New Acres Surveyed** 3      **Percent of Project Area Surveyed:** 100 %

**Survey Results:**

No sites or isolates were observed during survey.

**Eligibility /Protection Recommendations:**

None.

**References Cited:**

BLM Geology Database  
2009  
BLM Prineville District  
Prineville, Oregon

National Register Bulletin 15  
1997

National Resource Conservation Service (NRCS)  
2009  
Soils Database on file  
BLM Prineville District  
Prineville, Oregon

U.S. Department of Interior, BLM



Historic Index, T.12S R.12E and T.13S R.12E  
Copy on file at BLM office, Prineville, OR

Field Hours: 35

Office Hours: 45

Total: 80

Location of Field Notes BLM Prineville Deschutes Resource Area

Name of Surveyor in Charge: Ryan Griffin

Denny Halgapple DRA Archaeologist  
Agency Specialist Signature

30 Sept. 2009  
Date

Molly M. Brown  
Unit Manager Signature

9/30/09  
Date

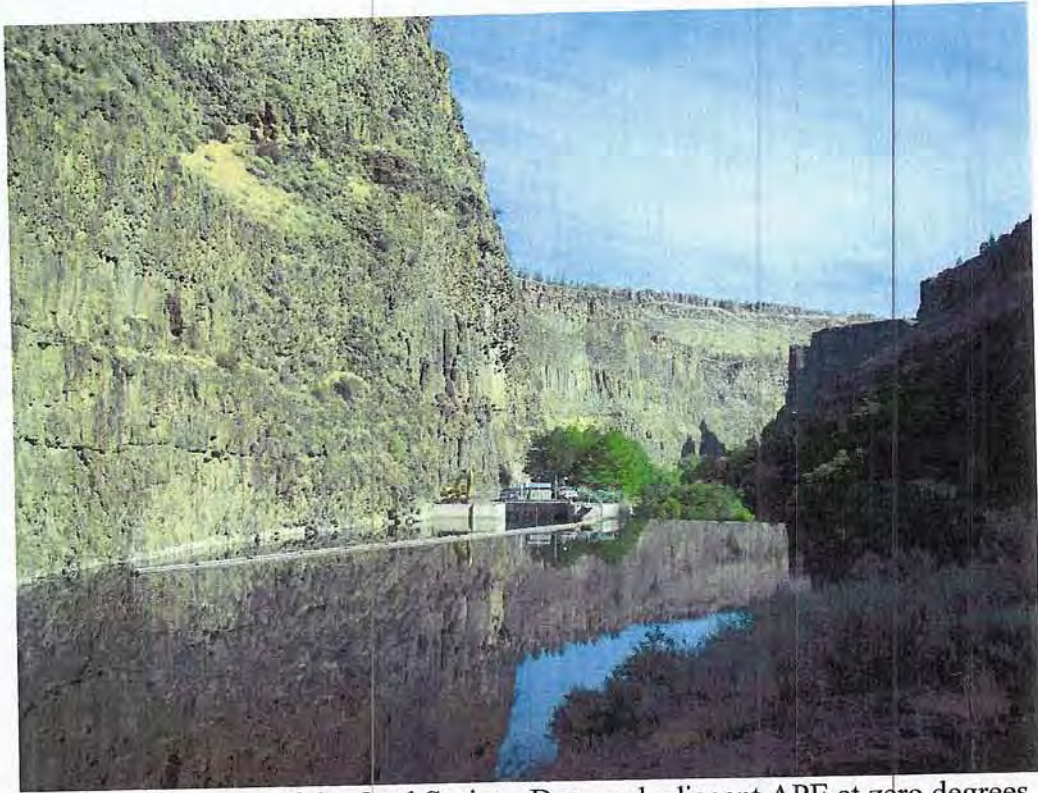


Photo 1: Overview of the Opal Springs Dam and adjacent APE at zero degrees.



Photo 2: Overview of the Opal Springs Dam at 240 degrees.





Photo 3: Overview of the APE south of Opal Springs Dam at 208 degrees.



Photo 4: Unit 1 overview at zero degrees with the dam in the background.



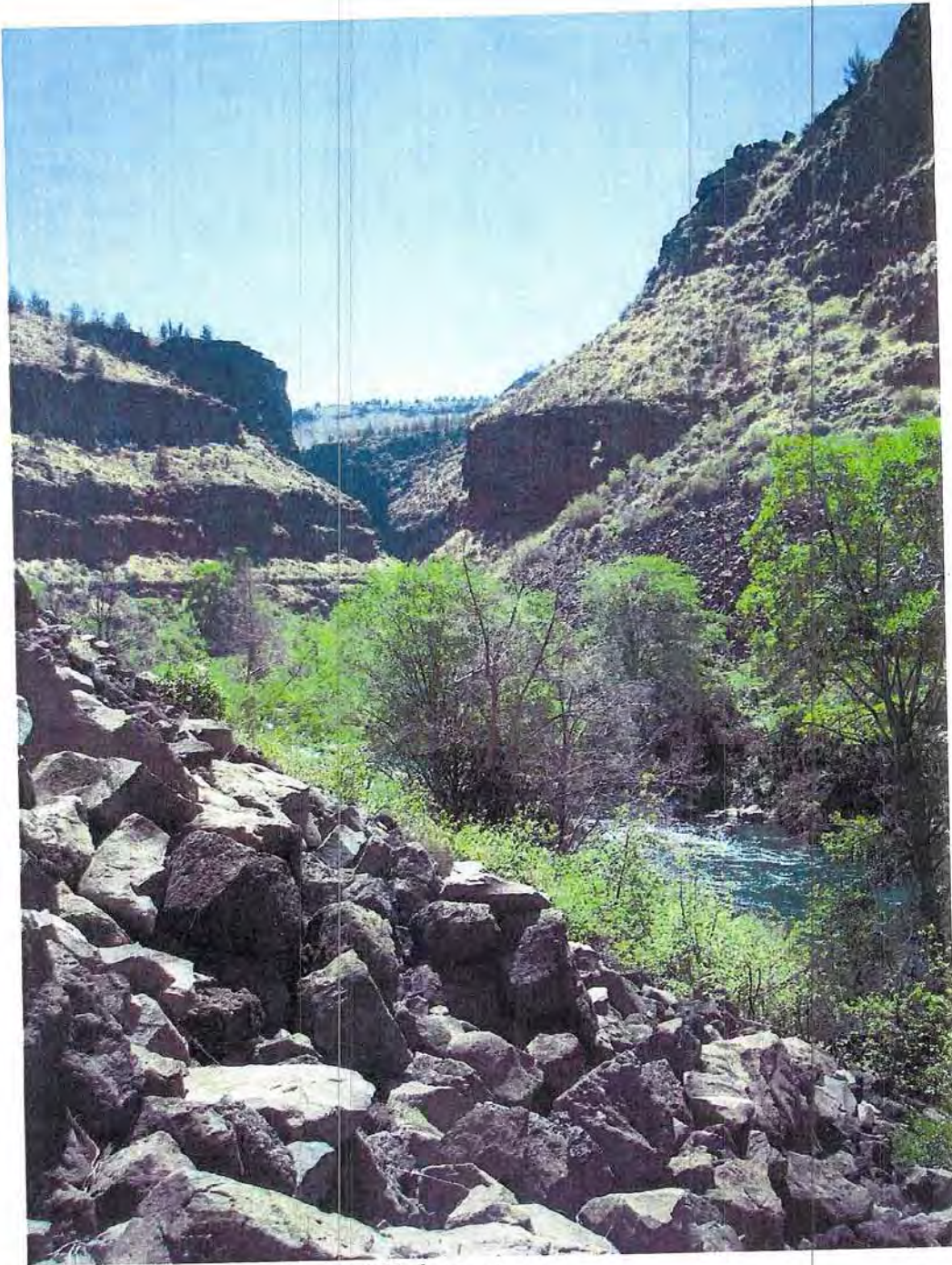


Photo 5: Unit 2 overview at 158 degrees.



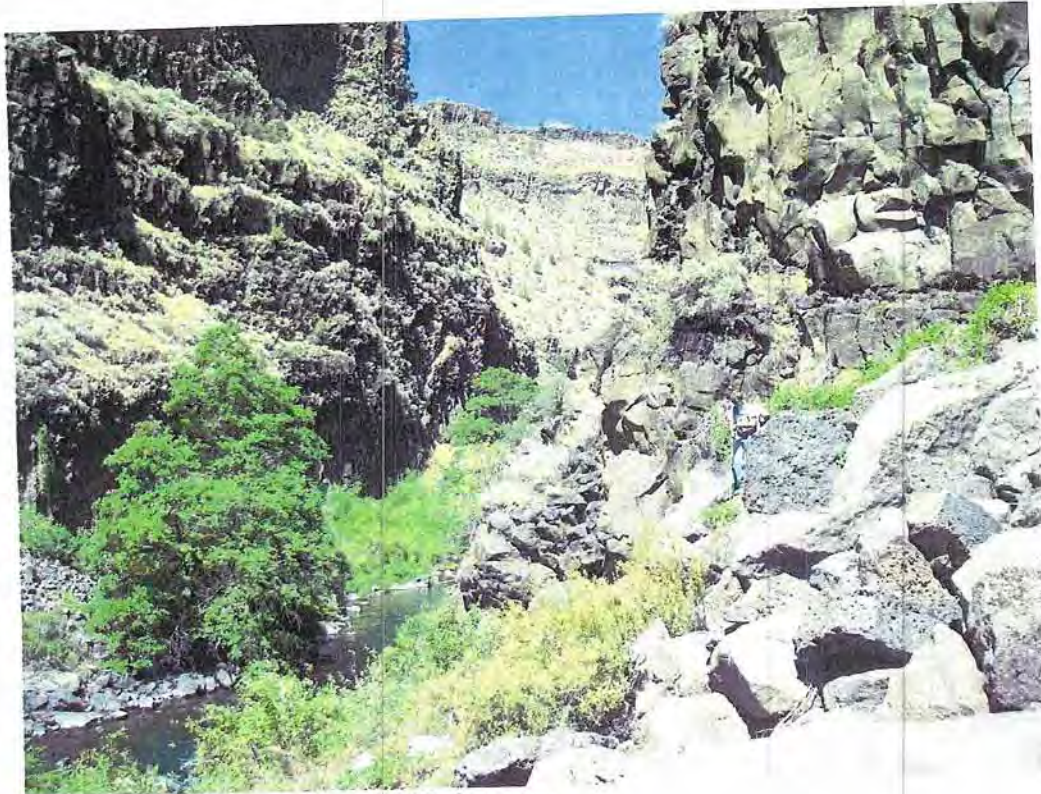
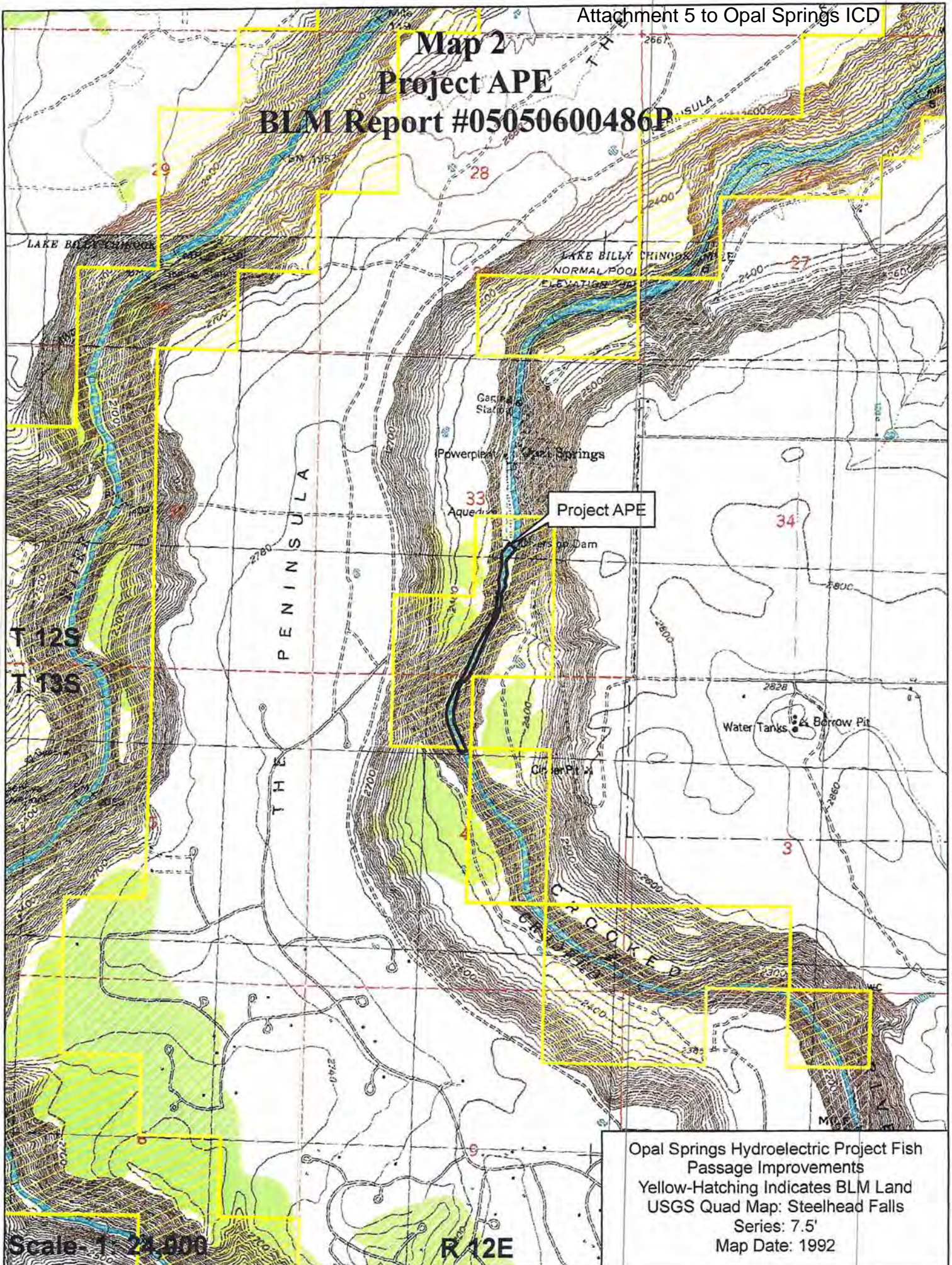


Photo 6: Unit 2 overview at 320 degrees.



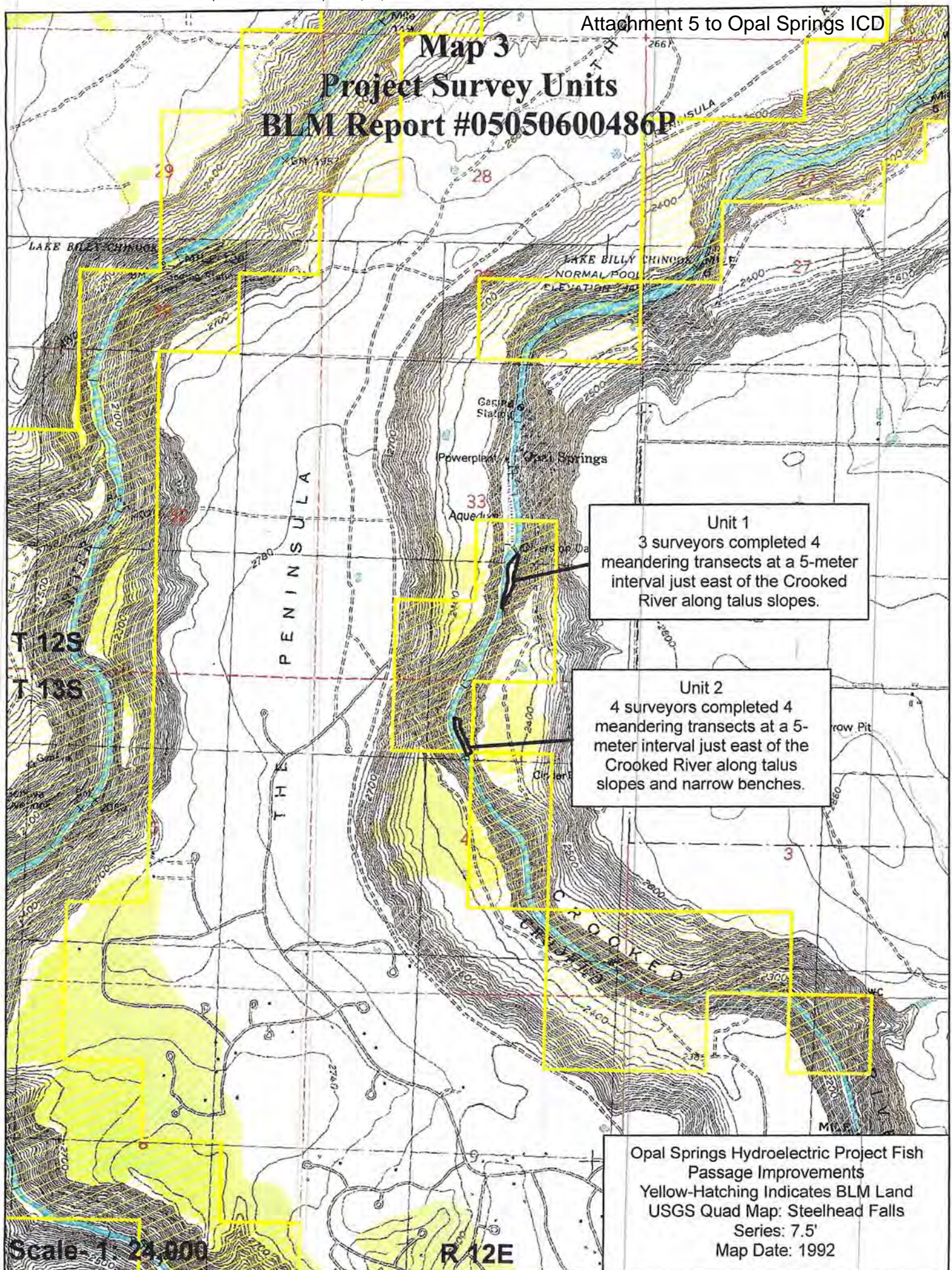
# **Map 2** **Project APE** **BLM Report #05050600486P**



Opal Springs Hydroelectric Project Fish  
 Passage Improvements  
 Yellow-Hatching Indicates BLM Land  
 USGS Quad Map: Steelhead Falls  
 Series: 7.5'  
 Map Date: 1992



# Map 3 Project Survey Units BLM Report #05050600486P





**Finlay Anderson**

---

**From:** jeisner@blm.gov  
**Sent:** Monday, January 10, 2011 8:25 AM  
**To:** Finlay Anderson  
**Subject:** Fw: Opal Springs Archaeology Report - Follow Up

----- Forwarded by Jimmy Eisner/PRFO/OR/BLM/DOI on 01/10/2011 08:24 AM

-----

Theresa L  
Holtzapple/PRFO/O  
R/BLM/DOI  
To  
Jimmy Eisner/PRFO/OR/BLM/DOI@BLM  
01/07/2011 02:57  
PM  
cc  
Theresa L  
Holtzapple/PRFO/OR/BLM/DOI@BLM  
Subject  
Re: Fw: Opal Springs Archaeology  
Report - Follow Up(Document link:  
Jimmy Eisner)

Jimmy,

Please forward to your Opal Springs team that in my professional opinion the Nov 13, 2009 SHPO concurrence for No Historic Properties Affected for the Opal Springs Fish Passage project still meets the amended project description and revised boundary elevation. I will incorporate the project description correction from Finley in the BLM report files along with my email.

The new information amending the project description does not change the determination for cultural resources. The initial survey accommodated a larger area. The degree of change does not merit further consultation with the SHPO office.

Thank you for the opportunity to address the recent changes in the project boundary description.

Terry

<<----->>

Theresa "Terry" Holtzapple  
Cultural Resource and Paleontology Program Prineville BLM



(541) 416-6792      [theresa\\_holtzapple@blm.gov](mailto:theresa_holtzapple@blm.gov)

Subject  
Fw: Opal Springs Archaeology Report  
- Follow Up

.....

Steve Padula  
<spadula@longviewassociates.com>  
Randall Filbert  
<rfilbert@longviewassociates.com>  
Subject  
Opal Springs Archaeology Report -  
Follow Up

**Finlay Anderson**

---

**From:** Finlay Anderson  
**Sent:** Thursday, January 06, 2011 9:43 AM  
**To:** Jimmy Eisner  
**Cc:** Steve Padula; Randall Filbert  
**Subject:** Opal Springs Archaeology Report - Follow Up  
**Attachments:** Archeaology Report - BLM.pdf; Opal Springs Project Elevations Memo-11-22-2009.pdf

Hi Jimmy –

On November 13 2009 the State Historic Preservation Office concurred with the BLM's determination of No Historic Properties Affected for the Opal Springs Fish Passage Improvement Project (SHPO Case No. 09-2332). BLM's determination, and SHPOs concurrence with it, was based on field surveys conducted by the BLM and supervised by Ryan Griffin. The purpose of this note is to correct the Project Description in light of new survey information. For reasons described below, I believe this new information amends the description of the Proposed Action only, and would not change your determination. However, I would appreciate your office's view.

The surveys conducted by the BLM thoroughly covered the area that will be inundated by the proposed pool raise as part of the fish passage project, up to the location of the lower boundary of the Wild and Scenic Area described in the Deschutes/Lower Crooked Wild and Scenic Rivers' Management Plan, dated December 1992. The boundary is described as "River Mile 8, south of Opal Springs," and further described as "the North 1/16th line of Section 4, in the Metes and Bounds description under T. 13 S., R. 12 E., W.M." At the time the survey was conducted, it was believed that this elevation of the Metes and Bounds boundary was at approximately 2008.5 ft. (National Geodetic Vertical Datum of 1929 [NGVD 29]), 4 feet above the current pool.

Because of the importance of establishing the boundary elevation with precision and confidence, DVWD contracted with CH2M Hill and a local surveyor (CH2M Hill 2010) to perform survey work to tie the metes and bounds description of the boundary to existing surveys of key Project elevations. One of the findings was that the surveyed elevation of the metes and bounds description where the boundary crosses the stream had a surface elevation of just above 2,010.66 feet (NGVD 29). This elevation was measured in October 2009 during a period of low flows, so should be considered conservative. The top of the riffle below the assumed boundary was surveyed at 2,010.56 feet (see attached Project Elevations Memorandum).

The significance of this finding is that the proposed pool raise will inundate an additional 6 feet of the canyon, not 4 feet as described in the report. However, as a practical matter it is our understanding that the survey crew explored the contour up to the boundary which would include the full 6 feet of inundation. Given this new information, it might be helpful to document this correction to the Project Description in your files and with SHPO if you are in agreement. Please let me know if you have any questions or suggestions about how to proceed.

