Wallowa Falls Hydroelectric Project

FERC Project No. P-308

Revised Study Plan – Cultural Resources

December 2011

Prepared by
Cardno-Entrix for:

PacifiCorp Energy
Hydro Resources
825 NE Multnomah, Suite 1500
Portland, OR 97232

PACIFICORP ENERGY
A DIVISION OF PACIFICORP

For Public Review

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1.0 INTRODUCTION

This revised Study Plan describes the anticipated steps to identify cultural resources, assess effects, conduct consultation, and develop management guidance (as applicable). The current license for PacifiCorp Energy's (PacifiCorp) Wallowa Falls Hydroelectric Project (Project), FERC No. P-308 was issued on August 28, 1986 and expires on February 28, 2016. The Project has a generation capacity of 1,100 kilowatts and is located on private land owned by PacifiCorp and federal lands managed by the Wallowa-Whitman National Forest. The Project, originally constructed in 1921 by Enterprise Electric Company, consists of a diversion dam, forebay, timber crib dam, penstock, powerhouse, tailrace, and transmission line. The project storage capacity is effectively none as the Project is operated as a run-of-river with no peaking or flood control capability.

Following the contents of this introduction, Section 2.0 consists of the Study Description and the objectives of the Cultural Resources Study Plan. The various cultural resource management responsibilities of the Federal Energy Regulatory Commission (FERC) as well as the United States Forest Service (USFS) are outlined in Section 3.0, while Section 4.0 summarizes existing information on the cultural resources within and near the Project and identifies additional information needs. Section 5.0 describes how Project development and operations affect historic properties and Section 6.0 introduces the study area pertinent to the cultural resources analysis. Section 7.0 outlines the methodology to be used during research, field investigations, reporting, and consultation between FERC and stakeholders. The process for reporting progress and the final products of the Study Plan will be described in Sections 8.0 and 9.0 respectively. The schedule for Project studies appears in Section 10.0 and the Level of Effort and Cost of the study constitute Section 11.0.

This proposed study plan has been revised in response to comments received from the Confederated Tribes of the Umatilla Indian Reservation (CTUIR), Nez Perce Tribe (NPT), Wallowa Whitman National Forest, and the Oregon State Historic Preservation Office (SHPO). No comments were received from the Confederated Tribes of the Colville Reservation (CTCR), but the tribe has requested, and will remain, informed of the licensing process as it moves forward.

2.0 STUDY DESCRIPTION AND OBJECTIVES

Per 18 CFR §5.11(d)(1), this section describes the goal and objectives of the study and the information to be obtained.

The principal objective of the cultural resources study is to identify an Area of Potential Effect (APE) based upon potential direct and indirect effects from Project development and operations, identify any historic properties within the APE for the Project, identify and assess potential effects from Project development and operation to identified historic properties, and if any historic properties are identified, plan for their future management. Historic properties are properties that are listed in or eligible for the National Register of Historic Places

(NRHP). This work will be conducted through dialog and discussion with the NPT, CTUIR, CTCR, FERC, Wallowa Whitman National Forest, and the SHPO.

Research conducted for the study will include background research and an inventory of any potential sites, districts, objects, buildings, or structures located within the APE. Historic properties include sites of religious or cultural significance (including Traditional Cultural Properties (TCPs) and Historic Properties of Religious and Cultural Significance (HPRCS)) that meet the NRHP criteria of evaluation but that do not necessarily have physical evidence of human activity. National Register Bulletin 38 defines TCPs as locations that embody the "beliefs, customs, and practices of a living community of people that have been passed down through the generations, usually orally or through practice. The traditional cultural significance of a historic property, then, is significance derived from the role the property plays in a community's historically rooted beliefs, customs, and practices" that are essential for continuing the cultural identity of the community (Parker and King 1990). In some tribal cultures, culture and religion are intertwined in which case a historic property may have both cultural and religious significance. As noted in Bulletin 38, a property's religious significance does not preclude its eligibility for the NRHP. Dialog and discussions with Indian tribes will determine tribal interest in the project. Potential studies conducted by individual tribes would determine whether NRHP-eligible TCPs and HPRCSs are situated in the APE.