Sincerely,

Finlay Anderson  
[Long View Associates](#)  
4022 NE 8th Ave  
Portland, Oregon 97212  
p: (503) 335-5806  
f: (503) 345-3418



**OPAL SPRINGS HYDROELECTRIC PROJECT**

**VRM – ANALYSIS**

**AUGUST 21, 2015**

Opal Springs Hydroelectric Project  
Madras, OR

1

August 21, 2015

**Subject:** VRM – Analysis

Opal Springs Hydroelectric Project  
Deschutes Valley Water District  
Madras, OR

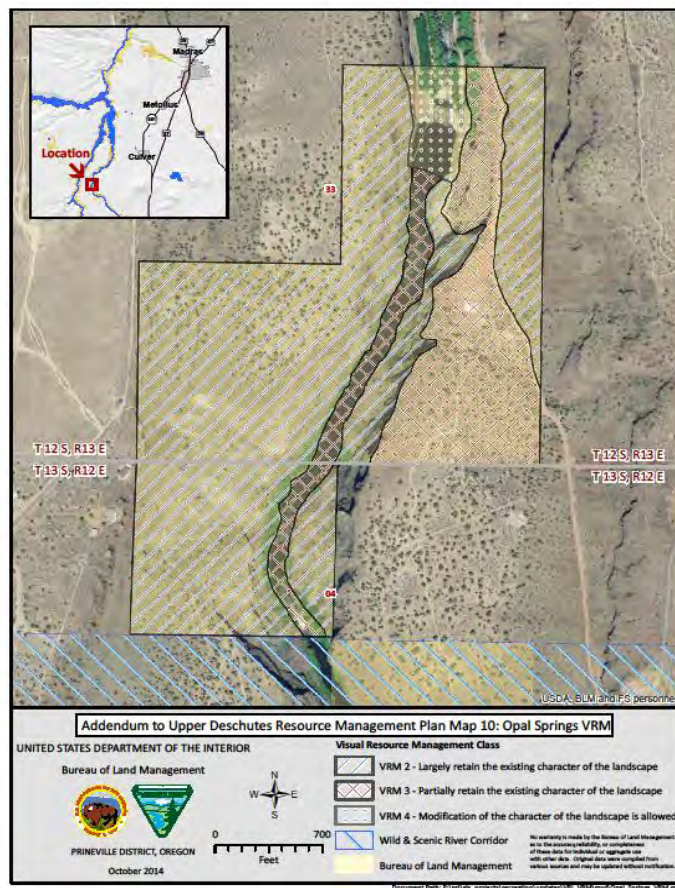
**Project Description:**

The proposed Project includes construction of a fish ladder to reconnect fish populations upstream and downstream of the Project. Modifications to an existing dam will raise the maximum operating elevation of the Project reservoir approximately six (6) feet. The action is needed to enhance efforts in the basin to reintroduce anadromous fish species into the Crooked River basin. The existing reservoirs riparian/wetland shoreline will be partially inundated.

**VRM Objectives:**

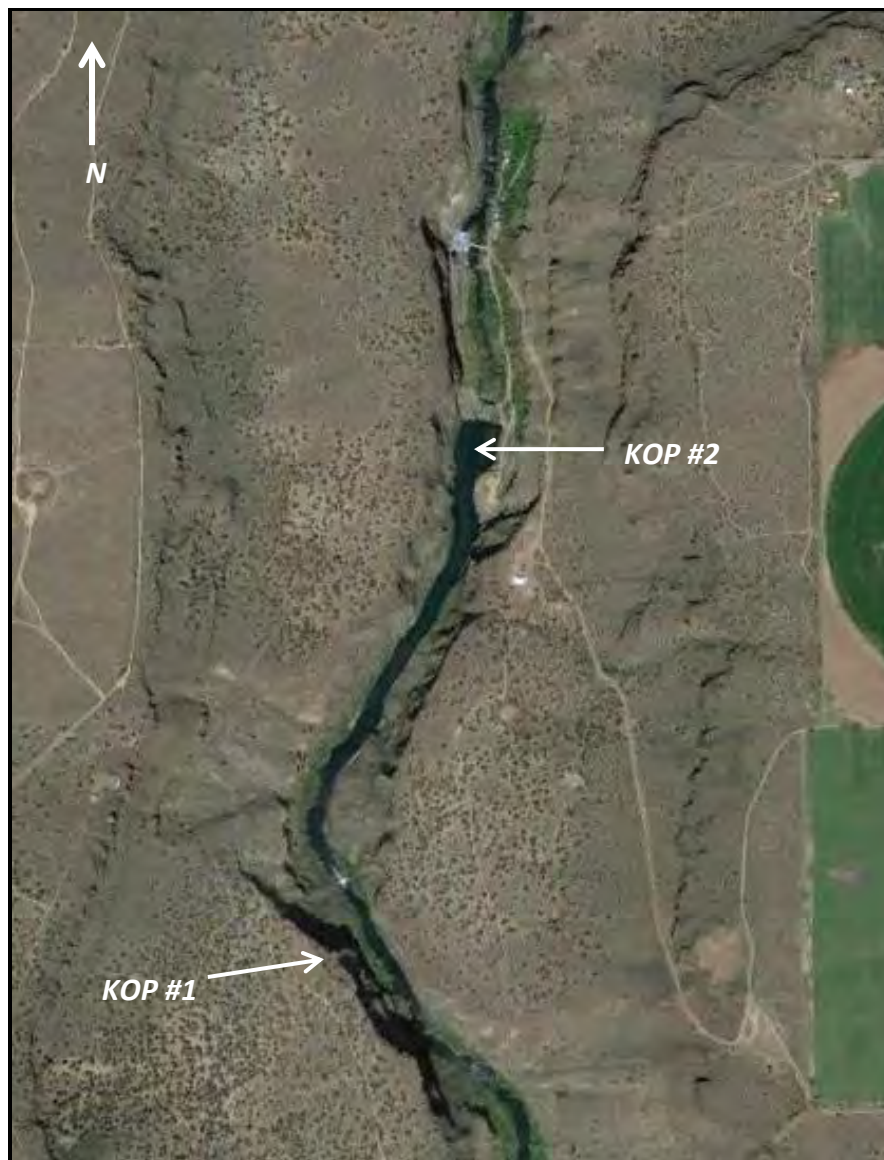
VRM classes for the Opal Springs Hydroelectric Project area:

- ~ VRM II -Upland and upper riparian zone: largely retain the existing character of the landscape.
- ~ VRM III - Lower riparian zone and reservoir pool: Partially retain the existing character of the landscape.
- ~ VRM IV - Dam, fish ladder and power generating facilities: Modification of the character of the landscape is allowed.



**Key Observations Points:**

*Two viewpoints were selected and represent sites on public land and water that is accessible by walking the Otter Bench Trail or floating upstream of the dam.*





**KOP #1** – *Is publicly accessible and frequently visited Otter Bench Trail system.*

*Location: Latitude - 44 28 31.74 N, Longitude - 121 18 06.08 W.*





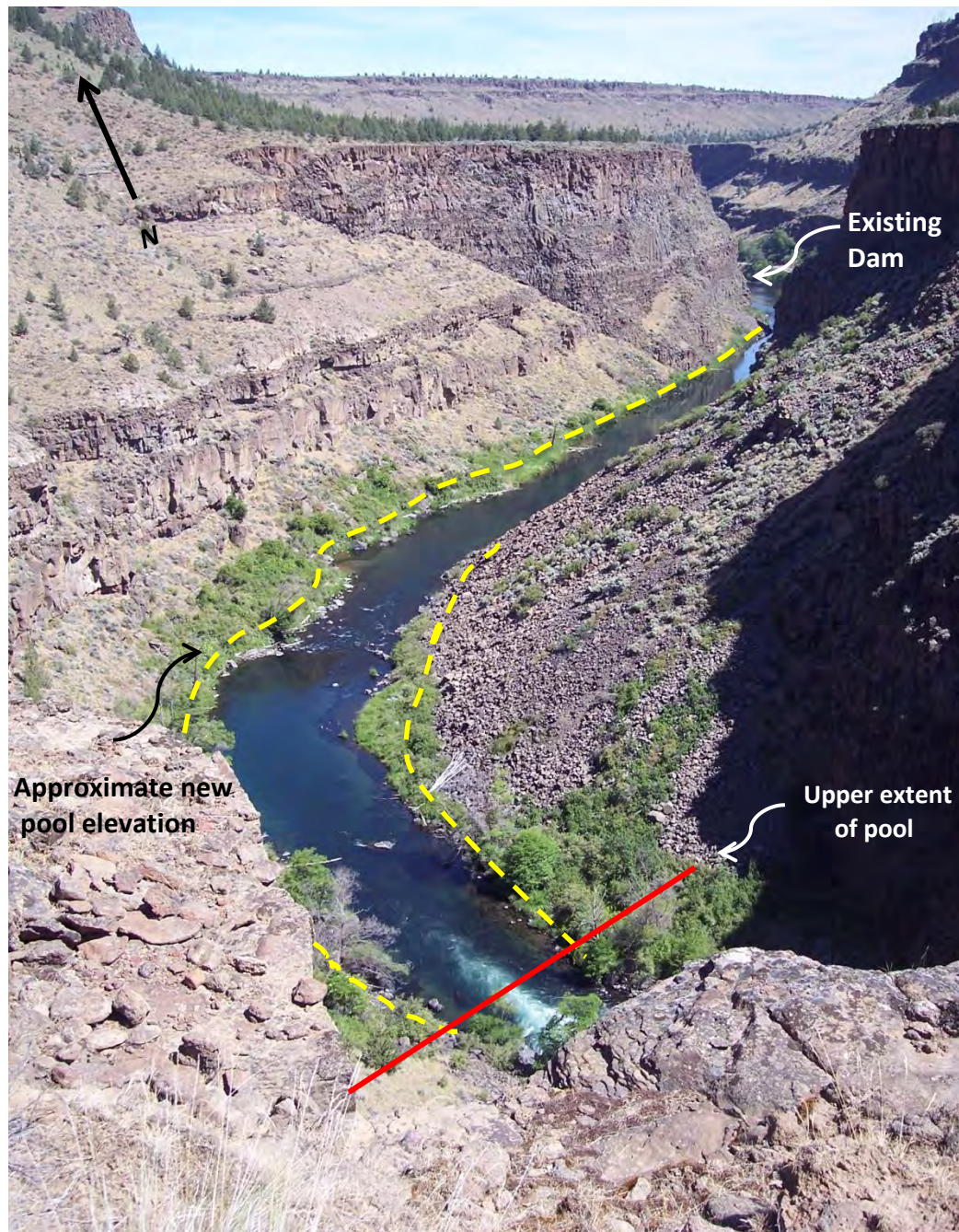
**KOP #2** – is from the river and viewable from a floating device near the take out point and above the dam/fish ladder. Location: Latitude - 44 29 08.68 N, Longitude - 121 17 54.68 W.





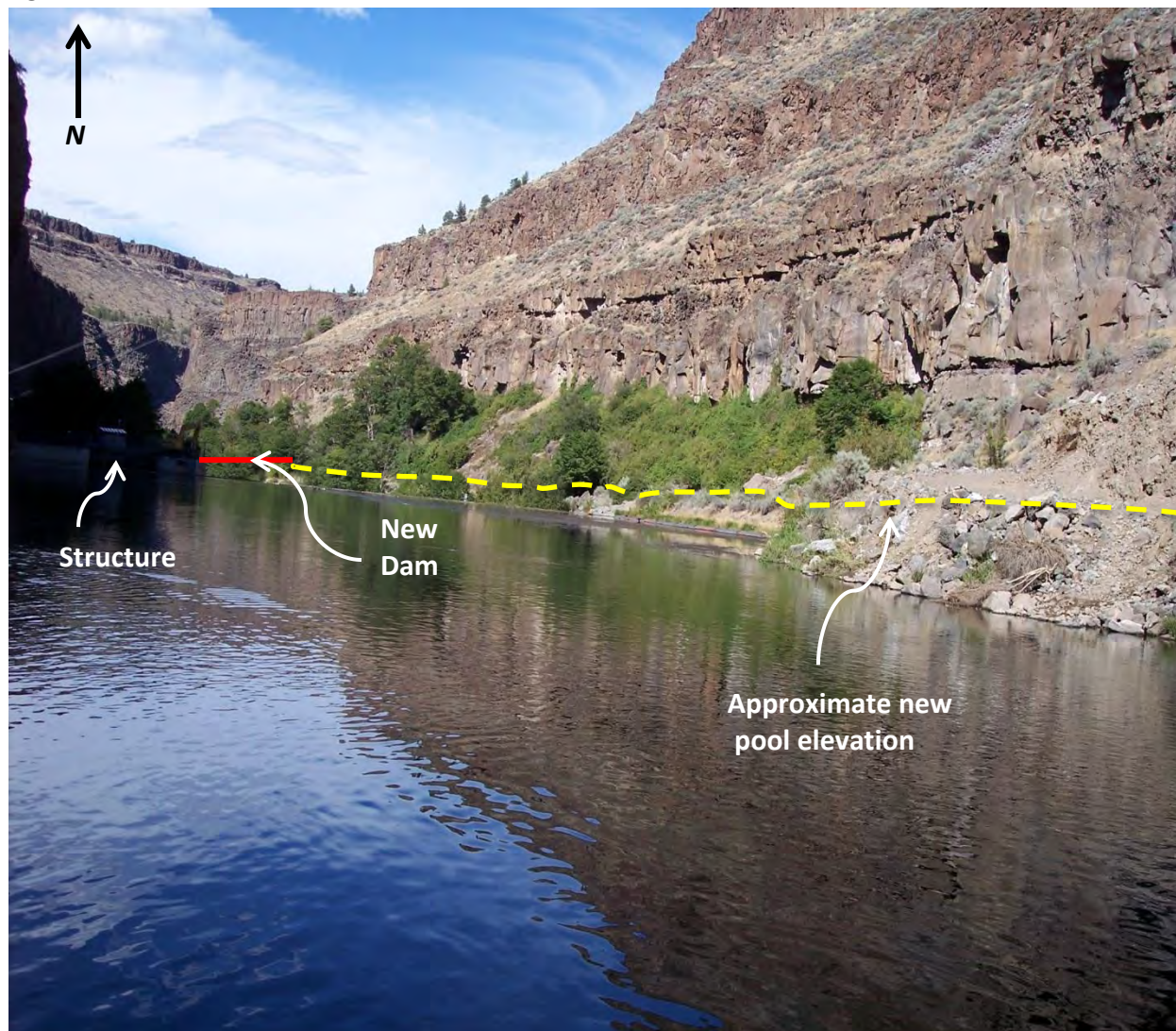
## Visual Simulations:

### KOP #1





**KOP #2**



Opal Springs Hydroelectric Project  
Madras, OR

7

**Contrast Ratings:**

Form 8400-4 (September 1985)		UNITED STATES DEPARTMENT OF THE INTERIOR BUREAU OF LAND MANAGEMENT  <b>VISUAL CONTRAST RATING WORKSHEET</b>		Date <u>August 4, 2015</u> District <u>Prineville District</u> Resource Area _____ Activity (program) _____											
SECTION A. PROJECT INFORMATION															
1. Project Name <u>Opal Springs Hydroelectric Project</u>		4. Location Township <u>13S</u> Range <u>12E</u> Section <u>4</u>		5. Location Sketch											
2. Key Observation Point: <u>#1 - Otter Bench</u>															
3. VRM Class															
SECTION B. CHARACTERISTIC LANDSCAPE DESCRIPTION															
1. LAND/WATER		2. VEGETATION		3. STRUCTURES											
FORM	Land: bold, steep, rugged, complex Water: narrow, linear, contrasting	narrow, linear, contrasting		N/A											
LINE	Land: bold, rugged, complex Water: bold, simple	bold, simple		N/A											
COLOR	Land: subtle/warm, light/dark, yellow/brown Water: brilliant, dark blue	brilliant, green		N/A											
TEXTURE	Land: coarse/medium, rough, random Water: fine, smooth	medium, smooth, directional		N/A											
SECTION C. PROPOSED ACTIVITY DESCRIPTION															
1. LAND/WATER		2. VEGETATION		3. STRUCTURES											
FORM	Land: bold, steep, rugged, complex Water: narrow, linear, contrasting	narrow, linear, contrasting		N/A											
LINE	Land: bold, rugged, complex Water: bold, simple	bold, simple		N/A											
COLOR	Land: subtle/warm, light/dark, yellow/brown Water: brilliant, dark blue	brilliant, green		N/A											
TEXTURE	Land: coarse/medium, rough, random Water: fine, smooth	medium, smooth, directional		N/A											
SECTION D. CONTRAST RATING <input type="checkbox"/> SHORT TERM <input checked="" type="checkbox"/> LONG TERM															
DEGREE OF CONTRAST		FEATURES								2. Does project design meet visual resource management objectives? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No (Explain on reverse side)					
		LAND/WATER BODY (1)				VEGETATION (2)						STRUCTURES (3)			
		Strong	Moderate	Weak	None	Strong	Moderate	Weak	None	Strong	Moderate	Weak	None	3. Additional mitigating measures recommended <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No (Explain on reverse side)	
ELEMENTS															
Form					X				X				X	Evaluator's Names _____ Date <u>8/19/2015</u>  Roger Borine	
Line					X				X				X		
Color					X				X				X		
Texture					X				X				X		
														Rel. 8-50 1/17/86	

---

**SECTION D. (Continued)**

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**Comments from item 2.**

The project design meets the VRM objectives when viewed from KOP #1:

1. VRM II: Uplands are retained. The upland/riparian fringe will reestablish naturally in a short time period (3-7 years).
2. VRM III: The pool will be raised 6 feet and the shoreline will be flooded near the dam and grading to 0 feet to the end of the pool where there will be no impact. The river rapid at the upper end of the pool will be partially flooded during high water levels. The reservoir pool will be +/- 25% larger and once flooded will not be noticeable.
3. VRM III: The existing character of the landscape will be retained. The lower 6 ft of the cliff and talus slopes will be inundated, but the landscape above is the same and will remain intact.

---

**Additional Mitigating Measures (See item 3)**

The pool will be raised approximately 6 feet at the dam. The downstream shoreline is primarily cliffs and talus slopes where there will be no visual impact from KOP #1. Moving upstream to the end of the pool vegetation is flooded by 4 to 0 feet of water. Some vegetation will die and others will flourish. Sediment from the watershed will be deposited along the shoreline and colonizing species will establish. Note: the existing vegetation is a result of similar circumstances when the original dam was built and then again when it was lifted to a higher elevation. We can expect the same conditions to exist and riparian vegetation will naturally become established.

No mitigating measures are recommended.

---

U.S. GOVERNMENT PRINTING OFFICE: 1987-10-10/10000

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Rel. 8-30  
1/17/86

Opal Springs Hydroelectric Project  
Madras, OR

9

Form 8400-4 (September 1985)		UNITED STATES DEPARTMENT OF THE INTERIOR BUREAU OF LAND MANAGEMENT		Date <u>August 4, 2015</u> District <u>Prineville District</u> Resource Area _____ Activity (program) _____											
<b>VISUAL CONTRAST RATING WORKSHEET</b>															
<b>SECTION A. PROJECT INFORMATION</b>															
1. Project Name <u>Opal Springs Hydroelectric Project</u>		4. Location Township <u>12S</u> Range <u>12E</u> Section <u>33</u>		5. Location Sketch											
2. Key Observation Point <u>#2- Dam Site</u>															
3. VRM Class															
<b>SECTION B. CHARACTERISTIC LANDSCAPE DESCRIPTION</b>															
	1. LAND/WATER	2. VEGETATION	3. STRUCTURES												
FORM	Land: bold, steep, rugged, complex Water: wide, linear, contrasting	narrow, linear, contrasting	small, rectangular												
LINE	Land: bold, rugged, complex Water: bold, simple	bold, simple	geometric												
COLOR	Land: subtle/warm, light/dark, yellow/brown Water: brilliant, dark blue	brilliant, green	gray												
TEXTURE	Land: coarse/medium, rough, random Water: fine, smooth	medium, smooth, directional	ordered												
<b>SECTION C. PROPOSED ACTIVITY DESCRIPTION</b>															
	1. LAND/WATER	2. VEGETATION	3. STRUCTURES												
FORM	Land: bold, steep, rugged, complex Water: wide, linear, contrasting	narrow, linear, contrasting	small, rectangular												
LINE	Land: bold, rugged, complex Water: bold, simple	bold, simple	geometric												
COLOR	Land: subtle/warm, light/dark, yellow/brown Water: brilliant, dark blue	brilliant, green	dark brown												
TEXTURE	Land: coarse/medium, rough, random Water: fine, smooth	medium, smooth, directional	ordered												
<b>SECTION D. CONTRAST RATING</b> <input type="checkbox"/> SHORT TERM <input checked="" type="checkbox"/> LONG TERM															
DEGREE OF CONTRAST		FEATURES								2. Does project design meet visual resource management objectives? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No (Explain on reverse side)					
		LAND/WATER BODY (1)				VEGETATION (2)						STRUCTURES (3)			
		Strong	Moderate	Weak	None	Strong	Moderate	Weak	None	Strong	Moderate	Weak	None	3. Additional mitigating measures recommended <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No (Explain on reverse side)	
ELEMENTS	Form			X					X			X			
	Line			X					X			X			
	Color			X					X			X			
	Texture			X					X			X			
		Evaluator's Names _____ Date <u>8/19/2015</u> <u>Roger Borine</u>													
		Rel. 8-50 1/17/86													

---

**SECTION D. (Continued)**

---

**Comments from item 2.**

The project design meets the VRM objectives when viewed from KOP #2 while in a floating device from the middle of the pool above the dam:

1. VRM II: Uplands are retained. The shoreline is cliff and talus slopes.
2. VRM III: The pool will be raised 6 feet and the shoreline will be flooded near the dam. The water will cover existing basalt cliffs and talus slopes. The remaining cliffs and talus will be visually identical for several hundred feet upward.
3. VRM III: The existing character of the landscape will be retained. The lower 6 ft of the cliff and talus slopes will be inundated, but the landscape above is the same and will remain intact. After flooding, the upland/riparian fringe will reestablish naturally in a short time period (3-7 years).

---

**Additional Mitigating Measures (See item 3)**

The existing small control tower on the existing dam will be raised. View of this structure can be mitigated with a dark brown color paint.

No additional mitigating measures are recommended.

---

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Rel 8-30  
1/17/86



## Comments on VRM Analysis – Opal Springs Hydroelectric Project

Greg Currie, BLM Prineville District

September 3, 2015

I reviewed two documents: 1) Opal Springs Hydroelectric Project FERC No. 5891, Draft Environmental Assessment; and 2) VRM Analysis, August 21, 2015 document, by Roger Borine, Sage West, LLC. These will be referred to in my comments as Documents 1 and 2 respectively.

### **Document 1**

#### Page 9, Section 4.1.1

1. It would help to clarify that what is described is the *EXISTING* project facilities. Applicant may want to identify if these are on private land or on BLM managed lands as well. I suspect most are on private land.

#### Page 23, Section 4.3.2

1. The EA needs to have a better description of the built structures associated with this project. Enough of a description needs to occur so an analysis of the visual impacts of the new facilities can be made, particularly the color and texture contrasts created by additional built features in the canyon. A description of the scale, materials used and colors are needed. What materials and color is the Obermeyer Weir? What material, color and height of the fish ladder? What will the material and height of the spillways be?

2. I recommend including photographs of representative type structures/materials at a minimum. A photo of the existing site setting where the new construction will take place would be useful as well.

#### 6.8.1.3 Aesthetic/Visual Resources

1. Delete the last part of the first paragraph that describes State Scenic Hwy 27 and National Backcountry Byway. This is not pertinent to the project since this section of the river is 20 miles away from the project area.

2. Existing Setting section should include description of viewers, who accesses the area (hikers on rim, particularly to the west at Otter Bench Trail system, and paddlers who take out above the existing dam). I would characterize the Otter Bench Trail system as moderately popular, but access is somewhat limited by its location at the far north end of Crooked River Ranch. Some characterization of the levels of boating use on the river would be helpful. My understanding is it isn't used year round and is relatively low volumes of use. If people are travelling downstream to reach Lake Billy Chinook, they are near the end of the run, and have to pass through private land with many structures, including under at least one bridge? So the expectation for a wholly natural setting likely doesn't exist.

3. Some description of the existing setting should include the relative amount of built features seen from the project site, and how much of this occurs on private land vs. BLM managed lands. It's important to note the relative scale and depth of the canyon, and the dominance of the geology in relation to the scale of the existing project facilities. The existing environment section should capture what can be seen and how dominant the existing facilities are in this setting. Bottom line for me, there are considerable facilities on private land, and much less on BLM managed lands – these are noticeable as one travels through the canyon, yet the canyon itself and the water are such dominant features, the area still is quite scenic.

4. Incorporate some of the descriptions of form, line, color and texture from Section B, Contrast Rating worksheets contained in Document 2.

5. Include some description of how people use the area, particularly boaters who take out here (or reference this info from the recreation section). If boaters generally portage around the facility to continue downstream to Lake Billy Chinook, it would be useful to state the legal status of this travel (i.e., occurs under the permission of the facility operator?), and also to recognize that these visitors pass by facilities located wholly on private lands. In the later environmental assessment, it should be noted that to make this full journey, visitors must pass through a considerable amount of facilities on private land, and therefore their expectations might not be for a fully pristine, unaltered landscape.

#### 6.8.2.1.1 Direct and Indirect Effects

Construction effects – additional equipment during construction operations for what amount of time (months?) and what season.

Are vegetation impacts as existing riparian veg gets flooded out identified as a short term (5 years or less) impact? Need to identify if this is short or long term effect.