If the inventory identifies historic properties situated within the APE, the effects from Project development and operation to these properties will be assessed by applying the Criteria of Adverse Effect (36 CFR 800.5(a)). If an adverse effect to a National Register listed or eligible resource occurs additional discussion with the stakeholders will be conducted until those adverse effects are resolved.

3.0 RESOURCE MANAGEMENT GOALS

Per 18 CFR §5.11(d)(2), this section describes the management goals of agencies with jurisdiction over the resource to be studied.

The management of historic properties potentially affected by the Project is principally governed by Section 106 of the National Historic Preservation Act (NHPA) as well as the 1990 Wallowa Whitman National Forest Land and Resource Management Plan (LRMP). The issuance of a FERC hydroelectric license constitutes a federal undertaking that triggers compliance with Section 106. To comply with the NHPA, FERC has developed regulations (18 CFR 5.6 and 5.18) requiring the preparation of a study report that identifies historic properties and evaluates effects to historic properties in connection with relicensing of hydroelectric projects. Historic properties are properties that are either eligible for or listed in the NRHP.

Additional federal laws that apply to the portion of the Project on lands managed by the USFS regarding the treatment and disposition of cultural resources include the

Archaeological Resources Protection Act (ARPA), Native American Graves Protection and Repatriation Act (NAGPRA), American Indian Religious Freedom Act, and Religious Freedom Restoration Act. Prior to conducting cultural resource investigations that involve ground disturbing work, an ARPA permit is required. The USFS may also require a Permit for Archaeological Investigations conducted within the Wallowa Whitman National Forest. The USFS will consult with affected tribes prior to issuing these permits. NAGPRA provides a process for resolving the disposition of prehistoric human remains that may be identified during cultural resource investigations.

To date, no historic properties have been identified in the APE. If, during the implementation of the study plan a historic property is identified and the Project will adversely affect the resource then a Historic Properties Management Plan (HPMP) would be prepared. The HPMP would include management guidance on any newly identified NRHP-eligible property within the APE for the duration of the license (if applicable). Management guidance can include measures to avoid and minimize potential effects from Project development and operations. Guidance could also be developed to treat or recover information from the site or structure if Project development or operations will destroy the resource.

The cultural resource investigations, assessment of effects, and if necessary the HPMP, will be conducted/prepared in a manner that is consistent with the cultural resource policies, goals, and objectives found within the 1990 Wallowa Whitman National Forest Land and Resource Management Plan (LRMP). The current Forest Management Goal for cultural resources is:

> To provide for the identification, protection, preservation, enhancement and interpretation of prehistoric and historic sites, buildings, objects, and antiquities of local, regional, or National significance so as to preserve their historical, cultural, and scientific values for the benefit of the public (USFS 1990: 4-1).

Ongoing project operations are subject to a Special-Use Permit issued for the Project by the USFS. This permit represents an associated federal undertaking with the FERC licensing and therefore NHPA compliance and consultation must be coordinated with the USFS.

It should be noted that the Wallowa Whitman LRMP is currently being updated through the Blue Mountains Forest Plan (BMFP) Environmental Impact Statement. A final decision on the BMFP is anticipated in 2012. The study will coordinate with the USFS to ensure that if resource management goals change under the revised plan prior to the issuance of the FERC license, the study can incorporate them. The current Proposed Action for the Revised BMFP LRMP (USFS 2010: 51) states that the desired condition for cultural resources includes:

- Significant prehistoric and historic sites and TCPs are protected;
- TCPs are available for tribal use;

- Knowledge of cultural resources is enhanced by scientific study, and public understanding of cultural heritage is enhanced through interpretation and education.

It should be noted that no assumptions will be made concerning the implementation of these desired conditions for cultural resources within the APE until the USFS makes the appropriate administrative decision in regards to the BMFP and the Special Use Permit for this Project.

4.0 EXISTING INFORMATION

Per 18 CFR §5.11(d)(3), this section describes existing information for cultural resource investigations and previous research that has been conducted in the Project area. This information includes:

- Archaeological studies conducted either in or near study area or in areas with similar physical settings in the region;

- Historical information (primary and secondary sources), industrial studies, architectural studies, and hydroelectric contexts;

- Ethnographic background based upon previous information collected from tribal or local informants and published accounts.