There is no discussion of impacts of built features such as the weir, spillways and fish ladders. Need this, in order to determine, what, if any mitigation should be applied (colors and textures for the most part).

Draft states on Page 79 that results of BLM's proposed survey of aesthetic/visual resources will be used when available. Not sure what this means. Results have to be included in the EA.

### **Document 2**

#### Project area map (first page)

Very difficult to read. Doesn't work well without being much larger, full page map.

#### VRM Objectives (first page)

I would use the complete text from the BLM Manual for these descriptions:



VRM Class II – The objective of this class is to retain the existing character of the landscape. The level of change to the characteristic landscape should be low. Management activities may be seen, but should not attract the attention of the casual observer. Any changes must repeat the basic elements of form, line, color and texture found in the predominant natural features of the characteristic landscape.

VRM Class III – The objective of this class is to partially retain the existing character of the landscape. The level of change to the characteristic landscape should be moderate. Management activities may attract attention, but should not dominate the view of the casual observer. Changes should repeat the basic elements found in the predominant natural features of the characteristic landscape.

VRM Class IV – The objective of this class is to provide for management activities which require major modification of the existing character of the landscape. The level of change to the characteristic landscape can be high. These management activities may dominate the view and be the major focus of viewer attention. However, every attempt should be made to minimize the impact of these activities through careful location, minimal disturbance, and repeating the basic elements.

#### Key Observation Point Map, page 2

You may want to label existing reference points such as the existing dam and show BLM/Pvt boundaries.

#### KOP 1, page 3 – good choice for KOP

#### KOP 2, page 4

Would fish ladder be visible from this location? Need to identify that in the analysis. This KOP represents the view for a paddler, who would then move slightly downstream and take out on the east shore and pass by the fish ladder (is this a correct assumption?). If correct, then there should be some discussion of the impacts from those structural elements and consideration of potential mitigation. Again, impacts should be discussed in light of the various other built features that will be seen as visitors move downstream.

#### KOP #1, page 5, Contrast Rating worksheet

1. Need to identify applicable VRM Class on the worksheet (box 3)
2. I would identify the short term impact of vegetation disturbance as pool elevations increase. There would be a short term decrease in bright green color and fine to moderate texture of riparian vegetation? The impact is not significant because it is short term. Otherwise, a good description of effects.
3. I also suspect the scale and dominance of the water in the landscape would be slightly higher under the proposed action (+/- 25%).

#### KOP #2, page 7, Contrast Rating Worksheet

1. Need to identify applicable VRM Class on the worksheet (box 3)
2. Characteristic Landscape Description – Land/Water (color): seems to me there is a significant amount of basalt cliffs/talus slopes that are various shades of gray to black depending on lighting/shadow on the canyon walls.
3. A little more description of effects/introduced contrast of structures is needed. What color is the fish ladder? Is the material reflective? Galvanized? The color of the weir bags has to be identified. I assume they are black, which is good in terms of less contrast. There's not enough info to really get at whether the impact of facilities is weak or moderate for color or texture. I would also identify the color of the roof for any structure and include the roof color as something we will select appropriate colors for.
4. Brown might work as a mitigating color, but certainly something with a significant amount of gray in it would help. I would add to the mitigation that BLM will conduct a site specific color matching on site using BLM Standard Environmental Colors to select appropriate colors for facilities. If the fish ladder is galvanized metal, we may want to discuss how dark it is, and if the side facing the river can be treated to minimize reflectivity or partially screen it.

KOP #2, page 8, Contrast Rating Worksheet

The view of the control tower structure cannot be mitigated by paint. The color contrast could be mitigated through appropriate paint color. A terminology issue mostly.



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Document Content(s)

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**ATTACHMENT D**

**ORDER AMENDING LICENSE (MAY 2018)**

**163 FERC ¶ 62,084**

**UNITED STATES OF AMERICA  
FEDERAL ENERGY REGULATORY COMMISSION**

Deschutes Valley Water District

Project No. 5891-009

**ORDER AMENDING LICENSE, APPROVING FISH PASSAGE FACILITIES,  
AND AMENDING ANNUAL CHARGES**

(Issued May 9, 2018)

1. On October 8, 2015, as revised on October 31, 2017, and supplemented on December 14, 2017, Deschutes Valley Water District, licensee for the Opal Springs Hydroelectric Project, filed an application to amend its license to increase the normal maximum reservoir elevation by 3 feet, construct fish passage facilities, and to include provisions contained in a Settlement Agreement regarding these facilities. The project is located on the Crooked River in Jefferson County, Oregon and occupies lands of the United States administered by the Bureau of Land Management (BLM).

**I. BACKGROUND**

2. As licensed, the project works consist of: (1) a 21-foot-high, 200-foot-long concrete capped rockfill diversion dam creating a pool with a storage capacity of 58 acre-feet and an area of 5.7 acres at normal maximum pool elevation of 2005 feet; (2) a 44-foot by 33-foot rectangular concrete intake structure 32 feet in height located on the left abutment of the diversion dam; (3) two 12.5-foot diameter, 1,157-foot-long buried corrugated metal conduits; (4) a 30-foot-diameter steel surge tank-bifurcator; (5) a 16-foot-diameter, 160-foot-long steel penstock; (6) two existing turbine-driven irrigation pumps, one rated at 175 and the other at 480 horsepower; (7) a powerhouse containing one 4.3 megawatt (MW) generating unit; (8) a 250-foot-long, 20.8-kilovolt (kV) underground transmission line interconnecting to the Pacific Power and Light transmission system; and (9) appurtenant facilities.<sup>1</sup>

3. The licensee requests an amendment to the project license<sup>2</sup> to assist reintroduction of anadromous fish to the upper Deschutes River basin. Fish passage facilities were

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<sup>1</sup> As amended in an Order Approving Revised Exhibits A, F, and G. *Deschutes Valley Water District*, 35 FERC ¶ 62,029 (1986).

<sup>2</sup> *Deschutes Valley Water District*, 21 FERC ¶ 62,173 (1982).



installed in 2007 by Portland General Electric Company for the downstream Pelton Round Butte Project (Project No. 2030) making the Opal Springs Project a fish passage barrier on the Crooked River, one of the three major tributaries upstream of the Pelton Round Butte Project. Additionally, multiple agencies and interested organizations have systematically addressed other barriers to fish passage in the Crooked River subbasin upstream of the Opal Springs Project. Providing fish passage at the Opal Springs Project would open passage barriers in the lower Crooked River subbasin.

4. Steelhead and Chinook salmon began returning to the vicinity of the Opal Springs Project in 2012, and bull trout, a species listed under the Endangered Species Act (ESA), is present below the project within critical habitat. In response to a request from the Oregon Department of Fish and Wildlife (Oregon DFW), the licensee has been passing fish above the project through a trap-and-haul effort since 2012, however, the licensee is pursuing a more long-term solution to fish passage at the project with its proposed amendment.

5. In consultation with relevant government agencies and stakeholders, the licensee developed a Settlement Agreement concerning the construction and maintenance of fish passage facilities at the project. The Settlement Agreement, signed by the Parties on October 1, 2015, is included in the revised October 31, 2017 amendment application filed with the Commission.<sup>3</sup>

## **II. LICENSEE'S PLAN**

6. The licensee requests that the Commission amend its license to include provisions agreed to in the Settlement Agreement. These provisions include increasing the normal maximum pool elevation and storage capacity of the reservoir, including new fish passage facilities, and specific details regarding the operation and maintenance of the proposed fish passage facilities.

7. The 2015 Settlement Agreement includes requirements that the licensee:

- 1) construct a fish ladder to provide passage into the Crooked River for anadromous and migratory fish;
- 2) raise the maximum operating reservoir elevation;
- 3) establish a water credit system;
- 4) implement a monitoring and evaluation program for assessing fish passage performance;
- 5) adaptively manage the project to meet fish passage performance objectives;
- 6) implement a Fish Passage and Protection Plan;
- 7) provide annual reports;
- 8) provide inspection rights to members of a fish passage work group; and
- 9) comply with construction requirements.

Certain administrative conditions are also proposed by

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<sup>3</sup> Signatories to the Settlement Agreement include: the licensee; U.S. Fish and Wildlife Service; Bureau of Indian Affairs; Bureau of Land Management; National Marine Fisheries Service; Oregon DFW; and Trout Unlimited.

the licensee in its amendment application including revising its project description and certain exhibits. Details of the licensee's amendment request are discussed in more detail below.

#### **A. Proposed Modifications**

8. As stated above, the licensee intends to construct a fish ladder and to increase the normal maximum pool elevation of the project reservoir. Specifically, the licensee is requesting to increase the normal maximum pool elevation from 2004.21 feet National Geodetic Vertical Datum of 1929 (NGVD 1929) to 2,007.21 feet NGVD 1929. The licensee's application states that the increase would allow for the establishment of a water bank that would be used to facilitate upstream and downstream fish passage. By increasing the maximum normal pool elevation, the reservoir storage capacity would also increase, from 106.4 to 119 acre-feet, with the surface area increasing from 11.1 to 14.4 acres.

9. The increased reservoir elevation would enable the licensee to establish a water bank, which it refers to as the Bypass Flow Accrual Account (BFAA). Management of the BFAA would be the responsibility of the licensee; however, the water bank would be available for use upon request from the Fish Managers,<sup>4</sup> based on a BFAA annual allocation plan that would be developed in consultation with all parties to the Settlement Agreement. When requested by the Fish Managers, the licensee would provide supplemental flows in the project bypass reach.

10. The licensee states that the proposed reservoir level increase and establishment of the associated water bank would better enable it to operate the proposed vertical slot fish ladder,<sup>5</sup> which would be designed to provide passage for endangered bull trout and anadromous summer steelhead populations, although the licensee anticipates use by other anadromous salmonids. The 31.2-foot-high fish ladder would be located on the right abutment of Opal Springs Dam. The ladder entrance location was determined in consultation with the resource agencies, and would be positioned to utilize existing water flow patterns to negate the need for a piped auxiliary water supply. The licensee would supplement attraction flows from the ladder entrance with 20 cubic foot per second (cfs) of spill from Gate No. 4, which is located immediately adjacent to the proposed fish ladder location. The ladder exit would have a single exit pool in the project forebay.

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<sup>4</sup> The Fish Managers include the Oregon DFW and the Confederated Tribes of the Warm Springs Reservation of Oregon.

<sup>5</sup> A vertical slot fish ladder contains slots, or baffles, set at regular intervals along the length of the fish ladder to create a series of pools through which fishes swim up and around an obstacle.

11. The licensee also proposes the use of a temporary adult fish trap to monitor and evaluate the success of the proposed fish ladder and to demonstrate that the Settlement Agreement requirements have been met. The trap would be located within the ladder, in the channel upstream before the exit pool. Additionally, the ladder would be built to accommodate future monitoring and evaluation provisions, including a future fish-counting system, to be designed by the licensee, and potential passive integrated transponder (PIT) tag detectors. These monitoring and evaluation provisions would be developed and reviewed in consultation with a Fish Passage Working Group (FPWG) as specified in the Settlement Agreement.<sup>6</sup>

12. The licensee proposes to amend the project boundary around the reservoir to reflect the increased reservoir elevation, by raising the project boundary to follow the 2,010.21 NGVD 1929 contour. The amended project boundary would accommodate the area necessary for the proposed fish passage facility and increase in reservoir elevation.

13. The licensee would manage the reservoir elevation and water releases via a section of fixed wooden flashboards and one pneumatic crest gate, which together, would span the crest of the dam. The single pneumatic crest gate would be located on the right abutment, adjacent to the proposed fishway. This gate would be used to provide instream flow releases, BFAA releases, and additional fish ladder attraction flows. A concrete-lined spillway chute would be located immediately downstream and would be used to safely deliver fish downstream into the tailwater pool.

14. The project would continue to be operated as a run-of-river facility, and the licensee does not propose any changes to established minimum flow requirements, pursuant to Article 36 of the project license.

15. Upon implementing the proposed modifications, the licensee intends to monitor and evaluate its success. Specifically, the licensee would monitor fish migrating through the project area to assess the fish ladder efficiency, inform adaptive management decisions related to the BFAA, and determine whether additional fish passage measures would be necessary to achieve the biological performance objectives defined in the Fish Passage and Protection Plan, located in Appendix B of the Settlement Agreement and filed with the Commission on December 14, 2017. The plan contains criteria for both upstream and downstream passage, which would be implemented in 5-year monitoring

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<sup>6</sup> The Fish Passage Working Group includes representatives from all signatories to the Settlement Agreement: the licensee; U.S. Fish and Wildlife Service; Bureau of Indian Affairs; Bureau of Land Management; National Marine Fisheries Service; Oregon DFW; and Trout Unlimited. The Confederated Tribes of the Warm Springs Reservation of Oregon (CTWS) may participate in the FPWG, however, they are not a Party to the Settlement Agreement at this time.

intervals. Monitoring would begin upon the completion of the fish ladder and reservoir elevation increase.

16. As agreed upon in the Settlement Agreement, the licensee's application details upstream passage performance objectives and standards for steelhead, Chinook salmon, and bull trout. The licensee proposes to implement an adaptive management approach in order to meet these objectives and standards working in consultation with the FPWG. The licensee outlines tiered response measures to be implemented throughout the first 15 years, as appropriate, to optimize fish passage efficiency. The licensee notes that Appendix B of the Settlement Agreement also identifies modifications to the use of the BFAA, spill gate operation, and trash rack modifications as potential adaptive management tools that would only be implemented after approval by the FPWG.

17. With the proposed modifications, the project description would be revised as follows:

Project works consisting of (1) a 21-foot-high, 200-foot-long, concrete-capped, rockfilled diversion dam, controlled with a single, fixed flashboard creating a pool with a storage capacity of 119 acre-feet and an area of 14.4 acres at normal maximum pool elevation of 2,007.21 feet NGVD 29; (2) a 30-cfs vertical slot ladder; (3) a 44-foot by 33-foot, rectangular, concrete intake structure 34 feet tall located on the left abutment of the diversion dam; (4) two 12.5-foot-diameter, 1,157-foot-long, buried, corrugated-metal conduits; (5) a 30-foot-diameter, steel bifurcator in the surge tank; (6) a 16-foot-diameter, 160-foot-long, steel penstock; (7) two existing turbine-driven irrigation pumps, one rated at 175 horsepower and the other at 480 horsepower; (8) a powerhouse containing one 4.3-MW generating unit; (9) a 250-foot-long, 69.5 kV, overhead transmission line interconnecting with the Pacific Power and Light transmission system; and (10) appurtenant facilities.

### **III. CONSULTATION**

18. The licensee followed the consultation process required by section 4.38 of the Commission's regulations.<sup>7</sup> The licensee began discussions with agencies and other interested stakeholders in 2008 regarding fish passage options at the project. In October 2011, the Parties signed a Settlement Agreement, which was subsequently revised on October 1, 2015, to reflect a more current understanding of the proposed facilities and their operation. The Settlement Agreement also specifies actions the Parties undertook to develop the amendment application and to implement the provisions of the Settlement Agreement throughout the term of the amended license.

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<sup>7</sup> 18 C.F.R. § 4.38 (2017).

19. On January 19, 2012, Commission staff designated the licensee as its non-federal representative to conduct consultation under section 7 of the Endangered Species Act (ESA) with the U.S. Fish and Wildlife Service (FWS) and the National Marine Fisheries Service (NMFS). On February 7, 2012, the licensee held a public meeting to discuss plans for an amendment to the license to install fish passage facilities. The licensee performed a number of studies to further develop its amendment application. These studies included taking water quality samples from the project forebay and tailrace, fish passage designs, and fish passage studies including downstream fish passage survival and swim speed analyses.

20. The licensee prepared a draft applicant-prepared Environmental Assessment and draft Biological Assessment and requested comments from resource agencies on July 13, 2015. The licensee filed its amendment application with the Commission on October 8, 2015, including and addressing comments it had received from these resource agencies. As discussed in more detail below, after discussions with Settlement Agreement Parties, on October 31, 2017, the licensee filed a revised amendment application that included changes to proposed fish passage facilities and reservoir elevation levels. The licensee further supplemented its application by filing on December 14, 2017, a revised Fish Passage and Protection Plan, as required by the Settlement Agreement to more accurately reflect the revised amendment application.

#### **IV. PUBLIC NOTICE**

21. Commission staff issued a public notice of the amendment application on November 5, 2015. Oregon Department of Water Resources (Oregon DWR) filed a motion to intervene in the proceeding on December 22, 2015. Oregon DWR filed the motion and stated that, at the time of public noticing, the licensee was in the process of amending its water rights permit with the agency to be consistent with the license amendment application. On December 29, 2015, the Department of the Interior filed a motion to intervene on behalf of the FWS and the Bureau of Indian Affairs (BIA), given that these bureaus are signatories to the Settlement Agreement.

22. On December 31, 2015, Oregon DFW filed a motion to intervene as well as recommendations pursuant to section 10(j) of the Federal Power Act (FPA). Trout Unlimited filed a motion to intervene in the proceeding on January 4, 2016. Also on January 4, 2016, NMFS and FWS filed motions to intervene and provided preliminary recommendations pursuant to section 10(j) of the FPA as well as preliminary fishway prescriptions pursuant to section 18 of the FPA.

23. Ochoco Irrigation District and the North Unit Irrigation District, through joint counsel, filed motions to intervene in the proceeding on January 4, 2016. Oregon Department of Environmental Quality (Oregon DEQ) filed a motion to intervene on January 5, 2016.

24. On December 19, 2016, the licensee informed the Commission that project cost estimates related to constructing the proposed fish passage facilities were significantly higher than anticipated. It therefore requested the Commission hold its amendment application in abeyance until such time that alternative plans for fish passage could be worked out with the Parties to the Settlement Agreement. On December 21, 2016, Commission staff issued a letter placing the licensee's October 8, 2015 amendment application in abeyance and requiring the licensee to inform the Commission by February 1, 2017, of discussions with the Settlement Agreement Parties regarding the funding matter and its plan for the amendment application.

25. On January 30, 2017, and March 28, 2017, the licensee informed the Commission that it was still working with Settlement Agreement Parties to resolve funding concerns and to negotiate alternative fish passage plans and requested the Commission continue to hold its October 8, 2015 application in abeyance. Commission staff issued letters on February 14, 2017, and April 5, 2017, stating that the October 8, 2015 amendment application would continue to be held in abeyance and requested that the licensee inform the Commission of its plans for the application by December 31, 2017.

26. On October 31, 2017, the licensee informed the Commission of its request to lift the abeyance of the amendment application and for its modified version of the application filed the same day to be considered as its final and complete application. Commission staff issued a public notice of the October 31, 2017 application on December 12, 2017. In the notice, Commission staff stated that the revised application remains a part of the original proceeding; therefore, interveners to the original proceeding need not refile motions to intervene.

27. In response to the notice, FWS filed a revised Biological Opinion on December 27, 2017, and filed, on January 9, 2018, revised comments, recommendations pursuant to section 10(j) of the FPA, and fishway prescriptions pursuant to section 18 of the FPA. On January 9, 2018, the licensee filed a letter dated December 13, 2017, from Oregon DEQ discussing modifications to an October 26, 2016 Water Quality Certificate (WQC) in light of revisions to the licensee's plans to install fish passage facilities. The December 13, 2017 letter included a modified WQC. On January 11, 2018, Oregon DFW filed a motion to intervene and revised section 10(j) recommendations. On January 12, 2018, NMFS filed comments and modified section 10(j) recommendations and section 18 fishway prescriptions. On April 9, 2018 FWS, and on April 10, 2018 NMFS, filed final section 10(j) recommendations and final section 18 fishway prescriptions.

## **V. ENVIRONMENTAL REVIEW**

28. The licensee prepared a draft Environmental Assessment (EA) for the proposed fishway and included it in its October 8, 2015 license amendment application. Commission staff reviewed the draft EA and adopted it as the Commission's EA as described in a public notice issued on April 4, 2016. The licensee subsequently revised

its draft EA and included it in the revised amendment application filed with the Commission on October 31, 2017. Commission staff issued another public notice on January 18, 2018, which again, stated that the licensee's revised draft EA was adopted as the Commission's revised EA.

29. In response to the Commission's public notice adopting the revised EA, Oregon DEQ filed comments with the Commission on February 15, 2018, noting that it had issued a modified WQC on December 13, 2017, for the amendment application. The licensee filed the modified WQC with the Commission on December 13, 2017.

30. On February 2, 2018, FWS filed a statement with the Commission that it had no comments on the revised EA. No other comments were received in response to the Commission's public notice of the revised EA.

31. The proposed amendment to the license for the Opal Springs Project is subject to requirements under the FPA and other applicable statutes. The major applicable regulatory and statutory requirements are described in the following sections.

#### **A. Federal Power Act**

##### **1. Section 18 Fishway Prescriptions**

32. Section 18 of the FPA<sup>8</sup> states that the Commission is to require construction, operation, and maintenance by a licensee of such fishways as may be prescribed by the Secretaries of the U.S. Department of Commerce (Commerce) or the U.S. Department of the Interior (Interior).

33. On January 4, 2016, FWS and NMFS provided preliminary section 18 fishway prescriptions. On January 9, 2018, and January 12, 2018, respectively, FWS and NMFS filed revised fishway prescriptions in response to the revised amendment application. On April 10, 2018, NMFS filed final section 18 fishway prescriptions. On April 9, 2018, FWS filed a statement that its fishway prescriptions filed January 9, 2018, are its final prescriptions.

34. In their final fishway prescriptions, NMFS and FWS further clarified that the revised Fish Passage and Protection Plan filed with the Commission on December 14, 2017, should be implemented in accordance with the Settlement Agreement's proposed license article 1. The final fishway prescriptions are consistent with the Settlement Agreement. Appendix C and D of this order includes the FWS and NMFS fishway prescriptions, respectively.

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<sup>8</sup> 16 U.S.C. § 811 (2012).

35. As part of the fishway prescriptions provided by FWS and NMFS, both agencies request reservation of authority to modify their prescriptions based on new information. Article 55 has been added to the license to reserve this authority.

## **2. Section 10(j) Recommendations**

36. Section 10(j)(1) of the FPA<sup>9</sup> requires the Commission, when issuing a license, to include conditions based on recommendations by federal and state fish and wildlife agencies submitted pursuant to the Fish and Wildlife Coordination Act,<sup>10</sup> to "adequately and equitably protect, mitigate damages to, and enhance fish and wildlife (including related spawning grounds and habitat)" affected by the project.

37. Oregon DFW filed recommendations pursuant to section 10(j) of the FPA on December 31, 2015, as revised on January 11, 2018, due to the revised amendment application. In summary, Oregon DFW recommends the licensee fully implement the fish passage related measures specified in section 4 and Appendices A and B of the Settlement Agreement. Ordering paragraph (K) below, incorporates the proposed license articles for the Settlement Agreement into the license. Therefore, this order is consistent with Oregon DFW's 10(j) recommendations.

38. FWS and NMFS also filed recommendations pursuant to section 10(j) of the FPA on January 9, 2018 and April 10, 2018, respectively. FWS recommends the licensee implement proposed license article 3 from the Settlement Agreement that would establish a Fish Passage Work Group. NMFS's 10(j) recommendation also includes establishing and convening a fish passage working group for the purpose of consulting on all aspects of the Settlement Agreement, associated license articles, and the Fish Passage and Protection Plan. These recommendations are consistent with proposed license article 3 of the Settlement Agreement and adopted as new license Article 46 in this order.

## **B. Clean Water Act**

39. Under section 401(a) of the Clean Water Act (CWA),<sup>11</sup> the Commission may not authorize construction or operation of a hydroelectric project that may result in a discharge from the project unless the state water quality certifying agency either has issued water quality certification for the project or has waived certification by failing to act on a request for certification within a reasonable period of time, not to exceed one

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<sup>9</sup> 16 U.S.C. § 803(j)(1) (2012).

<sup>10</sup> 16 U.S.C. §§ 661 *et seq.* (2012).

<sup>11</sup> 33 U.S.C. § 1341(a) (2012).



year. Section 401(d) of the CWA provides that the certification shall become a condition of any federal license that authorizes construction or operation of the project.<sup>12</sup>

40. The Oregon DEQ issued a WQC on October 26, 2016, which was revised on December 13, 2017. The WQC contains provisions that the licensee construct, operate, and maintain fish passage facilities, and create a BFAA in accordance with the Settlement Agreement. Additionally, the WQC includes requirements to create a Water Quality Management Plan to include dissolved oxygen, pH, and temperature monitoring conditions. The WQC is attached in Appendix A of this order and incorporated into the license by ordering paragraph (G).

41. The WQC requires plans and reports which should also be filed with the Commission. These plans include the Water Quality Management Plan required by condition 1; annual dissolved oxygen, pH, and temperature monitoring reports required by conditions 4, 5, and 6; and an adaptive management report and plan, required by condition 6, if temperature water quality conditions are exceeded. Within six months of the date of this order, the licensee must file the Water Quality Management Plan with the Oregon DEQ. Within 30 days of approval by Oregon DEQ, the licensee must then file the plan with the Commission for approval. The plan must address parameters specified in the WQC and include: (1) data collection protocols, analytical methods, and laboratory method reporting limits; (2) location and description of monitoring points; (3) compliance monitoring and field audit schedule; (4) data sampling frequency; (5) applicable compliance criteria; (6) instrument calibration procedures and schedule; (7) data validation procedures and quality assurance methodology; and (8) a contingency plan for inoperable or malfunctioning equipment.

42. The Water Quality Management Plan should also detail when annual reports required by WQC conditions 4, 5, and 6 concerning dissolved oxygen, pH, and temperature monitoring data will be filed with the Commission for review. Upon Commission approval, the licensee should implement the Water Quality Management Plan.

### **C. Endangered Species Act**

43. Section 7(a)(2) of the ESA<sup>13</sup> requires federal agencies to ensure that their actions are not likely to jeopardize the continued existence of endangered or threatened species, or result in the destruction or adverse modification of critical habitat. The following listed species could be present at the project: Canada lynx (*Felis lynx Canadensis*),

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<sup>12</sup> 33 U.S.C. § 1341(d) (2012).

<sup>13</sup> 16 U.S.C. § 1536(a) (2012).

Northern spotted owl (*Strix occidentalis caurina*), and bull trout (*Salvelinus confluentus*). Critical habitat is designated and present at the project for Northern spotted owl and bull trout. Middle Columbia River steelhead (*Oncorhynchus mykiss* ssp.) is listed as an experimental population and present at the project.

44. On January 20, 2016, Commission staff issued a Biological Assessment (BA) to the FWS and NMFS and a request to initiate formal consultation under the ESA. The BA concluded that the proposed amendment to construct fish passage facilities is likely to adversely affect federally-listed steelhead and bull trout. However, over time, the licensee's proposal should enhance listed steelhead and bull trout populations and is not likely to jeopardize the continued existence of these populations. The proposed action would have no effect on the Canada lynx and Northern spotted owl or their critical habitats.

45. On June 1, 2016, the FWS filed a Biological Opinion with the Commission for bull trout. The Biological Opinion included an incidental take statement and terms and conditions. On December 27, 2017, in light of the licensee revising its amendment application, the FWS filed a revised Biological Opinion with the Commission (signed December 21, 2017) to capture the changes to the proposed action. In accordance with condition 2 of the Biological Opinion, the licensee must annually file an incidental take report with the FWS by March 1. The licensee should also file this report with the Commission. The terms and conditions of the Biological Opinion are included in Appendix B of this order and made part of the license by ordering paragraph (H) below.

46. Because Middle Columbia River steelhead, listed as threatened under the ESA, have been reintroduced above the Pelton Round Butte Project downstream of the Opal Springs Project, the reintroduced population was designated as a nonessential experimental population under section 10(j) of the ESA since 2013. For the purposes of consultation under section 7 of the ESA, listed species that are designated as a nonessential experimental population, and are located outside of a National Park or National Wildlife Refuge, are treated as a species proposed for listing. As such, NMFS has stated that conferencing is the appropriate procedure for consultation. NMFS filed a conference opinion with the Commission on October 21, 2016. The reasonable and prudent measures contained in the incidental take statement of the October 21, 2016 conference opinion are discretionary agency actions. As NMFS states in their October 21, 2016 letter, this nonessential experimental population designation will sunset on January 15, 2025. When this designation sunsets, the reintroduced steelhead will return to a threatened status. NMFS states that at that time, the Commission may request NMFS adopt the conference opinion as its Biological Opinion, and if NMFS agrees, the reasonable and prudent measures in the conference opinion would become non-discretionary.

47. The conference opinion includes, as part of the discretionary terms and conditions, a requirement to: construct and operate the fish passage facilities agreed to in the

Settlement Agreement, implement the Fish Passage and Protection Plan, and implement the monitoring and adaptive management measures in the Settlement Agreement. These requirements are already being required in this order. The conference opinion also has a discretionary requirement to prepare an annual report to identify any incidental take of steelhead from project activities. We do not adopt the requirement to prepare incidental take annual reports for steelhead. This matter is addressed in more detail in the *Discussion* section below.

#### **D. National Historic Preservation Act**

48. Under section 106 of the National Historic Preservation Act (NHPA),<sup>14</sup> and its implementing regulations,<sup>15</sup> federal agencies must take into account the effect of any proposed undertaking on properties listed or eligible for listing in the National Register of Historic Places (NRHP, defined as historic properties), and afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on any undertaking. This generally requires the Commission to consult with the SHPO to determine whether and how a proposed action may affect historic properties, and to seek ways to avoid or minimize any adverse effects.

49. No historic or cultural properties will be affected by the proposed amendment. On August 10, 2009, BLM conducted a cultural resources survey of the area of potential effects (APE). The survey results indicated that there are no cultural resources sites or isolates in the APE, therefore no eligibility or protection recommendations were made. By letter dated November 13, 2009, the Oregon SHPO concurred that no cultural or historic properties would be affected by the proposed amendment and the APE has not changed since the cultural resources survey was completed.

#### **E. Magnuson-Stevens Fishery Conservation and Management Act**

50. Section 305(b)(2) of the Magnuson-Stevens Fishery Conservation and Management Act (MSA)<sup>16</sup> requires federal agencies to consult with the Secretary of Commerce regarding any action or proposed action authorized, funded, or undertaken by the agency that may adversely affect Essential Fish Habitat (EFH) identified under the Act. Under section 305(b)(4)(A) of the Magnuson-Stevens Act, NMFS is required to provide EFH Conservation Recommendations for actions that would adversely affect

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<sup>14</sup> 54 U.S.C. § 300101 *et seq.* Pub. L. 113-287, 128 Stat. 3188 (2014). The National Historic Preservation Act was recodified in Title 54 in December 2014.

<sup>15</sup> 36 C.F.R. Part 800 (2011).

<sup>16</sup> 16 U.S.C. § 1855(b)(2) (2012).

EFH. Under section 305(b)(4)(B) of the Act, an agency must, within 30 days after receiving recommended conservation measures from NMFS or a Regional Fishery Management Council, describe the measures proposed by the agency for avoiding, mitigating, or offsetting the effects of the agency's activity on EFH.

51. In a notice dated January 19, 2012, the Commission formally designated the licensee as its non-federal representative for consultation with NMFS under section 305(b) of the MSA. The Pacific Fishery Management Council designated EFH for Pacific salmon in 1999 for the Deschutes River below the Opal Springs Project. The Lower Crooked River was designated as EFH for Chinook salmon in 2008, and the Opal Springs Project is identified as an impassible man-made barrier. The proposed action will result in fish passage at the project and will enable adult migrants to access currently inaccessible habitat upstream of the project. As discussed in the EA issued January 18, 2018, no net adverse effects will result in areas of EFH or Habitat Areas of Particular Concern for the relevant fish species. Therefore, no EFH consultation with NMFS is required. As NMFS stated in its April 10, 2018 filing with the Commission of final fishway prescriptions pursuant to section 18 of the FPA, construction of fish passage at the Opal Springs Project is significant for the overall success of the anadromous reintroduction program for Chinook salmon and steelhead.

#### **F. Wild and Scenic Rivers Act**

52. Section 7(a) of the Wild and Scenic Rivers Act<sup>17</sup> provides that the Commission “shall not license the construction of any dam, water conduit, reservoir, powerhouse, transmission line, or other project works . . . on or directly affecting any river which is designated” as a component of the Wild and Scenic Rivers System. The Act requires federal agencies to make a determination as to whether an action would invade the area or unreasonably diminish the scenic, recreational, and fish and wildlife values present in the designated river corridor.

53. Segments of the Crooked River have been designated wild and scenic, however, the proposed changes to the Opal Springs Project would not affect these segments. By letter dated October 16, 2015, BLM determined that the pool raise is not likely to result in an adverse effect to the Crooked River’s Outstandingly Remarkable Values, and concurred with the licensee’s finding that the amendment would not encroach on the Wild and Scenic River boundary. As also discussed in its January 4, 2016 filing, the Department of Interior stated that the proposed pool raise would approach, but not encroach upon, the downstream boundary of the Wild and Scenic River segment of the Crooked River.

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<sup>17</sup> 16 U.S.C. § 1278(a) (2012).

### **G. Coastal Zone Management Act**

54. Under section 307(c)(3)(A) of the Coastal Zone Management Act (CZMA),<sup>18</sup> the Commission cannot issue a license for a project within or affecting a state's coastal zone unless the state CZMA agency concurs with the license applicant's certification of consistency with the state's CZMA program, or the agency's concurrence is conclusively presumed by its failure to act within 6 months of its receipt of the applicant's certification.

55. Federal consistency potentially applies to any project having effects on land and water uses or natural resources of the Oregon coastal zone, but reviews by the Oregon Department of Land Conservation and Development (Oregon DLCD), the state agency in charge of implementing the CZMA, are generally only required for projects located west of the Coast Range boundary. The Opal Springs Project is east of the Coast Range boundary and, as confirmed through an e-mail filed with the Commission on May 7, 2018, Oregon DLCD stated that no consistency determination is necessary for the proposed action.

### **H. Pacific Northwest Power Planning and Conservation Act**

56. Under section 4(h) of the Northwest Power Act of 1980, the Northwest Power and Conservation Council develops the Columbia River Basin Fish and Wildlife Program to protect, mitigate, and enhance fish and wildlife adversely affected by the development and operation of hydroelectric projects on the Columbia River and its tributaries. Pursuant to section 4(h)(11) of the same act, all of the federal agencies responsible for managing, operating, and regulating the hydroelectric facilities in the Columbia basin have an obligation to exercise their statutory responsibilities while taking the Council's Fish and Wildlife Program into account at each relevant stage of decision making to the fullest extent practicable.

57. According to sections 4(d) and 4(e) of the Northwest Power Act, the Council also develops and periodically reviews a regional conservation and electric power plan to recommend new conservation and generating resources to be added to the region's power supply. Along with the provisions in the Northwest Power Act linking the Commission to the Council's programs and plans, the Commission has also recognized both the Council's Fish and Wildlife Program and the Council's Power Plan as comprehensive plans for the waterways in each of the four states of the Columbia basin and Pacific Northwest, according to the FPA.

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<sup>18</sup> 16 U.S.C. § 1456(c)(3)(A) (2012).

58. With regard to the Opal Springs Project, the Council's Fish and Wildlife Program includes measures and objectives seeking improvements in fish habitat and fish population status in the Deschutes River and its tributaries, provisions found largely in the program's Deschutes Subbasin Plan. Section 3.5.1 of the Crooked River section of the Deschutes Subbasin Plan in particular calls for certain stakeholders and the Deschutes Valley Water District to work together to reestablish anadromous fish passage at the Opal Springs Project.<sup>19</sup> The licensee's proposed action is consistent with the Fish and Wildlife Program's measures and objectives for habitat and fish populations in the Deschutes River Subbasin.

59. The Council's Fish and Wildlife Program also includes provisions and conditions regarding the development, licensing, and re-licensing of non-federal hydroelectric projects in any subbasin, intended to protect valuable fish and wildlife. A review of the licensee's proposed action against these conditions indicates the proposal is consistent with the protections the program seeks. This portion of the Council's Fish and Wildlife Program also designates certain river reaches in the Pacific Northwest as protected from hydroelectric development. The protected-areas provisions do not apply to existing hydroelectric projects, such as the Opal Springs Project. Finally, the program encourages consultation by project operators and proponents with federal and state fish and wildlife agencies, appropriate Indian tribes, and the Council itself during the study, design, construction, and operation of any hydroelectric development in the basin. The licensee consulted the relevant resource agencies and tribes in developing its amendment application and stated in its application that it had communicated with the Council's staff about the proposal in June 2015.

## **VI. ADMINISTRATIVE PROVISIONS**

### **1. Project Description**

60. The licensee submitted on October 31, 2017, three revised pages of Exhibit A that describes the project with the proposed changes. While the revised Exhibit A pages conform to the Commission's rules and regulations, the licensee must file the entire Exhibit A. In ordering paragraph (B) we are approving the revised pages of the Exhibit A and in ordering paragraph (D) we are requiring the licensee to file a copy of the entire Exhibit A.

### **2. Exhibit F and G Drawings**

61. The licensee included nine exhibit F drawings showing the proposed changes to the project and one Exhibit G drawing showing the revised project boundary. The

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<sup>19</sup> <http://www.nwcouncil.org/fw/subbasinplanning/deschutes/plan>

revised Exhibit G combines two existing drawings: G-2 (P-5891-6) and G-3 (P-5891-7). In this order, we will label the revised Exhibit as Exhibit G-2. The Exhibit F and G drawings filed on October 31, 2017, conform to the Commission's regulations and are approved and made a part of the license as shown in ordering paragraph (B).

62. The Commission requires licensees to file sets of approved project drawings in electronic file format. In ordering paragraph (C), we are requiring the licensee to file the approved drawings in electronic format.

### **3. As-Built Exhibits**

63. Ordering paragraph (M) requires the licensee to file revised exhibits of project features as-built after completion of the construction of project works authorized in this order.

### **4. Annual charges**

64. The proposed work would result in revising the amount of federal lands used by the project from 5.7 acres to 13.9 acres for other than transmission line use. This change would require revising the annual charges for the use of federal lands under article 40 (b) of the license, as shown in ordering paragraph (F) of this order.

### **5. Start and Completion of Construction**

65. Ordering paragraph (N) requires the licensee to start construction of the project works authorized herein within two years from the issuance date of this order and to complete construction within four years.

### **6. Review of Final Plans and Specifications**

66. Our Division of Dam Safety and Inspection (D2SI) has reviewed the proposed modifications and concludes that they would not adversely impact the dam safety of the project when constructed, operated, and maintained in accordance with the Commissions standards and oversight.

67. Ordering paragraph (O) requires the licensee to provide the Commission's D2SI – Portland Regional Engineer with final contract drawings and specifications – together with a supporting design document consistent with the Commission's engineering guidelines. The submittal must include a quality control and inspection program, a temporary construction emergency action plan, and a soil erosion and sediment control plan.

68. Ordering paragraph (P) requires the licensee to provide the Commission's D2SI – Portland Regional Engineer with cofferdam construction drawings if cofferdams will be used for the construction activities authorized or required by this order.

69. Ordering paragraph (Q) requires the licensee to coordinate with the Commission's D2SI – Portland Regional Engineer regarding any modifications resulting from environmental requirements, if such modifications would affect project works or operation.

## **VII. DISCUSSION**

70. The Settlement Agreement reflects many years of effort by the licensee, resource agencies, and other stakeholders to add fish passage facilities at the Opal Springs Project. The licensee's plan to construct these facilities would open additional habitat to migrating fish and assist in the recovery efforts of bull trout, steelhead, and Chinook salmon. The additional hydraulic head resulting from increasing the elevation of the reservoir would allow the licensee to generate additional power to partially offset the cost of fish ladder construction and operation as well as costs associated with the monitoring and evaluation program. In general, the proposed changes to the project represent a reasonable balance between developmental and non-developmental resources and for these reasons, the amendment to the license should be approved.

71. In its amendment application, the licensee asks the Commission to incorporate its proposed license articles, contained in Appendix A of the Settlement Agreement, into the license. In general, we shall do so in ordering paragraph (K). We note that proposed articles 1-11 concern the long-term operation and maintenance of the fishway. We have made certain minor modifications to these articles, as appropriate, to meet the Commission's specific requirements and to clarify filing expectations. We also corrected an erroneous elevation contained in proposed article 2. Proposed articles 12 through 16 concern construction related matters and Commission-specific exhibits and are revised as ordering paragraphs (M), (O), and (P) below, edited, as appropriate, to reflect specific Commission required filings.

72. In regards to the Conference Opinion issued by NMFS on October 21, 2016 for the nonessential experimental population of steelhead, Commission staff does not adopt the discretionary incidental take statement of the Conference Opinion or condition 2 requiring an annual report identifying associated incidental take. Condition 1 of the Conference Opinion requires the implementation of certain Settlement Agreement conditions which would be required through the license amendment through other means. The steelhead at issue are an experimental population of reintroduced fish. After the designation sunsets in 2025, if FWS and the licensee feel it prudent to revisit this matter, Commission staff would work with the FWS and the licensee to address any such concerns to steelhead.

### **The Director orders:**

(A) The October 8, 2015 application, as revised on October 31, 2017, and supplemented on December 14, 2017, to amend the license to install fish passage



facilities filed by Deschutes Valley Water District, licensee, for the Opal Springs Hydroelectric Project, is approved.

(B) The following revised Exhibits A, F, and G are approved and made a part of the license:

1. Exhibit A—Pages 1, 2 and 3 of the amendment of license filed October 31, 2017, is approved and made part of the license, superseding the pages of Exhibit A previously approved as part of the license. However, the licensee must file a copy of the entire Exhibit A, including the revised pages approved in this order, pursuant to paragraph (D) below.
2. Exhibit F and G drawings:

Exhibit	FERC No.	Showing	Superseding
F-5	5891-19	Overall Site Plan	5891-8
F-14	5891-20	Diversion Dam Site Plan	5891-17
F-15	5891-21	Fish Ladder Plan and Profile (1)	----
F-16	5891-22	Fish Ladder Plan and Profile (2)	----
F-17	5891-23	Spillway Chute No. 2 Plan and Profile	----
F-18	5891-24	Spillway Chute No. 1 Plan and Profile	----
F-19	5891-25	Gate No. 1 Spillway Details	----
F-20	5891-26	Spillway Sections	----
F-21	5891-27	Gate No. 1 Sections	----
G-2	5891-28	Project Boundary Map	5891-6 & -7

(C) Within 45 days of the date of issuance of this order, as directed below, the licensee must file two sets of the approved exhibit drawings, Form FERC-587, and geographic information system (GIS) data in electronic file format on compact disks (CDs) with the Secretary of the Commission, ATTN: OEP/DHAC.

- (1) The licensee must prepare digital images of the approved exhibit drawings in electronic format. Prior to preparing each digital image, the licensee must add the FERC Project-Drawing Number (i.e., P-5891-19 through P-5891-28) in the margin below the title block of the corresponding approved drawing. The licensee must separate the Exhibit F drawings from the other project exhibits, and identify them as Critical Energy Infrastructure Information (CEII) material under 18 C.F.R. § 388.113 (i.e., two CDs containing the Exhibit G drawing and GIS data, and two CEII CDs

containing only Exhibit F drawings). Each drawing must be a separate electronic file, and the file name must include: FERC Project-Drawing Number, FERC Exhibit Number, Drawing Title, date of this order, and file extension in the following format [P-5891-19, F-5, Overall Site Plan, MM-DD-YYYY.TIF].

Each Exhibit G drawing that includes the project boundary must contain a minimum of three known reference points (i.e., latitude and longitude coordinates or state plane coordinates), arranged in a triangular format for GIS georeferencing the project boundary drawing to the polygon data. The licensee must identify the spatial reference for the drawing (i.e., map projection, map datum, and units of measurement) on the drawing and label each reference point. In addition, a registered land surveyor must stamp each project boundary drawing. All digital images of the exhibit drawings must meet the following format specification:

IMAGERY: black & white raster file  
 FILE TYPE: Tagged Image File Format, (TIFF) CCITT Group 4 (also known as T.6 coding scheme)  
 RESOLUTION: 300 dots per inch (dpi) desired, (200 dpi minimum)  
 DRAWING SIZE: 22" x 34" (minimum), 24" x 36" (maximum)  
 FILE SIZE: less than 1 megabyte desired

The licensee must file a third set of the digital images (Exhibit G only) and a copy of Form FERC-587 with the Bureau of Land Management office at the following address:

Bureau of Land Management  
 Lands and Minerals Adjudication Section (OR 936.1)  
 PO BOX 2965  
 PORTLAND OR 97208-2965  
 ATTN: FERC Withdrawal Recordation

Form FERC-587 is available through the Commission's website at the following URL: <http://www.ferc.gov/docs-filing/forms/form-587/form-587.pdf>. Although instruction no. 3 on Form FERC-587 requires microfilm copies of the project boundary maps in aperture card format, please substitute electronic copies that meet the digital specifications in this ordering paragraph. A hard copy of Form FERC-587 is available by mailing a request to the Secretary of the Commission.

- (2) Project boundary GIS data must be in a georeferenced electronic file format (such as ArcGIS shapefiles, GeoMedia files, MapInfo files, or a similar GIS

format). The filing must include both polygon data and all reference points shown on the individual project boundary drawings. Each project development must have an electronic boundary polygon data file(s). Depending on the electronic file format, the polygon and point data can be included in single files with multiple layers. The georeferenced electronic boundary data file must be positionally accurate to  $\pm 40$  feet in order to comply with National Map Accuracy Standards for maps at a 1:24,000 scale. The file name(s) must include: FERC Project Number, data description, date of this order, and file extension in the following format [P-5891, boundary polygon or point data, MM-DD-YYYY.SHP]. The filing must include a separate text file describing the spatial reference for the georeferenced data: map projection used (i.e., UTM, State Plane, Decimal Degrees, etc.), the map datum (i.e., North American 27, North American 83, etc.), and the units of measurement (i.e., feet, meters, miles, etc.). The text file name must include: FERC Project Number, data description, date of this order, and file extension in the following format [P-5891, project boundary metadata, MM-DD-YYYY.TXT].

In addition, for those projects that occupy federal lands, the filing must include a separate georeferenced polygon file(s) that identifies transmission line acreage and non-transmission line acreage affecting federal lands. The file(s) must also identify each federal owner (e.g., Bureau of Land Management, Forest Service, U.S. Army Corps of Engineers, etc.), land identification (e.g., forest name, Section 24 lands, national park name, etc.), and federal acreage affected by the project boundary. Depending on the georeferenced electronic file format, a single file with multiple layers may include the polygon, point, and federal lands data.

(D) Within 60 days from the issuance date of this order, the licensee must file a complete revised Exhibit A to include the three Exhibit A pages approved in ordering paragraph (B)(1).

(E) Ordering paragraph B(2) of the license is revised to read as follows:

(2) Project works consisting of: (1) a 21-foot-high, 200-foot-long, concrete-capped, rockfilled diversion dam, controlled with a single, fixed flashboard creating a pool with a storage capacity of 119 acre-feet and an area of 14.4 acres at normal maximum pool elevation of 2,007.21 feet NGVD 29; (2) a 30-cfs vertical slot ladder; (3) a 44-foot by 33-foot, rectangular, concrete intake structure 34 feet tall located on the left abutment of the diversion dam; (4) two 12.5-foot-diameter, 1,157-foot-long, buried, corrugated-metal conduits; (5) a 30-foot-diameter, steel bifurcator in the surge tank; (6) a 16-foot-diameter, 160-foot-long, steel

penstock; (7) two existing turbine-driven irrigation pumps, one rated at 175 horsepower and the other at 480 horsepower; (8) a powerhouse containing one 4.3-megawatt generating unit; (9) a 250-foot-long, 69.5 kilovolt, overhead transmission line interconnecting with the Pacific Power and Light transmission system; and (10) appurtenant facilities.

(F) *Administrative Annual Charges.* Article 40 (b) of the licensee is revised to read as follows:

(b) For the purpose of recompensing the United States for the use, occupancy, and enjoyment of 13.9 acres of its lands, other than for transmission line right-of-way.

(G) The license is amended to incorporate the conditions contained in the Water Quality Certificate (WQC) issued by the Oregon Department of Environmental Quality (Oregon DEQ) on December 13, 2017, as included in Appendix A of this order.