4.1 Previous Studies

4.1.1 Archaeological Studies

Since 1978, several archaeological surveys have been conducted within the vicinity of the Project and one within the Project APE. None of the surveys identified any archaeological sites. These surveys were conducted to support larger project and planning analysis. These studies are listed in Table 4.1-1 below.

Table 4.1-1 Previous Archaeological Studies Completed in or Near the Project.

Report Title	Author	Year	Acreage & Results	In/Out of Project Area
Cultural Resource Inventory of the Proposed Mt. Howard Ski Area	Friedman, E.	1978	No archaeological resources identified.	Out
Wallowa Falls Hydroelectric Dam Reparation Project	Tasa, G. and Chappel, J.	1992	No archaeological resources identified.	In
Cultural Resource Inventory for the Proposed Mt. Howard Ski Area Development & Expansion	Womack, B.R.	1999	No archaeological resources identified.	Out

Wallowa Lake Wildland Interface Fuels Project	Piazza, M.	2001	No archaeological resources identified	Out
Mount Howard Fuels Reduction Plan for the Wallowa County Community Wildfire Protection Plan	Miller, S. K.	2006	No archaeological resources identified	Out

4.1.2 Architectural/Industrial/Structural Studies

In 1985, during the previous FERC licensing process, Pacific Power and Light Company consulted with the Oregon SHPO and determined that there were no known NRHP-eligible properties in the Project vicinity at the time the license was issued. In a letter dated December 13, 1984, the Oregon SHPO stated that the Project would have no effect upon historic properties noting that "….while the Wallowa Falls Hydroelectric Project is over seventy years old and is of historical interest; in our opinion its scope and design are not sufficiently distinctive to meet the criteria of the National Register. Moreover, its role as the principal power supply for the Wallowa Valley was superseded by the Joseph Hydroelectric Project within eight years of its construction" (OR SHPO 1984).

As a result of sagging and tilting of the existing dam at the Wallowa Falls Project, another cultural resources investigation evaluated the Project in 1992. Focusing upon the timber crib dam, the investigation recommended that the dam structure was not individually eligible for the NRHP (Tasa and Chappel 1992). While the report mentions that the Project contains additional components such as the small reservoir, steel penstock, powerhouse, and transmission line, the analysis did not attempt to consider the assemblage as an integrated whole or to consider the dam as part of a larger district.

4.1.3 Ethnographic Studies

Information pertaining to the Wallowa Valley band of the Nez Perce tribe comes from a variety of accounts contained in early and late twentieth century ethnographies including those by Spinden (1908), Suphan (1974), and Ray (1974). These ethnographies contain information pertaining to Nez Perce linguistic origin, seasonal subsistence patterns and diet, geographic range, traditional fishing locations, place names, and settlement patterns. As noted by Tasa and Chappel (1992), no ethnographic references specifically mention the area around Wallowa Falls as a fishing location but Wallowa Lake was an important fishery for the Nez Perce (Baird 2011). Additional information concerning ethnographic studies that pertain to the area may be obtained from the tribes following potential TCP/HPRCS studies conducted by individual tribes.

4.2 Cultural and Historical Context

This section will include cultural and historical context for cultural resources in the study area. A "context" assists with evaluating resources identified within the Project APE during the field study by researching the interplay between time periods, geographic location, and socio-cultural themes. It should be noted that sections 4.2.1 through 4.2.2 are excerpted from Tasa and Chappel (1992).

4.2.1 Precontact Context

The project area lies within the Plateau Culture area which extends from the Cascades to the Rockies, and from the Columbia River into southern Canada. Most of the archaeological work in the Columbia Plateau has been conducted along the Columbia and Snake Rivers. The antiquity of human occupation in the Plateau may extend back as far as 11,500 to 11,000 BP, when Clovis type fluted spear points were in use.

Cultural material attributable to the ancestors of the Nez Perce is known from the Piqunin and Numipu Phases dating from A.D. 1300 to historic times. Projectile points are small, finely-made corner-notched and stemmed. Composite harpoon points and decorated pestles make their first appearance during these phases. The introduction of the horse around 1730 A.D. (Haines 1938) and Euro-American trade goods occurred during the Numipu phase. The horse increased mobility and transport capabilities, and subsequently strengthened existing trade networks and broadened the range of trade throughout the Plateau (Schalk 1980).