In accordance with WQC condition 1, the licensee must file a Water Quality Management Plan with the Oregon DEQ within 6 months of the date of this order. Within 30 days of approval by Oregon DEQ, the licensee must file the Water Quality Management Plan with the Commission, for approval. The Water Quality Management Plan must address parameters specified in the WQC and include: (1) data collection protocols, analytical methods, and laboratory method reporting limits; (2) location and description of monitoring points; (3) compliance monitoring and field audit schedules; (4) data sampling frequency; (5) applicable compliance criteria; (6) instrument calibration procedures and schedule; (7) data validation procedures and quality assurance methodology; and (8) a contingency plan for inoperable or malfunctioning equipment.

The Water Quality Management Plan must also detail when annual reports required by WQC conditions 4, 5, and 6 concerning dissolved oxygen, pH, and temperature monitoring data would be filed with the Commission for review. Upon Commission approval, the licensee must implement the Water Quality Management Plan.

(H) The license is amended to incorporate the terms and conditions of the Biological Opinion issued by the U.S. Fish and Wildlife Service on December 21, 2017, as included by Appendix B of this order. In accordance with condition 2 of the Biological Opinion, the licensee must file an incidental take report with the U.S. Fish and Wildlife Service and the Commission annually by March 1.

(I) The license is amended to incorporate the terms and conditions of the Fishway Prescriptions filed by the U.S. Fish and Wildlife Service pursuant to Section 18 of the Federal Power Act, as included by Appendix C of this order.

(J) The license is amended to incorporate the terms and conditions of the Fishway Prescriptions filed by the National Marine Fisheries Service pursuant to Section 18 of the Federal Power Act, as included by Appendix D of this order.

(K) The license is amended to incorporate the following new articles, based on proposed articles from the October 1, 2015 Settlement Agreement:

**Article 44: Opal Springs Fish Passage and Protection Plan**

The licensee shall implement the Opal Springs Fish Passage and Protection Plan, as included in the Settlement Agreement and filed with the Commission on December 14, 2017.

**Article 45: Fish Passage Facilities**

The licensee shall provide safe, timely, and effective fish passage at the Opal Springs Hydroelectric Project (Project) through implementation of the amended license.

The licensee shall design, construct, operate, maintain and monitor a volitional upstream fish ladder located at the Project dam structure to provide salmon and steelhead access to historic spawning and rearing habitats in the Crooked River basin and to provide native fish with foraging and migratory opportunities above the project. The fish ladder shall adhere to the National Marine Fisheries Service (NMFS) 2008 Anadromous Salmonid Passage Facility Design Manual.

The licensee shall also design, construct, operate, maintain and monitor facilities at the Project to increase the normal maximum diversion pool elevation up to 2,007.21 feet National Geodetic Datum 1929. The increased diversion pool elevation will make water available for bypassing juvenile fish around the turbine penstock and for attracting adult fish up through the bypass reach to the fish ladder entrance.

The licensee shall develop final design plans and specifications for the installation, operation, maintenance, and monitoring of the fish passage facilities in consultation with and for review by the Fish Passage Work Group (FPWG). Specifically, the detailed fish ladder design phases (50 percent and 90 percent completion stages) will be completed in consultation with the FPWG. Final design plans and specifications shall include: (1) final construction drawings; (2) construction schedule; and (3) a preliminary operation and maintenance (O&M) plan that includes daily, above water visual inspections of all areas within the fish

ladder that are accessible to fish and annual dewatered fish ladder inspections. The licensee shall file the final O&M Plan with the Commission within 120 days after construction is completed, following review and approval of the FPWG. The licensee shall, within 60 days after issuance of the amended license, provide the final design plans and specifications to the appropriate Fish Agencies for their approval pursuant to their statutory authority.

The licensee shall, within 120 days after issuance of the amended license, file the final design plans and specifications with the Commission for approval. When filing final plans and specifications with the Commission, the licensee shall include documentation of consultation with the FPWG, copies of comments and recommendations, and specific descriptions of how comments and recommendations from FPWG members have been accommodated. If the licensee does not adopt an FPWG recommendation, the filing shall include its reasons based on project specific information. If the licensee files final plans and specifications without first obtaining approvals by the appropriate Fish Agencies pursuant to their statutory authorities, the licensee shall include specific reasons for doing so.

The Commission reserves the right to require changes to the final fish facility design plans and specifications. Any such changes required by the Commission may also require additional approvals by the appropriate Fish Agencies pursuant to their statutory authorities.

The licensee shall complete construction of the fish passage facilities within two years of Commission approval.

#### **Article 46: Fish Passage Work Group**

The licensee shall, within 30 days after issuance of the amended license, establish and convene a Fish Passage Work Group (FPWG) for the purpose of consulting on all aspects of the Settlement Agreement, associated license articles and the Fish Passage and Protection Plan. The licensee shall convene the FPWG annually, or more frequently if a majority of the FPWG so desire, by no later than February 1 to review the Bypass Flow Accrual Account Allocation Plan and proposed actions for the coming year. The licensee shall bear all costs associated with conducting FPWG meetings.

The licensee shall arrange, administer, and chair all meetings. Upon request of a majority of the FPWG members, the licensee shall provide a meeting facilitator. The facilitator shall be selected by consensus of the FPWG. The licensee shall provide no fewer than 14 days prior notice of any meeting, unless otherwise agreed to by the FPWG or required to meet a license deadline or other emergency circumstance.

The licensee shall, within 30 days of each meeting, provide draft meeting minutes for concurrence by the FPWG prior to final distribution. Meeting minutes will include FPWG action items, a summary of issues discussed, decisions reached, and member concerns.

For fish passage related purposes, consultation or consult means that the licensee shall obtain the views of, and attempt to reach consensus among members of the FPWG. Consultation does not mean consultation under section 7 of the Endangered Species Act or other federal laws requiring consultation unless specifically provided.

#### **Article 47: Bypass Flow Accrual Account**

Upon completion of the fish passage facilities, the licensee shall establish a Bypass Flow Accrual Account (BFAA). The BFAA will identify “water credits” (in acre-feet) which will be used to identify water available for aiding upstream and downstream fish passage. Water credits will be accrued in lieu of actual stored water, given that the Project has no storage capacity, and turbine discharge will be reduced when exchanging water credits for actual bypass flows. The licensee shall administer the BFAA for the term of the amended license as follows:

##### **(1) Accumulating Credits**

The licensee shall accrue water credits in the BFAA beginning concurrently with the start of Project operations under the new diversion pool elevation and shall continue to accrue water credits in the BFAA for the license Term. Water credits will accrue as a percentage of instantaneous turbine flow (initially 1.53% and hereinafter referred to as the “Accrual Rate”) under all flow conditions up to the maximum controlled hydraulic capacity of the Project. The maximum controlled hydraulic capacity of the Project is initially 1,913 cfs [the sum of hydraulic capacity at new head (estimated at 1,600 cfs), the license required bypass flow (50 cfs), and spring water and ground water accreting into the bypass reach (263 cfs)]. Water credits will not accrue at total river discharge greater than the maximum controlled hydraulic capacity of the Project.

The licensee shall, within one year of commencing operations at the new diversion pool elevation, verify all estimates used for determining the maximum controlled hydraulic capacity of the Project. The licensee shall provide this information to the FPWG at least 45 days prior to filing any proposed modifications with the Commission. The licensee shall not file with the Commission any proposed modifications of the information used to calculate water credits until any disputes raised by the FPWG have been addressed under the dispute resolution provisions

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of the Settlement Agreement. Upon Commission approval of any modifications to



the information used for calculating water credits, the licensee shall calculate all subsequent BFAA credits pursuant to the new information.

The licensee shall periodically reassess spring water and ground water accretion estimates throughout the license term as requested by the FPWG. Any future changes recommended by the licensee pursuant to periodic review of these parameters, will be further approved by the FPWG prior to the licensee submitting the new information to the Commission. Upon Commission approval, the licensee shall calculate all subsequent BFAA credits pursuant to the new information.

The licensee shall calculate all BFAA credits based on: 1) direct measurements of the hourly turbine discharge data and 2) the gage data from USGS Gage No. 14087400, near Culver, Oregon, below Opal Springs.

The licensee shall accrue water credits in the BFAA at a rate of between 50% and 70% ("Allocation Percent") of the increase in power generation attributable to the head increase at the Project. Adjustments to the Allocation Percent will only occur following each successive 5-year Performance Assessment Interval, and only if necessary, pursuant to the Adaptive Management Program. The potential for asynchronous monitoring periods notwithstanding, the BFAA Allocation Percent will not be increased more than one time every five years. Allocation Percent increases above 70% may only occur with the approval of the licensee.

The licensee shall, until the turbine performance calculation is modified, accrue water credits at a rate of 2.89% of instantaneous turbine flow [(50% Allocation Percent) X (6.52% increase in power generation) = 2.89% Accrual Rate]. The licensee shall convert real-time accruals into acre-feet for purposes of developing a BFAA Annual Allocation Plan. The licensee shall develop the BFAA Annual Allocation Plan in consultation with and for approval by the FPWG.

The BFAA Annual Allocation Plan will include a current accounting of BFAA water credits (less any water credits advanced the prior year for emergency purposes); a flow forecast for the upcoming year; and an estimate of the water credits that will be accrued over the coming year.

The licensee shall include the BFAA Annual Allocation Plan in its Annual Reports.

The licensee shall maintain a record of withdrawal requests and actual discharged bypass flows, and shall provide a monthly status of available BFAA water credits to the FPWG within two business days of a request by Oregon Department of Fish and Wildlife and the Confederated Tribes of the Warm Springs Reservation of Oregon (CTWS) ("Fish Managers") (provided that the CTWS is a signatory to the

Settlement Agreement). Water credits not used within a given year will be carried over from year to year until expended, but will not extend beyond the term of the amended license. The licensee shall include this information in its Annual Reports.

(2) Bypass Flow Releases

The licensee shall provide bypass flows from the BFAA within two business days of receiving a request from the liaison designated by the Fish Managers within the limitations of the approved BFAA Annual Water Plan. The licensee shall make 10% of the forecasted annual accrual in the BFAA available for emergency use if insufficient water credits are available in the BFAA.

Otherwise, only water credits accrued in the BFAA will be available for release. Any water credits advanced to the BFAA by the licensee will be offset by a debit to the BFAA as soon as possible but by no later than one year from disbursement, unless otherwise agreed to by the licensee.

The licensee shall be exempted from providing BFAA flows that would result in a Critical Circumstance, which is potential damage or excess wear and tear to project equipment. The licensee shall, within one year of initial operations at the new diversion pool elevation and periodically during the term of the amended license, in consultation with the FPWG and supported by engineering concerns, determine specific turbine unit loading that would result in a Critical Circumstance. If the licensee determines that a request for flow releases will cause a Critical Circumstance, the Fish Managers may request a lower BFAA flow release that will not cause a Critical Circumstance, or the Fish Managers may request and the licensee shall shut down the powerhouse and direct all river flows into the bypass reach as long as sufficient water credits are available in the BFAA.

The licensee shall not be required to shut down the powerhouse in response to a BFAA flow request more than one time per week.

If the Project shuts down for other operational, safety, or maintenance reasons resulting in spill, water credits will not be removed from the BFAA.

**Article 48: Upstream Fish Passage Monitoring, Data Collection, Fish Passage Performance, and Reporting**

The licensee shall use accepted scientific practices as approved by NMFS, USFWS, BIA, and ODFW for all data collection and monitoring, and shall ensure that data collection standards are being met. The licensee shall provide raw monitoring data to the FPWG within two business days of a Fish Manager request. The licensee shall include all data in its Annual Reports.

### 1. Fish Ladder Monitoring

The licensee shall, upon completion of the fish passage facilities, continuously monitor the passage of adult fish >12" in length through the fish ladder for the term of the amended license (Table 1). The licensee shall identify and enumerate fish migrating through the fish ladder using video, electronic counter and/or adult trapping as determined by the FPWG, to identify species, passage date, and passage time. The licensee shall provide this information to the FPWG within two business days of a Fish Manager request and shall include all fish passage information (for example, number by species, passage date, and passage time) in its Annual Reports.

### 2. Fish Migration Delay

The licensee shall, for the initial five years after the release of adult steelhead or Chinook salmon upstream of the Pelton Round Butte Project, unless otherwise agreed to by the FPWG, implement observational techniques (in addition to radio-telemetry monitoring, as specified in this article) to identify any potential adult fish migration delays in the Project tailrace and bypass reach. The licensee shall make direct observations on foot, by snorkel and/or through hydroacoustic spot-checks of the Project tailrace and bypass reach at least every two to three days, as determined by the FPWG, during the steelhead and Chinook salmon upstream passage seasons and shall provide this information to the FPWG within two business days of a Fish Manager request. The licensee shall include all information from these observations in its Annual Reports. The licensee shall report any indications of fish delay to the FPWG within 24 hours of the observation.

### 3. Fish Passage Performance

The licensee shall, for the duration of the three 5-year Performance Assessment Intervals identified in the Adaptive Management Program, or until any 5-year Performance Assessment Interval demonstrates that the 97% upstream fish passage Performance Goals have been met for adult steelhead and Chinook salmon, monitor adult steelhead and Chinook salmon passing through the lower Crooked River, Project tailrace, bypass reach, fish ladder, and diversion pool (either as upstream migrants or fish that fall back after passing upstream using the ladder). The licensee shall calculate the percent passage success for adult steelhead and Chinook salmon as the number of fish that passed upstream through the fish ladder and diversion pool, minus any fish killed during fallback, divided by the number that entered the Project tailrace (after subtracting fish known to have exited the Crooked River or to have spawned successfully below the Project).

The licensee shall monitor upstream fish passage performance during the initial 5-year Performance Assessment Interval using radio-telemetry. For radio-telemetry, the licensee shall monitor at least 25 radio-tagged adult salmon (adult steelhead,

adult Chinook salmon, or a combination of adult steelhead and Chinook salmon), annually. Should the FPWG make a determination that fewer than 25 radio-tagged adult steelhead and Chinook salmon are expected to enter the Crooked River from downstream radio-tagging studies during any annual monitoring period, the licensee shall radio tag a sufficient number of adult steelhead and Chinook salmon, if available from a trap located within the Project fish ladder, to make up the anticipated short fall.

The licensee shall release the radio-tagged fish downstream of the Project tailrace within the Crooked River. The licensee shall monitor these radio-tagged adult steelhead and Chinook salmon, and any additional adult steelhead and Chinook salmon that are radio-tagged downstream of the Project by other parties, through an array of fixed-station antennae installed, operated, and maintained by the licensee to record fish movements through the Project tailrace, bypass reach, fish ladder and diversion pool.

The licensee shall assess the fish passage Performance Objectives during the second and third 5-year Performance Assessment Intervals using external tags and a mark and recapture protocol, or, by agreement of the FPWG, through some other appropriate method.

Once the licensee has demonstrated, through the results of any of the 5-year Performance Assessment Intervals, that the 97% upstream fish passage Performance Goals for adult steelhead and Chinook salmon have been met, upstream fish passage performance assessment monitoring shall be limited to a one year fish passage performance monitoring assessment every five years to determine if the goals are continuing to be met. If the upstream fish passage Performance Goals for adult steelhead and Chinook salmon fall below the required fish passage Performance Goals, as determined by a one year fish passage performance monitoring assessment, the licensee shall resume annual monitoring assessments and Adaptive Management as described in this amended license.

The licensee is solely responsible for implementing the upstream fish passage performance monitoring requirements. Costs incurred by the licensee above an annual amount of \$50,000 solely for implementation of the monitoring required in section 3 of this license article to assess the fish passage performance standards may be off-set by a reduction in the BFAA annual Allocation Percent under the following conditions: 1) available monitoring information must demonstrate that the 90% upstream and downstream fish passage Performance Standards for steelhead and Chinook salmon are being met, and will continue to be met under the proposed BFAA reduction; 2) reductions in the BFAA annual Allocation Percent may be up to, and shall not exceed 5% in any one year; and 3) the licensee shall provide the FPWG an accounting of the capital, expense, and labor costs

incurred on an annual basis for upstream fish passage monitoring, and a determination of the value of the BFAA Allocation Percent reduction in then current dollars, to account for any reduction of the annual BFAA Allocation Percent.

At a minimum, the licensee shall provide an assessment of the following adult steelhead and Chinook salmon metrics in the applicable Annual Reports: 1) total Project passage; 2) percent passage success, number of fallback fish, and cumulative passage timing of steelhead and Chinook salmon; and, 3) travel time through the bypass reach, fish accumulation (if any) within the bypass reach, variation in rates of ladder passage, and the time elapsed from first entering the Project tailrace until exiting the diversion pool.

For bull trout, the licensee shall provide in its Annual Reports, an assessment of the number, size, and passage timing (diel and seasonal) of bull trout passing through the fish ladder.

Following each 5-year Performance Assessment Interval the licensee shall, in that year's Annual Report, provide a 5-year assessment of its status in meeting the fish passage Performance Objectives.

Table 1: Upstream Monitoring Schedule

<b>Monitoring Term</b>	<b>Monitoring Start Time</b>	
	<b>Upon Completion of Fish Passage Facilities</b>	<b>Upon Release of Adult Fish at Pelton Round Butte</b>
<b>Duration of Amended License</b>	Continuous monitoring of fish >12" in length migrating through the fish ladder to identify species, passage date, and passage time.	
<b>Five years</b>		Implement observational techniques to identify any potential adult fish migration delays in the Project tailrace and bypass reach every other day during the steelhead and Chinook salmon upstream passage seasons.
<b>Duration of Adaptive Management Program</b>		Monitor steelhead and Chinook salmon passing through the lower Crooked River, Project tailrace, bypass reach, fish ladder, and diversion pool, through radiotelemetry or other methods as necessary to assess fish passage Performance Objectives.

#### **Article 49: Downstream Fish Passage Monitoring, Fish Passage Performance, Data Collection, and Reporting**

The licensee shall use accepted scientific practices as approved by NMFS, USFWS, BIA, and ODFW for all data collection and monitoring and shall ensure that data collection standards are being met. The licensee shall provide raw monitoring data to the FPWG within two business days of a Fish Manager request. The licensee shall include all data in its Annual Reports.

### 1. Diurnal, Seasonal, and Inter-Annual Variation

The licensee shall, for the initial seven years following fish facility construction, or as otherwise agreed to by the FPWG, monitor by acoustic detection, or other appropriate method as agreed to by the FPWG, diurnal, seasonal and inter-annual variation in the relative abundance and timing of juvenile salmonids (particularly smolts) emigrating downstream through Project facilities.

This information is intended to provide the FPWG sufficient information to manage the BFAA for downstream fish passage and to establish migration trends over time. The licensee shall include annual assessments of juvenile fish relative abundance and emigration timing in its Annual Reports, and shall provide this information to the FPWG within two business days of a Fish Manager request.

### 2. Fish Passage Performance

The licensee shall, for the duration of the three 5-year Performance Assessment Intervals required by the Adaptive Management Program, monitor at least 25 radio-tagged steelhead smolts annually. The licensee's monitoring program may utilize radio-tagged juvenile steelhead that are radio-tagged upstream by other parties. Should the FPWG make a determination that less than 25 radio-tagged steelhead smolts will pass through the Project by May 1 of any given year, the licensee shall tag a sufficient number of smolts to make up the shortfall. The licensee shall monitor these juvenile steelhead as they enter the diversion pool, enter the turbine penstock or fish ladder, pass over each operable spillway gate, exit the bypass reach, exit the Project tailrace, and exit the lower Crooked River. The licensee shall include this information in its Annual Reports.

The licensee shall install, operate, and maintain fixed-station antennae positioned to record these fish movements. Antennae will be capable of differentiating between individual spillway gates, the turbine penstock, tailrace, and bypass reaches, and exit from the Crooked River into Lake Billy Chinook.

Following each 5-year Performance Assessment Interval the licensee shall, in that year's Annual Report, provide a 5-year assessment of its status in meeting the fish passage Performance Objectives. The licensee shall calculate percent survival estimates for downstream migrants from aggregated 5-year telemetry data as the number of radio-tagged fish that passed through the Project area to reach Lake Billy Chinook (minus any mortalities) divided by the number that originally entered the Project diversion pool, with possible adjustments to this algorithm dependent on agreement by the FPWG.

Table 2: Downstream Monitoring Schedule

<b>Monitoring Term</b>	<b>Monitoring Requirements to Begin Upon Completion of Fish Passage Facilities</b>
<b>Seven Years</b>	Monitor by acoustic detection, or other appropriate method, diurnal, seasonal and inter-annual variation in the relative abundance and timing of juvenile salmonids (particularly smolts) emigrating downstream through Project facilities.
<b>Duration of Adaptive Management Program</b>	Monitor at least 25 radio-tagged steelhead smolts annually.

**Article 50: Fish Passage Performance Objectives**

The licensee shall strive to achieve the following fish passage Performance Objectives through the implementation of the Adaptive Management Program. The license shall be considered in compliance with this license article so long as the fish passage Performance Objectives are met, or the licensee is working towards meeting the fish passage Performance Objectives through implementation of the Adaptive Management Program.



## Upstream Fish Passage Performance Objectives:

Species	Standard	Goal
<b>Steelhead and Chinook salmon adults</b>	<p>≥90% successful upstream passage of migratory adults, with ≥90% of those adults that do successfully pass the Project doing so by a specified date each year (date to be determined by FPWG through project evaluations). Fish that perish when falling-back after dam passage will be considered unsuccessful migrants.</p>	<p>≥97% successful upstream passage of migratory adults destined for areas above the Project. Fish that perish when falling-back after dam passage will be considered unsuccessful migrants.</p>
<b>Bull trout adults and sub-adults</b>	<p>≥90% successful upstream passage, with the standard assumed to be met if the standard for steelhead adults is met at the Project.</p>	<p>≥97% successful upstream passage, with the goal assumed to be met if the goal for steelhead adults is met at the Project.</p>

## Downstream Fish Passage Performance Objectives:

<b>Species</b>	<b>Standard</b>	<b>Goal</b>
<b>Steelhead and Chinook salmon adults</b>	$\geq 90\%$ passage survival	$\geq 97\%$ passage survival
<b>Bull trout adults and sub-adults</b>	Assumed to be met if the $\geq 90\%$ passage survival standard for steelhead smolts is met and levels of upstream passage by bull trout $>12''$ at the Project do not exceed 1,000 fish on an annual basis.	Assumed to be met if the $\geq 97\%$ passage survival goal for steelhead smolts is met.

Following each 5-year Performance Assessment Interval the licensee shall, in that year's Annual Report, provide a 5-year assessment of its status in meeting the fish passage Performance Objectives.

**Article 51: Adaptive Management**

The licensee shall implement this Adaptive Management Program for the term of the amended license to help it meet or exceed the fish passage Performance Objectives.

The Adaptive Management Program includes: (1) increases to the BFAA at specified intervals if the fish passage Performance Objectives are not met; (2) two tiers of fish passage improvement measures (Tier 1 and Tier 2) that may be necessary to improve fish passage efficiency or to meet the fish passage Performance Objectives; (3) Monitoring, Data Collection, and Reporting as required in this amended license; and (4) modification of Project turbine intake trash racks if necessary to address adult steelhead turbine mortality.

The licensee shall implement the Adaptive Management Program in three 5-year Performance Assessment Intervals and shall provide an assessment of its status in meeting the fish passage Performance Objectives following each 5-year Performance Assessment Interval. The licensee shall continue upstream and downstream fish passage monitoring for the duration of the three 5-year Performance Assessment Intervals regardless of whether it has met the fish

passage Performance Objectives. If any of the fish passage Performance Goals have not been met by the end of the third 5-year Performance Assessment Interval, additional fish passage improvement measures and related monitoring activities will be determined by the FPWG, and implemented by the licensee. The licensee shall include annual monitoring information and 5-year assessments in its Annual Reports.

(1) Implementation

The licensee shall implement additional fish passage measures based on information collected during project monitoring and the status of achieving the fish passage Performance Objectives.

Additional measures are organized into two tiers (Tier 1 and Tier 2 - see part 3 of this license article). The licensee shall implement specific Tier 1 measures at any time as directed by the FPWG (or as required through Dispute Resolution as defined in the Settlement Agreement) in response to Obvious Fish Passage Problems (for example, indications that upstream or downstream fish migrants are not effectively bypassing the Project) or, in response to any 5-year performance assessment if needed to achieve the applicable fish passage Performance Objective.

If additional Tier 1 measures are directed by the FPWG in response to upstream or downstream Obvious Fish Passage Problems, the licensee shall implement the measures within one year of FPWG approval, unless otherwise agreed to by the FPWG. With the exception of modifications to Project trash racks, implementation of Tier 1 measures will neither re-start nor increase the then current 5-year Performance Assessment Interval. However, any modifications to Project trash racks will automatically restart the then current 5-year Performance Assessment Interval.

If Tier 1 measures are required to meet an applicable fish passage Performance Objective following a complete 5-year Performance Assessment Interval, the licensee shall implement the measures as soon as possible but in no case shall implementation take longer than one year unless otherwise agreed to by the FPWG. The next 5-year Performance Assessment Interval shall begin following implementation of the Tier 1 measures. The licensee shall continue annual monitoring regardless of its status in implementing Tier 1 measures.

The licensee shall implement Tier 2 measures following the third 5-year Performance Assessment Interval if the fish passage Performance Goals have not been met.

**(2) Required Actions**

Following each 5-year Performance Assessment Interval the licensee shall, in that year's Annual Report, provide a 5-year assessment of its status in meeting the fish passage Performance Objectives. The assessment will rely upon information collected annually from upstream and downstream fish passage monitoring.

**2.1 1st 5-year Performance Assessment Interval:** The licensee shall, following the first 5-year Performance Assessment Interval, take actions in one of the following categories based on the point estimate of the aggregated annual data:

- 97 percent or greater passage effectiveness or survival. No additional Tier 1 measures and no increase to the BFAA Allocation Percent will occur at this time. The licensee may, at its discretion, develop a study of BFAA effectiveness, for approval by the FPWG, to determine whether the BFAA has been over-allocated (less water is needed to meet fish passage Performance Goals or, for resident species, to ensure safe, timely, and effective passage). If it is determined by the FPWG that the BFAA is overallocated, the Allocation Percent will be reduced consistent with the level of over allocation, upon agreement of the FPWG.
- 90 percent or greater, but less than 97 percent passage effectiveness or survival. The licensee shall implement applicable Tier 1 measures, as required by the FPWG, in an effort to achieve the Fish Passage Performance Standards.
- Less than 90 percent passage effectiveness or survival. The licensee shall implement applicable Tier 1 measures, as required by the FPWG, and shall increase the BFAA Allocation Percent to 60%.
- If more than 1,000 bull trout use the ladder annually, and measured performance of downstream steelhead smolt survival is less than 97%, the licensees shall implement Tier 1 measures as required by the FPWG.

**2.2 2nd 5-year Performance Assessment Interval:** The licensee shall, following the second 5-year Performance Assessment Interval, take actions in one of the following categories based on the point estimate of the aggregated annual data:

- 97 percent or greater passage effectiveness or survival. No additional Tier 1 measures and no increase to the BFAA Allocation Percent will occur at this time. The licensee may, at its discretion, develop a study of BFAA effectiveness over a range of flow conditions, for approval by the FPWG, to determine whether the BFAA has been over-allocated (less water is needed to meet fish passage Performance Goals or, for resident species, to ensure safe, timely, and effective passage). If it is determined by the FPWG that the BFAA is over-allocated, the

Allocation Percent will be reduced consistent with the level of over allocation, upon agreement of the FPWG.

- 90 percent or greater, but less than 97 percent passage effectiveness or survival. The licensee shall implement all remaining and applicable Tier 1 measures, as required by the FPWG, in an effort to achieve the Fish Passage Performance Standards.
- Less than 90 percent passage effectiveness or survival. The licensee shall implement all remaining and applicable Tier 1 measures, as required by the FPWG, and shall increase the fisheries BFAA Allocation Percent to 70%.
- If more than 1,000 bull trout use the ladder annually, and measured performance of downstream steelhead smolt survival is less than 97%, the licensees shall implement Tier 1 measures as required by the FPWG.

**2.3 3rd 5-year Performance Assessment Interval:** The licensee shall, following the third 5-year Performance Assessment Interval, take actions in one of the following categories based on the point estimate of the aggregated annual data:

- If all Fish Passage Performance Goals have been met: No additional Tier 1 measures and no increase to the BFAA Allocation Percent will occur at this time. The licensee shall continue monitoring fish passage for the term of the amended license and shall provide summaries of this monitoring information, and other salmonid data that may be available from other sources within the project area, annually.

The licensee may, at its discretion, develop a study of BFAA effectiveness over a range of flow conditions, for approval by the FPWG, to determine whether the BFAA has been over-allocated (less water is needed to meet Fish Passage Performance Goals or, for resident species, to ensure safe, timely and effective passage). If it is determined by the FPWG that the BFAA is over-allocated, the Allocation Percent will be reduced consistent with the level of over allocation, upon agreement of the FPWG.

- If one or more of the Fish Passage Performance Goals have not been met: The licensee shall meet with the FPWG as soon as possible, but by no later than February 1 of the next year, to determine: (1) whether implementation of any remaining Tier 1 measures is likely to meet the applicable Goal; or (2) whether major improvements are required (a “Tier 2 Determination”).

- If the FPWG determines that additional Tier 1 measures are warranted, the licensee shall implement the relevant measures as

soon as possible and shall resume monitoring as described for upstream and downstream fish passage for a period of 3 years. Following this 3-year monitoring cycle, the licensee shall meet again with the FPWG to determine whether the applicable Goals have been met, or whether additional major improvements are required.

- If the FPWG determines that Tier 2 major improvements are required, the licensee shall, in consultation with and subject to the approval of the FPWG, identify specific Tier 2 measures and a necessary monitoring and evaluation plan for implementation. The licensee shall, within 90 days of this determination, propose an action plan and schedule for implementing the Tier 2 measures. After review and approval by the FPWG, the licensee shall file the action plan with the Commission for its approval.
  - The Commission reserves the right to require changes to any Tier 2 measure. Any such changes required by the Commission may also require additional approvals by the appropriate Fish Agencies pursuant to their statutory authorities. The licensee shall implement the Tier 2 measures and the monitoring and evaluation plan upon Commission approval.
- If more than 1,000 bull trout use the ladder annually, and measured performance of downstream steelhead smolt survival is less than 97%, the licensees shall implement additional measures as required by the FPWG.

### (3) Tier 1 Measures

#### Upstream Passage Measures:

- Remove peninsula that currently separates the tailrace from the bypass channel in order to reduce unacceptable adult delay at the powerhouse.
- Construct structures in the bypass channel to concentrate flows and provide necessary cues to help adult migrants reach and find the fish ladder entrance.
- Move rocks and boulders in the bypass reach downstream of the fish ladder entrance to provide for adult passage in most flow conditions.
- Other enhancements to the bypass channel.
- Adjustments or minor (“fit and finish”) modifications to the ladder to optimize performance.
- Install and operate behavioral deterrents to fish movement toward and into the Project intake.
- Modify spill gate operations.
- Other measures proposed by the FPWG, and approved by the Licensee.

**Downstream Passage Measures:**

- Install or modify flow guidance devices on the downstream face of the dam to concentrate flow or otherwise improve smolt survival.
- Other enhancements to the bypass channel.
- Install and operate behavioral deterrents, which could include experimental technologies, to guide fish away from the Project intake.
- Other physical modifications that may be suggested by the FPWG, and agreed to by the licensee, in lieu of additional BFPA water.
- Predation control in the impoundment; the need for which will be determined by periodic assessments as agreed to by the FPWG.
- Modify spill gate operations.
- Other measures proposed by the FPWG, and approved by the licensee.

**(4) Trash Rack Modifications**

If the adult steelhead or the downstream bull trout fish passage Performance Standard is not likely to be met due to high turbine mortality in any two of three years of a 5-year assessment interval, the licensee shall modify its trash racks in an effort to reduce adult turbine mortality, unless the FPWG decides otherwise or identifies an alternative solution. The following guidelines will govern trash rack modifications:

- New racks will be located in the existing stop-log slots and will be supplemental to the existing racks unless otherwise agreed to by the licensee.
- New racks will only be deployed seasonally, during the applicable adult migrations, as determined by FPWG.
- The then current Performance Assessment Interval will restart once the new trash racks are installed.

**(5) Tier 2 Measures**

- Increase water allocated to the BFPA.
- Modify powerhouse turbines to include a more fish friendly configuration.
- Extend the fish ladder upstream into the forebay.
- Install fish barriers or deterrents in the trailrace.
- Install experimental devices in the Project diversion pool to facilitate guidance of fish downstream past the project.
- Other measures proposed by the FPWG, and approved by the licensee.

The licensee may, at any time, propose to implement Tier 2 measures. After review and approval by the FPWG, the licensee shall develop a plan and schedule in consultation with the FPWG and shall implement the proposed measure following all required approvals.

Implementation of Tier 2 measures will be followed by a continuation of the Adaptive Management Program described above.

**Article 52: Annual Report**

The licensee shall file Annual Reports for the term of this amended license. The licensee shall, by December 15 annually, provide a draft Annual Report to the FPWG and provide at least 30-days for review and approval. The Annual Report will address all activities within that calendar year and will include: (1) Operations and Maintenance (O&M) relating to the fish passage facilities and planned O&M for the upcoming year; (2) annual BFAA Allocation Plan; (3) Monitoring and Evaluation (M&E) relating to the Adaptive Management Program and the Fish Passage and Protection Plan; (4) description of planned monitoring activities for the upcoming year; (5) status of the Adaptive Management Program and related measures; (6) the 5-year assessments required by the Adaptive Management Program; and (7) any proposed changes to the Fish Passage and Protection Plan. Not every assessment or report is due in each Annual Report. The table below summarizes the reporting frequencies associated with each pertinent license article, to be included in the licensee's Annual Reports.

<b>Requiring Article</b>	<b>Description</b>	<b>Reporting Frequency</b>
Article 47	Bypass Flow Accrual Account Annual Allocation Plan	Every year
Article 48	Upstream fish passage monitoring results (steelhead, Chinook salmon, bull trout)	Every year
Article 48	Fish delay indication survey results	Every year for 5 years, after the release of adult steelhead or Chinook salmon upstream of the Pelton Round Butte Project
Article 49	Downstream fish passage monitoring results	Every year
Article 51	Adaptive management monitoring reports	Every year
Article 51	Adaptive management 5-year assessment	Every 5 years
Articles 48, 49, and 51	Fish Passage Performance Objectives status report	Every 5 years



The licensee shall file Annual Reports with the Commission by March 1. When filing Annual Reports with the Commission, the licensee shall include documentation of consultation; copies of comments and recommendations; and specific descriptions of how comments and recommendations from FPWG members have been accommodated. If the licensee does not adopt a recommendation, the filing shall include its reasons based on Project specific information. If the licensee files an Annual Report without obtaining concurrence from the FPWG, the licensee shall include specific reasons for doing so. The licensee shall implement planned O&M measures, requests for releases of BFAA accumulated water, M&E measures, and Tier 1 and Tier 2 measures as described in its Annual Reports.

**Article 53: Inspection and Notice**

The licensee shall permit members of the Fish Passage Work Group, at any reasonable time, access to, through, and across Project lands and works for the purpose of inspecting fish passage facilities and related records pertaining to the operation of the Project and implementation of the amended license. The licensee shall require reasonable notice of such inspections and shall establish reasonable safety and security procedures for parties engaged in such inspections.

**Article 54: Abandonment of Anadromous Fish Reintroduction**

In the event that the NMFS, U.S. Fish and Wildlife Service, and ODFW, each notify the Commission that all efforts to re-introduce anadromous fish to the Upper Deschutes River Subbasin have failed and have been discontinued, the licensee's responsibilities to achieve steelhead and Chinook salmon performance standards shall cease and any associated monitoring and evaluation responsibilities shall terminate. The licensee shall continue to operate the ladder for use by native resident fish, including bull trout, conduct associated monitoring for native resident fish, and provide water credits to the Bypass Flow Accrual Account for purposes of providing an ongoing benefit to native resident fish. The allocation shall be 25% of the increased hydroelectric potential resulting from the new diversion pool elevation.

The licensee may, at its discretion, develop a study of BFAA effectiveness over a range of flow conditions, for approval by the FPWG, to determine whether the BFAA has been over-allocated (less water is needed) to meet fish passage needs of resident native fish. If it is determined by the FPWG that the BFAA is over-allocated, the allocation rate will be reduced consistent with the level of over allocation, upon agreement of the FPWG.

(L) The following license Article 55 is added to the license:

**Article 55:** *Reservation of Authority to Prescribe Fishways.* Authority is reserved to the Commission to require the licensee to construct, operate, and maintain, or to provide for the construction, operation, and maintenance of such fishways as may be prescribed by the Secretary of the Interior or the Secretary of Commerce pursuant to section 18 of the Federal Power Act.

(M) *As-built Exhibits.* Within 90 days of completion of construction of the project works authorized by this order, the licensee must file with the Commission, for approval, revised Exhibits A, F, and G, as applicable, to describe and show those project facilities as built, or make a statement that no revisions are necessary.

(N) *Start of Construction.* The licensee must commence construction of the project works authorized in this order within two years from the issuance date of this order and must complete construction within four years from the issuance date of the order.

(O) *Contract Plans and Specifications.* At least 60 days prior to the start of any construction, the licensee must submit one copy of its final plans and specifications and supporting design document to the Commission's Division of Dam Safety and Inspections (D2SI)-Portland Regional Engineer, and two copies to the Commission (one of these must be a courtesy copy to the Director, D2SI). The submittal to the D2SI-Portland Regional Engineer must also include as part of preconstruction requirements: a Quality Control and Inspection Program, Temporary Construction Emergency Action Plan, and Soil Erosion and Sediment Control Plan. The licensee may not begin construction until the D2SI-Portland Regional Engineer has reviewed and commented on the plans and specifications, determined that all preconstruction requirements have been satisfied, and authorized start of construction.

(P) *Cofferdam and Deep Excavation Construction Drawings.* Should construction require cofferdams or deep excavations, the licensee must: (1) have a Professional Engineer who is independent from the construction contractor, review and approve the design of contractor-designed cofferdams and deep excavations prior to the start of construction; and (2) ensure that the construction of cofferdams and deep excavations is consistent with the approved design. At least 30 days before starting construction of any cofferdams or deep excavations, the licensee must submit one copy to the Commission's Division of Dam Safety and Inspections (D2SI)-Portland Regional Engineer and two copies to the Commission (one of these copies must be a courtesy copy to the Commission's Director, D2SI),

of the approved cofferdam and deep excavation construction drawings and specifications, and the letters of approval.

(Q) *Project Modification Resulting from Environmental Requirements.* If environmental requirements under this license require modification that may affect the project works or operations, the licensee must consult with the Commission's Division of Dam Safety and Inspections-Portland Regional Engineer. Consultation must allow sufficient review time for the Commission to ensure that the proposed work does not adversely affect the project works, dam safety, or project operation.

(R) This order constitutes final agency action. Any party may file a request for rehearing of this order within 30 days from the date of its issuance, as provided in section 313(a) of the FPA, 16 U.S.C. § 8251 (2012), and the Commission's regulations at 18 C.F.R. § 385.713 (2017). The filing of a request for rehearing does not operate as a stay of the effective date of this order, or of any other date specified in this order. The licensee's failure to file a request for rehearing shall constitute acceptance of this order.

Steve Hocking, Chief  
Environmental and Project Review Branch  
Division of Hydropower Administration  
and Compliance

**APPENDIX A**  
 Oregon Department of Environmental Quality  
 Water Quality Certification  
 Issued December 13, 2017

Upon Federal Energy Regulatory Commission issuance of an amended license for the Opal Springs Hydroelectric Project, the Deschutes Valley Water District shall comply with the following § 401 water quality certification conditions:

**1. Water Quality Management Plan**

Within six months of receiving an amended FERC license Deschutes Valley Water District shall submit a Water Quality Management Plan to the Oregon Department of Environmental Quality. Upon approval by DEQ, Deschutes Valley Water District shall file the WQMP with FERC and implement the WQMP upon FERC approval. The WQMP must address parameters specified in this § 401 water quality certification and include:

- a) Data collection protocol, analytical methods, and laboratory method reporting limits;
- b) Location and description of monitoring points;
- c) Compliance monitoring and field audit schedule;
- d) Data sampling frequency;
- e) Applicable compliance criteria;
- f) Instrument calibration procedures and schedule;
- g) Data validation procedures and quality assurance methodology; and
- h) Contingency plan for inoperable or malfunctioning equipment.

**2. Biological Criteria; Protection of Beneficial Uses; Instream Flows**

a) Bypass Reach Flows

Deschutes Valley shall maintain a minimum continuous instream flow of 50 cfs in the bypass reach below the dam in accordance with Article 36 of the current FERC license.

b) Bypass Flow Accrual Account (BFAA)

Deschutes Valley Water District shall establish, manage, and administer the Bypass Flow Accrual Account in accordance with methodology presented in proposed License Article 4 of the 2015 Amended and Restated Settlement Agreement.

c) Fish Passage

Deschutes Valley Water District shall construct, operate, and maintain fish passage facilities in accordance with the criteria described in proposed License Article 2 of the 2015 Amended and Restated Settlement Agreement.

d) Beneficial Use

If DEQ determines that operation of the fish passage facilities described in Condition 2c of these Conditions extends the range of documented spawning habitat used by salmon, steelhead, or bull trout, the Deschutes Valley Water District must take appropriate actions to comply with the following additional conditions, unless otherwise specified by DEQ:

- (1) The seven-day-average maximum temperature may not exceed 12.0 degrees Celsius in stream segments with documented bull trout spawning and juvenile rearing use;
- (2) The seven-day-average maximum temperature may not exceed 13.0 degrees Celsius during the period identified by DEQ in stream segments with documented salmon or steelhead spawning use;
- (3) Dissolved oxygen may not be less than 11.0 mg/l during the period identified by DEQ in stream segments with documented active spawning use, and if the minimum intergravel dissolved oxygen, measured as a spatial median, is 8.0 mg/l or greater, then the dissolved oxygen limit is 9.0 mg/l.

DEQ will notify Deschutes Valley Water District in writing of its determination that these additional conditions are required, including the corresponding areas and time periods in which each condition applies.

Upon such notification, Deschutes Valley Water District may submit within 90 days an alternative plan that demonstrates compliance with these conditions for DEQ's review. If, after public review and comment in accordance with applicable law, if any, DEQ approves or conditionally approves that plan as consistent with water-quality standards, then DVWD will implement that plan, as conditioned, in accordance with its terms.

### **3. Narrative Criteria: Objectionable Discoloration, Scum, and Oily Sheens**

a) Best Management Practices

Deschutes Valley Water District must employ Best Management Practices when handling, storing, or using materials which may, if spilled, result in adverse or objectionable conditions in violation of this water quality standard.

b) Notification

In the event of a spill or release or threatened spill or release to waters of the state of petroleum or other hazardous substances at or above reportable quantities as specified in applicable state and federal regulations, Deschutes Valley must implement effective spill response procedures, notify Oregon Emergency Response System, and comply with ORS Chapters 466 and 468, as applicable.

c) Recordkeeping

For the term of the amended license, Deschutes Valley Water District shall retain records for the period of time required by law which document: the occurrence of reportable releases; visual observations and/or photographic documentation of hazardous material releases which impact aquatic resources; remedial activities undertaken by Deschutes Valley Water District or a contractor to address hazardous material releases; correspondence and/or conversation records which document agency notification, as warranted regarding hazardous material releases; other records deemed appropriate.

#### **4. Dissolved Oxygen**

a) Water Quality Monitoring Plan

The WQMP developed by Deschutes Valley Water District pursuant to Condition 1 of these § 401 Certification Conditions shall incorporate the dissolved oxygen monitoring requirements presented below:

(1) Impoundment

Deschutes Valley Water District shall continuously measure DO at upstream and downstream locations in the diversion pool for a minimum of 30 consecutive days during the first July and August when the diversion pool is maintained at an average elevation of at least 2,006.61 feet MSL (i.e., 80 percent of the proposed increase in elevation).

Beginning no later than May 1, Deschutes Valley Water District shall continuously measure DO at the above referenced locations for at least 15 consecutive days during the first May in which the diversion pool is maintained at an average elevation of at least 2,006.61 feet MSL.

(2) Bypass Reach

Concurrent with the measurements and schedules described in Condition 4a(1) above, Deschutes Valley Water District shall measure DO in the upper bypass reach in the vicinity of the proposed ladder entrance.

b) Duration

Water quality monitoring is required for three consecutive years beginning in the first year following completion of fish passage facilities identified in Condition 2c. If, after the second year of required monitoring, DEQ is reasonably assured the Project will meet applicable water quality standards, DEQ may approve discontinuing further monitoring. Alternatively, DEQ may require additional monitoring and/or adaptive management after the third year of monitoring, as warranted, to demonstrate provide support for all recognized beneficial uses.

c) Reporting

Deschutes Valley Water District shall report DO monitoring data to DEQ by December 31 of each year for which monitoring was performed. The report shall address the requirements in Condition 1 of these Conditions and analyze the effects, if any, of Project operation on the DO water quality standard. Following review and approval of the report by DEQ, Deschutes Valley Water District shall file the report with FERC.

d) Adaptive Management

If monitoring indicates the DO water quality standard is not met, DEQ will require Deschutes Valley Water District to submit a report analyzing the situation and shall require additional monitoring and adaptive management of the Project to ensure Project operation does not contribute to violations of water quality standards. Strategies to achieve this objective may include reducing the operating elevation of the diversion pool, increasing flow in the bypass reach or other operational adjustments to ensure Project operation does not contribute to violations of water quality standards.

## **5. Hydrogen Ion Concentration (pH)**

a) Water Quality Monitoring Plan

The WQMP developed by Deschutes Valley Water District pursuant to Condition 1 of these § 401 Certification Conditions shall incorporate the pH monitoring requirements presented below:

(1) Impoundment

Deschutes Valley Water District shall measure pH at upstream and downstream locations in the diversion pool for a minimum of 30 consecutive days during the first July and August when the diversion pool is maintained at an average elevation of at least 2,006.61 feet MSL.

(2) Bypass Reach

Concurrent with the measurements and schedules described in Condition 5(a)(1) above, Deschutes Valley Water District shall measure pH in the upper bypass reach in the vicinity of the proposed ladder entrance.

b) Duration

Water quality monitoring is required for three consecutive years beginning in the first year following completion of fish passage facilities identified in Condition 2c. If, after the second year of required monitoring, DEQ is reasonably assured the Project will meet applicable water quality standards, DEQ may approve discontinuing further monitoring. Alternatively, DEQ may require additional monitoring and/or adaptive management after

the third year of monitoring, as warranted, to demonstrate provide support for all recognized beneficial uses.

c) Reporting

Deschutes Valley Water District shall report pH monitoring data to DEQ by December 31 of each year for which monitoring was performed. The report shall address the requirements in Condition 1 of these Conditions and analyze the effects, if any, of Project operation on the pH water quality standard. Following review and approval of the report by DEQ, Deschutes Valley Water District shall file the report with FERC.

d) Adaptive Management

If monitoring indicates the pH water quality standard is not met, DEQ will require Deschutes Valley Water District to submit a report analyzing the situation and shall require additional monitoring and or adaptive management of the Project to ensure Project operation does not contribute to violations of water quality standards. Strategies to achieve this objective may include reducing the operating elevation of the diversion pool, increasing flow in the bypass reach, or other operational adjustments to ensure Project operation does not contribute to violations of water quality standards.

## 6. Temperature

a) Water Quality Monitoring Plan

The WQMP developed by Deschutes Valley Water District pursuant to Condition 1 of these § 401 Certification Conditions shall incorporate the minimum temperature monitoring requirements presented below:

(1) Impoundment

Deschutes Valley Water District shall measure temperature at upstream and downstream locations in the diversion pool from May 1 through September 30 beginning with the first year after completion of activities proposed under the proposed license amendment. Monitoring shall include a minimum of 30 days during the July and August when the diversion pool is maintained at an average elevation of at least 2,006.61 feet.

(2) Bypass Reach

Concurrent with the measurements and schedules described in Condition 6a(1) above, Deschutes Valley Water District shall measure temperature in the upper bypass reach in the vicinity of the proposed ladder entrance.

b) Duration

Water quality monitoring is required for three consecutive years beginning in the first year following completion of fish passage facilities identified in Condition 2c. Based on



the results of the first and second year of required monitoring, DEQ will determine whether monitoring may be discontinued or additional data collection is required. If DEQ determines that additional data collection is required, DEQ will require additional monitoring and adaptive management.

c) Reporting

Deschutes Valley Water District shall report temperature monitoring data to DEQ by December 31 of each year for which monitoring was performed. The report shall address the requirements in Condition 1 of these Conditions and analyze the effects, if any, of Project operation on the temperature water quality standard. Following review and approval of the report by DEQ, Deschutes Valley Water District shall file the report with FERC.

d) Adaptive Management

If monitoring indicates the temperature water quality standard is not met, DEQ will require Deschutes Valley Water District to submit a report analyzing the situation and may require additional monitoring and/or adaptive management of the Project to ensure Project operation does not contribute to violations of water quality standards. Adaptive measures may include altering the timing and/or magnitude of Bypass Flow Accrual Account releases to minimize temperature increases in the bypass reach, lowering the elevation of the diversion pool to decrease retention time, or other measures intended to reduce Project-related thermal impacts. Deschutes Valley Water District must submit the report within six months of identifying temperature exceedances. Upon DEQ approval, Deschutes Valley shall submit the plan to FERC for approval. Upon FERC approval, Deschutes Valley shall implement the plan.

## **7. General Conditions**

a) Certification Modification

DEQ, in accordance with Oregon and Federal law including OAR Chapter 340, Division 48 and, as applicable, 33 USC 1341, may modify this Certification to add, delete, or alter Certification conditions as necessary to address:

- (1) Adverse or potentially adverse Project effects on water quality or designated beneficial uses that did not exist or were not reasonably apparent when this § 401 Certification was issued;
  - (2) TMDLs (not specifically addressed above in these § 401 Certification Conditions);
  - (3) Changes in water quality standards;
  - (4) Any failure of these § 401 Certification Conditions to protect water quality or designated beneficial uses as expected when this § 401 Certification was issued;
- or;

- (5) Any change in the Project or its operations that was not contemplated by this § 401 Certification that might adversely affect water quality or designated beneficial uses.

b) Other Federal Permits

Upon applying for any federal license or permit authorizing a discharge to waters of the United States other than the new or amended FERC license, Deschutes Valley Water District shall provide DEQ written notice of such application and of any proposed changes or new activity requested to be authorized under the application since issuance of this § 401 Certification. DEQ will notify Deschutes Valley Water District and the applicable federal agency either that: (1) this § 401 Certification is sufficient for purposes of the federal license or permit; or (2) in light of new information related to the water quality impacts of the activity requested to be authorized under the application, there is no longer reasonable assurance of compliance with state water quality standards. In the latter event, ODEQ will consider the new information, solicit and consider public and agency comment as required by law, and issue a 401 certification determination for purposes of the federal license or permit.

For projects which require in-water work, Deschutes Valley Water District shall obtain, as applicable, a removal-fill permit from Oregon Department of State Lands, a dredge and fill permit from the Corps pursuant to § 404 of the Clean Water Act, and a §401 water quality certification from DEQ.

c) Project Modification

Deschutes Valley Water District shall obtain DEQ review and approval before undertaking any change to the Project that might significantly affect water quality (other than project changes authorized by a new or amended FERC license or required by or considered in this § 401 Certification), including changes to Project structures, operations, and flows.

d) Repair and Maintenance

Deschutes Valley Water District shall obtain DEQ review and approval before undertaking Project repair or maintenance activities that might significantly affect water quality (other than repair or maintenance activities authorized by a new or amended FERC license required by or considered in this § 401 Certification). DEQ may, at Deschutes Valley Water District's request, provide such prior approval effective prospectively for specified repair and maintenance activities.

e) Inspection

Deschutes Valley Water District shall allow DEQ such access as necessary to inspect the Project area and Project records required by these § 401 Certification Conditions and to monitor compliance with these § 401 Certification Conditions, upon reasonable notice and subject to applicable safety and security procedures when engaged in such access.

## f) Posting

Deschutes Valley Water District shall post or maintain a copy of these § 401 Certification Conditions at the Opal Springs Hydro Project Office.

## 8. Project Specific Fees

In accordance with ORS 543.080, Deschutes Valley Water District shall pay project-specific fees, in 2016 dollars adjusted according to the formula in Condition 8c below, to DEQ for costs of overseeing implementation of this Certification.

## a) Oregon Department of Environmental Quality

Deschutes Valley Water District shall pay project-specific fees to ODEQ, made payable to State of Oregon, Department of Environmental Quality, according to the following schedule:

<b>FERC License</b>	<b>Annual Project-Specific Fee Subject to Adjustment</b>	<b>Due</b>
Upon License Amendment	\$ 3,500 prorated to June 30	Within 30 days
Years 1 - 5	\$ 3,500	July 1

## b) Annual Adjustment

Fee amounts shall be adjusted annually, according to the following formula:

$$AD = D \times (CPI-U)/(CPI-U-June\ 2010)$$

Where:

AD = Adjusted dollar amount payable to agency.

D = Dollar amount pursuant to Condition 8a above,

CPI-U = the most current published version of the Consumer Price Index-Urban. The CPI-U is published monthly by the Bureau of Labor Statistics of the U.S. Department of Labor. If that index ceases to be published, any reasonably equivalent index published by the Bureau of Economic Analysis may be substituted by written agreement between DEQ and Deschutes Valley Water District.

## c) Payment Schedule

Fees shall be paid pursuant to a written invoice from DEQ. Except as provided below, project-specific fees shall be due on July 1 of each year following issuance of the new FERC License. Deschutes Valley Water District shall pay an initial prorated payment to DEQ within 30 days of issuance of the amended FERC license, for the period from the date of license issuance to the first June 30 which follows license amendment issuance.

## d) Credits

DEQ will credit against this amount any fee or other compensation paid or payable to DEQ directly or through other agencies of the State of Oregon, during the preceding year (July 1 to June 30) for DEQ's costs of oversight.

## e) Expenditure Summary

Upon request, DEQ shall, on a biennial basis, provide Deschutes Valley Water District with a summary of project specific expenditures.

## f) Duration

The DEQ fee shall expire 3 years after the first July 1 following the issuance of the new FERC license, unless DEQ terminates it earlier because oversight is no longer necessary. One year before the expiration of the fee, or earlier if mutually agreed, DEQ and Deschutes Valley Water District shall review the need, if any, to modify, extend, or terminate the fee, in accordance with ORS 543.080. Deschutes Valley Water District shall pay any project-specific fee required after such review as provided in ORS 543.080.

**APPENDIX B**

U.S. Department of the Interior – U.S. Fish and Wildlife Service  
 Biological Opinion- Terms and Conditions  
 Issued December 21, 2017

**TERMS AND CONDITIONS**

In order to be exempt from the prohibitions of section 9 of the ESA, the Deschutes Valley Water District (DVWD) must comply with the following terms and conditions, which implement the reasonable and prudent measures described in the Biological Opinion and outline required reporting/monitoring requirements. These terms and conditions are non-discretionary.

1. To implement reasonable and prudent measure 1:

The Commission must require the Project Licensee to construct and operate the Project facilities identified in the 2015 Revised and Restated Settlement Agreement, implement the Agreement's Appendix B Opal Springs Fish Passage and Protection Plan, and other Adaptive Management measures identified in the Agreement, as modified by the licensee's Supplemental Filing dated October 31, 2017.

2. To implement reasonable and prudent measure number 2:

2.1 The Commission must require that the Project Licensee prepare an annual report identifying any incidental take associated with Project activities and describing conservation measures implemented to minimize take. The report shall include information on construction activities, fish passage, and Agreement implementation to ensure take was not exceeded. The report shall include the following:

- Description and results of upstream and downstream passage monitoring.
- Results of any water quality monitoring during construction.
- Description of conservation measures implemented to minimize Project impacts.
- Implementation of the 2015 Revised and Restated Settlement Agreement and its Appendices, as modified by the licensee's Supplemental Filing dated October 31, 2017.

The report shall be submitted annually by March 1 to the Service's Bend Field Office located at 63095 Deschutes Market Road, Bend, Oregon, 97701 (phone 541-383-7146). The report shall summarize the Project Licensee's compliance with the Project's proposed action and conservation measures, and the level of exempted incidental take during the implementation of the Project.

We anticipate that during Project construction up to 40 subadult and adult bull trout may be harassed annually due to brief, non-lethal water quality effects that result from Project construction activities, and which impair essential behavioral patterns such as feeding and

sheltering. We also anticipate that during Project operations up to 33 percent of subadult and adult bull trout that pass upstream of the Project may be killed annually due to downstream passage through the Project turbine or spillways. The reasonable and prudent measures, with their implementing terms and conditions, are designed to minimize the impact of incidental take that might otherwise result from the proposed action. If, during the course of the action, this level of incidental take is exceeded, such incidental take represents new information requiring reinitiation of consultation and review of the reasonable and prudent measures provided. The Project Licensee must immediately provide an explanation of the causes of the taking and review with the Service the need for possible modification of the reasonable and prudent measures.

The Service is to be notified within three working days upon locating a dead, injured or sick endangered or threatened species specimen. Initial notification must be made to the nearest U.S. Fish and Wildlife Service Law Enforcement Office, located at 9025 SW Hillman Court, Suite 3134, Wilsonville, OR 97070; phone: 503-682-6131. In addition, notification must be made to the Service's Bend Field Office, located at 63095 Deschutes Market Road, Bend, Oregon, 97701; phone 541-383-7146. Notification must include the date, time, precise location of the injured animal or carcass, and any other pertinent information. Care should be taken in handling sick or injured specimens to preserve biological materials in the best possible state for later analysis of cause of death, if that occurs. In conjunction with the care of sick or injured endangered or threatened species or preservation of biological materials from a dead animal, the finder has the responsibility to ensure that evidence associated with the specimen is not unnecessarily disturbed.

## APPENDIX C

U.S. Department of the Interior – U.S. Fish and Wildlife Service

Section 18 Fishway Prescription

Filed January 4, 2016; modified on January 9, 2018 and April 9, 2018

### 1.0 Reservation of Authority to Prescribe Fishways

The Service has prepared its prescriptions for fishways in response to the proposals being considered by the Commission in this proceeding for the proposed amendment of the Opal Springs Hydroelectric Project license. If any proposal is modified as a result of license amendment, then the Department of the Interior, through the U.S. Fish and Wildlife Service, will require adequate opportunity to reconsider each prescription and make modifications it deems appropriate and necessary for submittal to the Commission. Therefore, the Service requests that the Commission include the following condition in any license amendment order it may issue for Project No. 5891:

Authority is reserved for the Department of the Interior, as delegated to the U.S. Fish and Wildlife Service, to prescribe the construction, operation, and maintenance of fishways at the Opal Springs Hydroelectric Project, Project No. 5891, as appropriate, including measures to determine, ensure, or improve the effectiveness of such fishways, pursuant to Section 18 of the Federal Power Act, as amended. This reservation includes, but is not limited to, authority to prescribe fishways for Chinook salmon, steelhead, bull trout, and any other fish to be managed, enhanced, protected, or restored to the Crooked River Basin during the term of the amended license.

### 2.0. Modified Prescriptions for Fishways

2.1. Pursuant to the limitations, plans, schedules, and measures prescribed below, the Licensee shall provide for the construction, operation, and maintenance of safe, timely, and effective upstream and downstream volitional fish passage at the Opal Springs Hydroelectric Project as detailed in the Licensee's proposed license amendment, settlement agreement, and Opal Springs fish passage and protection plan. The Licensee's obligation to construct, maintain, and operate such fishways is subject to the review and approval of the U.S. Fish and Wildlife Service and the National Marine Fisheries Service in consultation with the Fish Passage Work Group (FPWG). Necessary reviews and approvals shall include, but are not limited to, coordination and consultation on the development and implementation of fish passage protection and operation plans, the implementation of fish passage effectiveness measures, the preparation and review of information, reports, designs, and effectiveness evaluations, and in specific circumstances, decision-making.

2.2. To ensure the immediate and timely contribution of the fishways to ongoing and future fish restoration and management programs in the Crooked River Basin, the following measures, as described in Appendix A of the Opal Springs Settlement Agreement, are prescribed to ensure the effectiveness of the fishways pursuant to Section 1701(b) of the National Energy Policy Act of 1992 (P.L. 102-486, Title XVII, 106 Stat.3008):

2.2.1. Opal Springs Fish Passage and Protection Plan. The Licensee shall, for the safe, timely, and effective passage of fish at the Opal Springs Hydroelectric Project, implement proposed license Article 1 Opal Springs Fish Passage and Protection Plan, as detailed in Appendices A and B of the Opal Springs Settlement Agreement filed with the Commission on October 8, 2015, and as modified by Supplemental Filing dated October 31, 2017.

2.2.2. Fish Passage Facilities. The Licensee shall, for the safe, timely, and effective passage of fish at the Opal Springs Hydroelectric Project, implement Article 2 Fish Passage Facilities, as detailed in Appendix A of the Opal Springs Settlement Agreement filed with the Commission on October 8, 2015, and as modified by Supplemental Filing dated October 31, 2017.

2.2.3. Bypass Flow Accrual Account. The Licensee shall, for the safe, timely, and effective passage of fish at the Opal Springs Hydroelectric Project, implement Article 4 Bypass Flow Accrual Account, as detailed in Appendix A of the Opal Springs Settlement Agreement filed with the Commission on October 8, 2015, and as modified by Supplemental Filing dated October 31, 2017.

2.2.4. Upstream Fish Passage Monitoring, Data Collection, Fish Passage Performance, and Reporting. The Licensee shall, for the safe, timely, and effective passage of fish at the Opal Springs Hydroelectric Project, implement Article 5 Upstream Fish Passage Monitoring, Data Collection, Fish Passage Performance, and Reporting, as detailed in Appendix A of the Opal Springs Settlement Agreement filed with the Commission on October 8, 2015, and as modified by Supplemental Filing dated October 31, 2017.

2.2.5. Downstream Fish Passage Monitoring, Fish Passage Performance, Data Collection, and Reporting. The Licensee shall, for the safe, timely, and effective passage of fish at the Opal Springs Hydroelectric Project, implement Article 6 Downstream Fish Passage Monitoring, Fish Passage Performance, Data Collection, and Reporting, as detailed in Appendix A of the Opal Springs Settlement Agreement filed with the Commission on October 8, 2015, and as modified by Supplemental Filing dated October 31, 2017.



2.2.6. Fish Passage Performance Objectives. The Licensee shall, for the safe, timely, and effective passage of fish at the Opal Springs Hydroelectric Project, implement Article 7 Fish Passage Performance Objectives, as detailed in Appendix A of the Opal Springs Settlement Agreement filed with the Commission on October 8, 2015, and as modified by Supplemental Filing dated October 31, 2017.

2.2.7. Adaptive Management. The Licensee shall, for the safe, timely, and effective passage of fish at the Opal Springs Hydroelectric Project, implement Article 8 Adaptive Management, as detailed in Appendix A of the Opal Springs Settlement Agreement filed with the Commission on October 8, 2015, and as modified by Supplemental Filing dated October 31, 2017.

2.2.8. Annual Report. The Licensee shall, for the safe, timely, and effective passage of fish at the Opal Springs Hydroelectric Project, implement Article 9 Annual Report, as detailed in Appendix A of the Opal Springs Settlement Agreement filed with the Commission on October 8, 2015, and as modified by Supplemental Filing dated October 31, 2017.

2.2.9. Inspection and Notice. The Licensee shall, for the safe, timely, and effective passage of fish at the Opal Springs Hydroelectric Project, implement Article 10, Inspection and Notice, as detailed in Appendix A of the Opal Springs Settlement Agreement filed with the Commission on October 8, 2015, and as modified by Supplemental Filing dated October 31, 2017.

2.2.10. Abandonment of Anadromous Fish Reintroduction. The Licensee shall, for the safe, timely, and effective passage of fish at the Opal Springs Hydroelectric Project, implement Article 11, Abandonment of Anadromous Fish Reintroduction, as detailed in Appendix A of the Opal Springs Settlement Agreement filed with the Commission on October 8, 2015, and as modified by the licensee's Supplemental Filing dated October 31, 2017.

**APPENDIX D**U.S. Department of the Commerce – National Marine Fisheries Service  
Section 18 Fishway Prescriptions

Filed January 4, 2016; modified on January 12, 2018 and April 10, 2018

## 1. Final Prescriptions for Fishways

Pursuant to the limitations, plans, schedules, and measures prescribed below, the Licensee shall provide for the construction, operation, and maintenance of safe, timely, and effective upstream and downstream volitional fish passage at the Opal Springs Hydroelectric Project as detailed in the Licensee's revised October 31, 2017 amendment, Settlement Agreement, and fish passage and protection plan. The Licensee shall submit for review and approval of NMFS, the development and implementation of fish passage protection and operation plans, the implementation of fish passage effectiveness measures, the preparation and review of information, reports, designs, and effectiveness evaluations.

## 2. Opal Springs Fish Passage and Protection Plan

The Licensee shall, for the safe, timely, and effective passage of fish at the Opal Springs Hydroelectric Project, implement the Opal Springs Fish Passage and Protection Plan as detailed in Appendix B of the Opal Springs Settlement Agreement filed with the Commission on October 8, 2015 and as modified by the October 31, 2017, revised license amendment application.

## 3. Fish Passage Facilities

The Licensee shall provide safe, timely, and effective fish passage at the Opal Springs Hydroelectric Project (Project) through implementation of the Amended License. The Licensee shall design, construct, operate, maintain and monitor a volitional upstream fish ladder located at the Project dam structure to provide salmon and steelhead access to historic spawning and rearing habitats in the Crooked River basin and to provide native fish with foraging and migratory opportunities above the project. The fish ladder shall adhere to the National Marine Fisheries Service (NMFS) 2008 Anadromous Salmonid Passage Facility Design Manual.

The Licensee shall also design, construct, operate, maintain and monitor facilities at the Project to increase the normal maximum diversion pool elevation to 2,007.21 feet. The increased pool elevation will make water available for bypassing juvenile fish around the turbine penstock and for attracting adult fish up through the bypass reach to the fish ladder entrance.

The Licensee shall develop final design plans and specifications for the installation, operation, maintenance, and monitoring of the fish passage facilities

in consultation with and for review by the Fish Passage Work Group (FPWG). Specifically, the detailed fish ladder design will be completed in consultation with the FPWG. Final design plans and specifications shall include: (1) final construction drawings; (2) construction schedule; and (3) a preliminary operation and maintenance (O&M) plan that includes daily, above water visual inspections of all areas within the fish ladder that are accessible to fish and annual dewatered fish ladder inspections. The Licensee shall file the final O&M Plan with the Commission within 120 days after construction is completed, following review and approval of the FPWG. The Licensee shall, within 60 days after issuance of the Amended License, provide the final design plans and specifications to NMFS for approval.

The Licensee shall, within 120 days after issuance of the Amended License, file the final design plans and specifications with the Commission for approval. When filing final plans and specifications with the Commission, the Licensee shall include documentation of consultation with the FPWG, copies of comments and recommendations, and specific descriptions of how comments and recommendations from FPWG members have been accommodated. If the Licensee does not adopt an FPWG recommendation, the filing shall include its reasons based on project specific information. If the Licensee files final plans and specifications without first obtaining approvals by the appropriate Fish Agencies pursuant to their statutory authorities, the Licensee shall include specific reasons for doing so.

The Commission reserves the right to require changes to the final fish facility design plans and specifications. Any such changes required by the Commission may also require additional approvals by the appropriate Fish Agencies pursuant to their statutory authorities.

The Licensee shall complete construction of the fish passage facilities within two years of Commission approval.

#### 4. Bypass Flow Accrual Account

Upon completion of the fish passage facilities, the Licensee shall establish a Bypass Flow Accrual Account (BFAA). The BFAA will identify "water credits" (in acre-feet) which will be used to identify water available for aiding upstream and downstream fish passage. Water credits will be accrued in lieu of actual stored water, given that the Project has no storage capacity, and turbine discharge will be reduced when exchanging water credits for actual bypass flows. The Licensee shall administer the BFAA for the term of the amended license as follows:

##### Accumulating Credits

The Licensee shall accrue water credits in the BFAA beginning concurrently with

the start of Project operations under the new pool elevation and shall continue to accrue water credits in the BFAA for the License Term. Water credits will accrue as a percentage of instantaneous turbine flow (initially 2.89 percent, hereafter referred to as the Accrual Rate) under all flow conditions up to the maximum controlled hydraulic capacity of the Project. The maximum controlled hydraulic capacity of the Project is initially 1,913 cfs [the sum of hydraulic capacity at new head (estimated at 1,600 cfs), the license required bypass flow (50 cfs), and spring water and ground water accreting into the bypass reach (263 cfs)]. Water credits will not accrue at total river discharge greater than the maximum controlled hydraulic capacity of the Project. The Licensee shall, within one year of commencing operations at the new pool elevation, verify all estimates used for determining the maximum controlled hydraulic capacity of the Project. The Licensee shall provide this information to the FPWG at least 45 days prior to filing any proposed modifications with the Commission. The Licensee shall not file with the Commission any proposed modifications of the information used to calculate water credits until any disputes raised by the FPWG have been addressed under the dispute resolution provisions of the Settlement Agreement. Upon Commission approval of any modifications to the information used for calculating water credits, the Licensee shall calculate all subsequent BFAA credits pursuant to the new information.

The Licensee shall periodically reassess spring water and ground water accretion estimates throughout the license term as requested by the FPWG. Any future changes recommended by the Licensee pursuant to periodic review of these parameters, will be further approved by the FPWG prior to the Licensee submitting the new information to the Commission. Upon Commission approval, the Licensee shall calculate all subsequent BFAA credits pursuant to the new information.

The Licensee shall calculate all BFAA credits based on: 1) direct measurements of the hourly turbine discharge data and 2) the gage data from USGS Gage No. 14087400, near Culver, Oregon, below Opal Springs.

The Licensee shall accrue water credits in the BFAA at a rate of between 50 percent and 70 percent (Allocation Percent) of the increase in power generation attributable to the head increase at the Project. Adjustments to the Allocation Percent will only occur following each successive 5-year Performance Assessment Interval, and only if necessary, pursuant to the Adaptive Management program. The potential for asynchronous monitoring periods notwithstanding, the BFAA Allocation Percent will not be increased more than one time every five years. Allocation Percent increases above 70 percent may only occur with the approval of the Licensee.

The Licensee shall, until the turbine performance calculation is modified, accrue water credits at a rate of 2.89 percent of instantaneous turbine flow. The Licensee shall convert real-time accruals into acre-feet for purposes of developing a BFAA Annual Allocation Plan. The Licensee shall develop the BFAA Annual Allocation Plan in consultation with and for approval by the FPWG.

The BFAA Annual Allocation Plan will include a current accounting of BFAA water credits (less any water credits advanced the prior year for emergency purposes); a flow forecast for the upcoming year; and an estimate of the water credits that will be accrued over the coming year.

The Licensee shall include the BFAA Annual Allocation Plan in its Annual Reports. The Licensee shall maintain a record of withdrawal requests and actual discharged bypass flows, and shall provide a monthly status of available BFAA water credits to the FPWG within two business days of a request by Oregon Department of Fish and Wildlife and the Confederated Tribes of the Warm Springs Reservation of Oregon (hereafter Fish Managers) (provided that the CTWS is a signatory to the Settlement Agreement). Water credits not used within a given year will be carried over from year to year until expended, but will not extend beyond the term of the Amended License. The Licensee shall include this information in its Annual Reports.

#### Bypass Flow Releases

The Licensee shall provide bypass flows from the BFAA within two business days of receiving a request from the liaison designated by the Fish Managers within the limitations of the approved BFAA Annual Water Plan. The Licensee shall make 10 percent of the forecasted annual accrual in the BFAA available for emergency use if insufficient water credits are available in the BFAA. Otherwise, only water credits accrued in the BFAA will be available for release. Any water credits advanced to the BFAA by the Licensee will be offset by a debit to the BFAA as soon as possible but by no later than one year from disbursement, unless otherwise agreed to by the Licensee.

The Licensee shall be exempted from providing BFAA flows that would result in a Critical Circumstance, which is potential damage or excess wear and tear to project equipment. The Licensee shall, within one year of initial operations at the new diversion pool elevation and periodically during the term of the amended license, in consultation with the FPWG and supported by engineering concerns, determine specific turbine unit loading that would result in a Critical Circumstance. If the Licensee determines that a request for flow releases will cause a Critical Circumstance, the Fish Managers may request a lower BFAA flow release that will not cause a Critical Circumstance, or the Fish Managers may request and the Licensee shall shut down the powerhouse and direct all river flows

into the bypass reach as long as sufficient water credits are available in the BFAA. The Licensee shall not be required to shut down the powerhouse in response to a BFAA flow request more than one time per week.

If the Project shuts down for other operational, safety, or maintenance reasons resulting in spill, water credits will not be removed from the BFAA.

5. Upstream Fish Passage Monitoring, Data Collection, Fish Passage Performance, and Reporting

The licensee shall use accepted scientific practices as approved by NMFS, the US Fish and Wildlife Service, Bureau of Indian Affairs, and the Oregon Department of Fish and Wildlife for all data collection and monitoring, and shall ensure that data collection standards are being met. The Licensee shall provide raw monitoring data to the FPWG within two business days of a Fish Manager request. The Licensee shall include all data in its Annual Reports.

Fish Ladder Monitoring

The licensee shall, upon completion of the fish passage facilities, continuously monitor the passage of adult fish >12 inches in length through the fish ladder for the term of the Amended License (Table 1). The Licensee shall identify and enumerate fish migrating through the fish ladder using video, electronic counter and/or adult trapping as determined by the FPWG, to identify species, passage date, and passage time. The Licensee shall provide this information to the FPWG within two business days of a Fish Manager request and shall include all fish passage information (for example, number by species, passage date, and passage time) in its Annual Reports.

Fish Migration Delay

The licensee shall, for the initial 5 years after the release of adult steelhead or Chinook salmon upstream of the Pelton Round Butte Project, unless otherwise agreed to by the FPWG, implement observational techniques (in addition to radio-telemetry monitoring, as specified in this article) to identify any potential adult fish migration delays in the Project tailrace and bypass reach. The Licensee shall make direct observations on foot, by snorkel and/or through hydroacoustic spot-checks of the Project tailrace and bypass reach at least every two to three days, as determined by the FPWG, during the steelhead and Chinook salmon upstream passage seasons and shall provide this information to the FPWG within two business days of a Fish Manager request. The Licensee shall include all information from these observations in its Annual Reports. The Licensee shall report any indications of fish delay to the FPWG within 24 hours of the observation.

### Fish Passage Performance

The Licensee shall, for the duration of the three 5-year Performance Assessment Intervals identified in the Adaptive Management program, or until any 5-year Performance Assessment Interval demonstrates that the 97% upstream fish passage Performance Goals have been met for adult steelhead and Chinook salmon, monitor adult steelhead and Chinook salmon passing through the lower Crooked River, Project tailrace, bypass reach, fish ladder, and diversion pool (either as upstream migrants or fish that fall back after passing upstream using the ladder). The Licensee shall calculate the percent passage success for adult steelhead and Chinook salmon as the number of fish that passed upstream through the fish ladder and diversion pool, minus any fish killed during fallback, divided by the number that entered the Project tailrace (after subtracting fish known to have exited the Crooked River or to have spawned successfully below the Project).

The Licensee shall monitor upstream fish passage performance during the initial 5-year Performance Assessment Interval using radio-telemetry. For radio-telemetry, the Licensee shall monitor at least 25 radio-tagged adult salmon (adult steelhead, adult Chinook salmon, or a combination of adult steelhead and Chinook salmon), annually. Should the FPWG make a determination that fewer than 25 radio-tagged adult steelhead and Chinook salmon are expected to enter the Crooked River from downstream radio-tagging studies during any annual monitoring period, the Licensee shall radio tag a sufficient number of adult steelhead and Chinook salmon, if available from a trap located within the Project fish ladder, to make up the anticipated shortfall.

The Licensee shall release the radio-tagged fish downstream of the Project tailrace within the Crooked River. The Licensee shall monitor these radio-tagged adult steelhead and Chinook salmon, and any additional adult steelhead and Chinook salmon that are radio-tagged downstream of the Project by other parties, through an array of fixed-station antennae installed, operated, and maintained by the Licensee to record fish movements through the Project tailrace, bypass reach, fish ladder and diversion pool.

The Licensee shall assess the fish passage Performance Objectives during the second and third 5-year Performance Assessment Intervals using external tags and a mark and recapture protocol, or, by agreement of the FPWG, through some other appropriate method.

Once the Licensee has demonstrated, through the results of any of the 5-year Performance Assessment Intervals, that the 97% upstream fish passage Performance Goals for adult steelhead and Chinook salmon have been met, upstream fish passage performance assessment monitoring shall be limited to a 1-year fish passage performance monitoring assessment every 5 years to determine

if the goals are continuing to be met. If the upstream fish passage Performance Goals for adult steelhead and Chinook salmon fall below the required fish passage Performance Goals, as determined by a one-year fish passage performance monitoring assessment, the Licensee shall resume annual monitoring assessments and Adaptive Management as described in this Amended License.

The Licensee is solely responsible for implementing the upstream fish passage performance monitoring requirements. Costs incurred by the Licensee above an annual amount of \$50,000 solely for implementation of the monitoring required in section 3 of this license article to assess the fish passage performance standards may be off-set by a reduction in the BFAA annual Allocation Percent under the following conditions: 1) available monitoring information must demonstrate that the 90% upstream and downstream fish passage Performance Standards for steelhead and Chinook salmon are being met, and will continue to be met under the proposed BFAA reduction; 2) reductions in the BFAA annual Allocation Percent may be up to, and shall not exceed 5% in any one year; and 3) the Licensee shall provide the FPWG an accounting of the capital, expense, and labor costs incurred on an annual basis for upstream fish passage monitoring, and a determination of the value of the BFAA Allocation Percent reduction in then current dollars, to account for any reduction of the annual BFAA Allocation Percent.

At a minimum, the Licensee shall provide an assessment of the following adult steelhead and Chinook salmon metrics in the applicable Annual Reports: 1) total Project passage; 2) percent passage success, number of fallback fish, and cumulative passage timing of steelhead and Chinook salmon; and, 3) travel time through the bypass reach, fish accumulation (if any) within the bypass reach, variation in rates of ladder passage, and the time elapsed from first entering the Project tailrace until exiting the diversion pool.



**Table 1.** Upstream Monitoring Schedule

<b>Monitoring Term</b>	<b>Monitoring Start Time</b>	
	<b>Upon Completion of Fish Passage Facilities</b>	<b>Upon Release of Adult Fish at Pelton Round Butte</b>
<b>Duration of Amended License</b>	Continuous monitoring of fish >12" in length migrating through the fish ladder to identify species, passage date, and passage time.	
<b>Five years</b>		Implement observational techniques to identify any potential adult fish migration delays in the Project tailrace and bypass reach every other day during the steelhead and Chinook salmon upstream passage seasons.
<b>Duration of Adaptive Management Program</b>		Monitor steelhead and Chinook salmon passing through the lower Crooked River, Project tailrace, bypass reach, fish ladder, and diversion pool, through radiotelemetry or other methods as necessary to assess fish passage Performance Objectives.

6. Downstream Fish Passage Monitoring, Fish Passage Performance, Data Collection, and Reporting

The Licensee shall use accepted scientific practices as approved by NMFS, USFWS, BIA, and ODFW for all data collection and monitoring and shall ensure that data collection standards are being met. The Licensee shall provide raw monitoring data to the FPWG within two business days of a Fish Manager request. The Licensee shall include all data in its Annual Reports

Diurnal, Seasonal, and Inter-Annual Variation

The Licensee shall, for the initial seven years following fish facility construction, or as otherwise agreed to by the FPWG, monitor by acoustic detection, or other appropriate method as agreed to by the FPWG, diurnal, seasonal and inter-annual variation in the relative abundance and timing of juvenile salmonids (particularly smolts) emigrating downstream through Project facilities. This information is intended to provide the FPWG sufficient information to manage the BFAA for downstream fish passage and to establish migration trends over time. The Licensee shall include annual assessments of juvenile fish relative abundance and emigration timing in its Annual Reports, and shall provide this information to the FPWG within two business days of a Fish Manager request.

Fish Passage Performance

The Licensee shall, for the duration of the three 5-year Performance Assessment Intervals required by the Adaptive Management program, monitor at least 25 radio-tagged steelhead smolts annually. The Licensee's monitoring program may utilize radio-tagged juvenile steelhead that are radio-tagged upstream by other parties. Should the FPWG make a determination that less than 25 radio-tagged steelhead smolts will pass through the Project by May 1 of any given year, the Licensee shall tag a sufficient number of smolts to make up the shortfall. The Licensee shall monitor these juvenile steelhead as they enter the diversion pool, enter the turbine penstock or fish ladder, pass over each operable spillway gate, exit the bypass reach, exit the Project tailrace, and exit the lower Crooked River. The Licensee shall include this information in its Annual Reports.

The Licensee shall install, operate, and maintain fixed-station antennae positioned to record these fish movements. Antennae will be capable of differentiating between individual spillway gates, the turbine penstock, tailrace, and bypass reaches, and exit from the Crooked River into Lake Billy Chinook.

Following each 5-year Performance Assessment Interval the Licensee shall, in that year's Annual Report, provide a 5-year assessment of its status in meeting the fish passage Performance Objectives. The Licensee shall calculate percent survival estimates for downstream migrants from aggregated 5-year telemetry data as the number of radio-tagged fish that passed through the Project area to reach Lake Billy Chinook (minus any mortalities) divided by the number that originally entered the Project diversion pool, with possible adjustments to this algorithm dependent on agreement by the FPWG.

**Table 2.** Downstream monitoring schedule

<b>Monitoring Term</b>	<b>Monitoring Requirements to Begin Upon Completion of Fish Passage Facilities</b>
<b>Seven Years</b>	Monitor by acoustic detection, or other appropriate method, diurnal, seasonal and inter-annual variation in the relative abundance and timing of juvenile salmonids (particularly smolts) emigrating downstream through Project facilities.
<b>Duration of Adaptive Management Program</b>	Monitor at least 25 radio-tagged steelhead smolts annually.

7. Fish Passage Performance Objectives

The Licensee shall strive to achieve the following fish passage Performance Objectives through the implementation of the Adaptive Management program. The License shall be considered in compliance with this license article so long as the fish passage Performance Objectives are met, or the Licensee is working towards meeting the fish passage Performance Objectives through implementation of the Adaptive Management program.

**Table 3.** Upstream and downstream fish passage performance objectives.

<b>UPSTREAM PASSAGE</b>		
<b>Species</b>	<b>Standard</b>	<b>Goal</b>
<b>Adult Chinook salmon and steelhead</b>	≥90% successful upstream passage of migratory adults, with ≥90% of those adults that do successfully pass the Project doing so by a specified date each year (date to be determined by FPWG through project evaluations); fish that perish when falling back after dam passage will be considered unsuccessful migrants.	≥97% successful upstream passage of migratory adults destined for areas above the Project; fish that perish when falling back after dam passage will be considered unsuccessful migrants.
<b>DOWNSTREAM PASSAGE</b>		
<b>Species</b>	<b>Standard</b>	<b>Goal</b>
<b>Juvenile Chinook salmon and steelhead</b>	≥90% passage survival	≥97% passage survival

Following each 5-year monitoring interval, the Licensee shall provide an assessment of its status in meeting these fish passage Performance Objectives in its Annual Reports.

#### 8. Adaptive Management

The Licensee shall implement this Adaptive Management program for the term of the Amended License to help it meet or exceed the fish passage Performance Objectives. The Adaptive Management program includes: (1) increases to the BFAA at specified intervals if the fish passage Performance Objectives are not met; (2) two tiers of fish passage improvement measures (Tier 1 and Tier 2) that may be necessary to improve fish passage efficiency or to meet the fish passage Performance Objectives; (3) Monitoring, Data Collection, and Reporting as required in this amended license; and (4) modification of Project turbine intake trash racks if necessary to address adult steelhead turbine mortality.

The Licensee shall implement the Adaptive Management program in three 5-year Performance Assessment Intervals and shall provide an assessment of its status in

meeting the fish passage Performance Objectives following each 5-year Performance Assessment Interval.

The Licensee shall continue upstream and downstream fish passage monitoring for the duration of the three 5-year Performance Assessment Intervals regardless of whether it has met the fish passage Performance Objectives. If any of the fish passage Performance Goals have not been met by the end of the third 5-year Performance Assessment Interval, additional fish passage improvement measures and related monitoring activities will be determined by the FPWG, and implemented by the Licensee. The Licensee shall include annual monitoring information and 5-year assessments in its Annual Reports.

#### Implementation

The Licensee shall implement additional fish passage measures based on information collected during project monitoring and the status of achieving the fish passage Performance Objectives. Additional measures are organized into two tiers (Tier 1 and Tier 2). The Licensee shall implement specific Tier 1 measures at any time as directed by the FPWG (or as required through Dispute Resolution as defined in the Settlement Agreement) in response to Obvious Fish Passage Problems (for example, indications that upstream or downstream fish migrants are not effectively bypassing the Project) or, in response to any 5-year performance assessment if needed to achieve the applicable fish passage Performance Objective.

If additional Tier 1 measures are directed by the FPWG in response to upstream or downstream Obvious Fish Passage Problems, the Licensee shall implement the measures within one year of FPWG approval, unless otherwise agreed to by the FPWG. With the exception of modifications to Project trash racks, implementation of Tier 1 measures will neither re-start nor increase the then current 5-year Performance Assessment Interval. However, any modifications to Project trash racks will automatically restart the then current 5-year Performance Assessment Interval.

If Tier 1 measures are required to meet an applicable fish passage Performance Objective following a complete 5-year Performance Assessment Interval, the Licensee shall implement the measures as soon as possible but in no case shall implementation take longer than one year unless otherwise agreed to by the FPWG. The next 5-year Performance Assessment Interval shall begin following implementation of the Tier 1 measures. The Licensee shall continue annual monitoring regardless of its status in implementing Tier 1 measures.

The Licensee shall implement Tier 2 measures following the third 5-year Performance Assessment Interval if the fish passage Performance Goals have not been met.

#### Required Actions

Following each 5-year Performance Assessment Interval the Licensee shall, in that year's Annual Report, provide a 5-year assessment of its status in meeting the fish passage Performance Objectives. The assessment will rely upon information collected annually from upstream and downstream fish passage monitoring.

- *First 5-year Performance Assessment Interval:* The Licensee shall, following the first 5-year Performance Assessment Interval, take actions in one of the following categories based on the point estimate of the aggregated annual data:
  - **97 percent or greater passage effectiveness or survival.** No additional Tier 1 measures and no increase to the BFAA Allocation Percent will occur at this time. The Licensee may, at its discretion, develop a study of BFAA effectiveness, for approval by the FPWG, to determine whether the BFAA has been over-allocated (less water is needed to meet fish passage Performance Goals or, for resident species, to ensure safe, timely, and effective passage). If it is determined by the FPWG that the BFAA is overallocated, the Allocation Percent will be reduced consistent with the level of overallocation, upon agreement of the FPWG.
  - **90 percent or greater, but less than 97 percent passage effectiveness or survival.** The Licensee shall implement applicable Tier 1 measures, as required by the FPWG, in an effort to achieve the Fish Passage Performance Standards.
  - **Less than 90 percent passage effectiveness or survival.** The Licensee shall implement applicable Tier 1 measures, as required by the FPWG, and shall increase the fisheries BFAA Allocation Percent to 60 percent.
    - If more than 1,000 bull trout use the ladder annually, and measured performance of downstream steelhead smolt survival is less than 97 percent, the Licensees shall implement Tier 1 measures as required by the FPWG
- *Second 5-year Performance Assessment Interval:* The Licensee shall, following the second 5-year Performance Assessment Interval, take actions in one of the following categories based on the point estimate of the aggregated annual data.
  - **97 percent or greater passage effectiveness or survival.** No additional Tier 1 measures and no increase to the BFAA Allocation Percent will occur at this time. The Licensee may, at its discretion, develop a study of BFAA effectiveness over a range of flow

conditions, for approval by the FPWG, to determine whether the BFAA has been over-allocated (less water is needed to meet fish passage Performance Goals or, for resident species, to ensure safe, timely, and effective passage). If it is determined by the FPWG that the BFAA is over-allocated, the Allocation Percent will be reduced consistent with the level of over allocation, upon agreement of the FPWG.

- **90 percent or greater, but less than 97 percent passage effectiveness or survival.** The Licensee shall implement all remaining and applicable Tier 1 measures, as required by the FPWG, in an effort to achieve the Fish Passage Performance Standards.
- **Less than 90 percent passage effectiveness or survival.** The Licensee shall implement all remaining and applicable Tier 1 measures, as required by the FPWG, and shall increase the fisheries BFAA Allocation Percent to 70 percent.
  - If more than 1,000 bull trout use the ladder annually, and measured performance of downstream steelhead smolt survival is less than 97 percent, the Licensees shall implement Tier 1 measures as required by the FPWG.
- *Third 5-year Performance Assessment Interval:* The Licensee shall, following the third 5-year Performance Assessment Interval, take actions in one of the following categories based on the point estimate of the aggregated annual data.
  - **If all Fish Passage Performance Goals have been met.** No additional Tier 1 measures and no increase to the BFAA Allocation Percent will occur at this time. The Licensee shall continue monitoring fish passage for the term of the Amended License and shall provide summaries of this monitoring information, and other salmonid data that may be available from other sources within the project area, annually.

The Licensee may, at its discretion, develop a study of BFAA effectiveness over a range of flow conditions, for approval by the FPWG, to determine whether the BFAA has been over-allocated (less water is needed to meet Fish Passage Performance Goals or, for resident species, to ensure safe, timely and effective passage). If it is determined by the FPWG that the BFAA is over-allocated, the Allocation Percent will be reduced consistent with the level of over allocation, upon agreement of the FPWG.

- **If one or more of the Fish Passage Performance Goals have not been met.** The Licensee shall meet with the FPWG as soon as possible, but by no later than February 1 of the next year, to determine: (1) whether implementation of any remaining Tier 1 measures is likely to

meet the applicable Goal; or (2) whether major improvements are required (a Tier 2 Determination).

- If the FPWG determines that additional Tier 1 measures are warranted, the Licensee shall implement the relevant measures as soon as possible and shall resume monitoring as described for upstream and downstream fish passage for a period of 3 years. Following this 3-year monitoring cycle, the Licensee shall meet again with the FPWG to determine whether the applicable Goals have been met, or whether additional major improvements are required.
- If the FPWG determines that Tier 2 major improvements are required, the Licensee shall, in consultation with and subject to the approval of the FPWG, identify specific Tier 2 measures and a necessary monitoring and evaluation plan for implementation. The Licensee shall, within 90 days of this determination, propose an action plan and schedule for implementing the Tier 2 measures. After review and approval by the FPWG, the Licensee shall file the action plan with the Commission for its approval.
- The Commission reserves the right to require changes to any Tier 2 measure. Any such changes required by the Commission may also require additional approvals by the appropriate Fish Agencies pursuant to their statutory authorities. The Licensee shall implement the Tier 2 measures and the monitoring and evaluation plan upon Commission approval.
- If more than 1,000 bull trout use the ladder annually, and measured performance of downstream steelhead smolt survival is less than 97%, the Licensees shall implement additional measures as required by the FPWG.

### Tier 1 Measures

#### *Upstream Passage Measures*

- Remove peninsula that currently separates the tailrace from the bypass channel in order to reduce unacceptable adult delay at the powerhouse.
- Construct structures in the bypass channel to concentrate flows and provide necessary cues to help adult migrants reach and find the fish ladder entrance.
- Move rocks and boulders in the bypass reach downstream of the fish ladder entrance to provide for adult passage in most flow conditions.
- Other enhancements to the bypass channel.
- Adjustments or minor modifications to the ladder to optimize performance.
- Install and operate behavioral deterrents to fish movement toward and into the Project intake.
- Modify spill gate operations.
- Other measures proposed by the FPWG, and approved by the Licensee.



*Downstream Passage Measures*

- Install or modify flow guidance devices on the downstream face of the dam to concentrate flow or otherwise improve smolt survival.
- Other enhancements to the bypass channel.
- Install and operate behavioral deterrents, which could include experimental technologies, to guide fish away from the Project intake.
- Other physical modifications that may be suggested by the FPWG, and agreed to by the Licensee, in lieu of additional BFAA water.
- Predation control in the impoundment; the need for which will be determined by periodic assessments as agreed to by the FPWG.
- Modify spill gate operations.
- Other measures proposed by the FPWG, and approved by the Licensee.

Trash Rack Modifications

If the adult steelhead or the downstream bull trout fish passage Performance Standard is not likely to be met due to high turbine mortality in any two of three years of a 5-year assessment interval, the Licensee shall modify its trash racks in an effort to reduce adult turbine mortality, unless the FPWG decides otherwise or identifies an alternative solution. The following guidelines will govern trash rack modifications:

- New racks will be located in the existing stop-log slots and will be supplemental to the existing racks unless otherwise agreed to by the Licensee.
- New racks will only be deployed seasonally, during the applicable adult migrations, as determined by FPWG.
- The then current Performance Assessment Interval will restart once the new trash racks are installed.

Tier 2 Measures

- Increase water allocated to the BFAA.
- Modify powerhouse turbines to include a more fish friendly configuration.
- Extend the fish ladder upstream into the forebay.
- Install fish barriers or deterrents in the trailrace.
- Install experimental devices in the Project diversion pool to facilitate guidance of fish downstream past the project.
- Other measures proposed by the FPWG, and approved by the Licensee.

The Licensee may, at any time, propose to implement Tier 2 measures. After review and approval by the FPWG, the Licensee shall develop a plan and schedule in consultation with the FPWG and shall implement the proposed measure following all required approvals. Implementation of Tier 2 measures will be followed by a continuation of the Adaptive Management program described above.

#### 9. Annual Report

The Licensee shall file Annual Reports for the term of this Amended License. The Licensee shall, by December 15 annually, provide a draft Annual Report to the FPWG and provide at least 30-days for review and approval. The Annual Report will address all activities within that calendar year and will include: (1) Operations and Maintenance (O&M) relating to the fish passage facilities and planned O&M for the upcoming year; (2) annual BFAA Allocation Plan; (3) Monitoring and Evaluation (M&E) relating to the Adaptive Management program and the Fish Passage and Protection Plan; (4) description of planned monitoring activities for the upcoming year; (5) status of the Adaptive Management program and related measures; (6) the 5-year assessments required by the Adaptive Management program; and (7) any proposed changes to the Fish Passage and Protection Plan.

The Licensee shall file Annual Reports with the Commission by March 1. When filing Annual Reports with the Commission, the Licensee shall include documentation of consultation; copies of comments and recommendations; and specific descriptions of how comments and recommendations from FPWG members have been accommodated. If the Licensee does not adopt a recommendation, the filing shall include its reasons based on Project specific information. If the Licensee files an Annual Report without obtaining concurrence from the FPWG, the Licensee shall include specific reasons for doing so.

The Licensee shall implement planned O&M measures, requests for releases of BFAA accumulated water, M&E measures, and Tier 1 and Tier 2 measures as described in its Annual Reports.

#### 10. Inspection and Notice

The Licensee shall permit members of the FPWG, at any reasonable time, access to Project lands and works for the purpose of inspecting fish passage facilities and related records pertaining to the operation of the Project and implementation of the Amended License. The Licensee shall require reasonable notice of such inspections and shall establish reasonable safety and security procedures for parties engaged in such inspections.

Reservation of Authority: NMFS requests that the Commission include in the license, a reservation of authority to modify its fishway prescriptions based on new information, as follows: Authority is reserved for the Department of Commerce, as delegated to NMFS, to prescribe the construction, operation, and maintenance of fishways at the Opal Springs Hydroelectric Project, Project No. 5891, as appropriate, including measures to determine, ensure, or improve the effectiveness of such fishways, pursuant to Section 18 of the Federal Power Act. This reservation includes, but is not limited to, authority to prescribe

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fishways for Chinook salmon, steelhead, and any other anadromous fish to be managed, enhanced, protected, or restored to the Crooked River basin during the term of the amended license.

Document Content(s)

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