The Wallowa band of Nez Perce, like other Nez Perce bands, spoke the Nez Perce language, one of the two language divisions in the Sahaptian family of languages in Oregon (Zucker et al. 1983). In general, the Nez Perce called themselves Numipu. The Nez Perce occupied a variety of habitats in southeastern Washington, northeastern Oregon, and western Idaho. The Nez Perce were divided into several geographical groupings (bands), the Wallowa band being one, each with its own chief, fishing sites and a main village site along a strip of river.

The Wallowa band of the Nez Perce, like most other Columbia Plateau groups, depended primarily on salmon and root crops for their subsistence. However, the hunting of large and small game and the collecting of other plant resources supplemented their diet throughout the year. Seasonal camps were located near resource areas, particularly camas meadows and fishing sites.

Fish were the most important Nez Perce resource. Wallowa Lake served as an important communal fishing area for the Nez Perce tribe and other tribes, as did numerous productive fishing locations along the Wallowa River (Spinden 1908; Suphan 1974). Ray (1974) indicates the location of three such temporary village sites in the Wallowa Lake vicinity used by the Wallowa Indians and other tribal groups. Suphan (1974) also identifies two fishing sites on Wallowa Lake close to the project area:

53. Tamyac Pie yeppa, a fishing site on the east shore of Wallowa Lake used by the Umatilla, Walla Walla, Cayus); and Nez Perce. The Indians camped here in August and September. After leaving this spot they went into the mountains for deer and berries (Suphan 1974: 163).

83. Ewatam-etet, on the shores of the lower end of Wallowa Lake; here the Cayuse, Umatilla, Walla Walla, and Nez Perce fished (Suphan 1974:166).

4.2.2 Historic Context

Before Euro-American settlement commenced, the Wallowa Valley was largely the territory of Chief Joseph's tribe of the Nez Perce Indians. The Nez Perce ceded parts of their homeland to the federal government through the Treaties of 1855 and 1863 (Walker 1985:47). The area was home only to the Nez Perce when stockmen from the Grande Ronde Valley in Union County ventured into the region in search of new grazing lands to replace their own depleted pastures. James Tulley and James Masterson were the first American settlers to descend into the Wallowa country in 1871.

With this improvement in transportation and accessibility, the area became more attractive to home seekers. Settlers arrived in the lower portion of the valley at first, then spread out along the Wallowa River to the upper valley and to the prairie and timber areas toward the north (Hopkins 1978:35-36). The area began to grow in population during 1880, yet supplies were difficult to obtain in the new territory. By the early 1880s, towns began to develop on the banks of the river. The need for a principal commercial district led to the construction of several general merchandise stores in Joseph, located in the upper reaches of the valley, and in 1883 the town was the first in the valley to be platted. The platting of Lostine followed the next year and of Enterprise in 1886.

Opening the Wallowa country via a railroad was in progress by 1891, a result of planning during the previous 10 years. The Oregon Railroad & Navigation Company chose the town of Elgin in eastern Union County as the railhead for access into Wallowa County, but actual railroad construction did not commence until after the turn of the century (Bailey 1982:68; Anonymous 1902:490). The town of Wallowa received the county's first station in September of 1908, and exactly two months later the rail line reached Joseph (Barklow 1987:106).

The four towns that were established in the Wallowa Valley by the first decade of the 20th century; Enterprise, Joseph, Lostine, and Wallowa, each installed their own power plant for lighting purposes (Hopkins 1978:87). Joseph, in 1900, was the first community to build an electric plant. Under the direction of the Joseph Light & Power Company, the plant, which generated only enough electricity for local consumption, consisted of a 30-kilowatt inductor alternator driven by a line shaft in the Joseph Milling Company's flour mill (Dierdorff 1971: 101, 103).

The previously untapped water resource at Wallowa Falls, located near the confluence of Royal Purple Creek and the East Fork of the Wallowa River, above Wallowa Lake, was realized as a likely candidate for generating power in the valley. The Enterprise Electric Company acted on the opportunity and constructed a small log-crib dam at the falls and installed a mile-long penstock connecting it to a powerhouse at the foot of the mountains just south of Wallowa Lake.

When the Wallowa Falls project was completed and put into operation, the plants at Enterprise and Wallowa were abandoned, but the Joseph unit was kept functioning as an auxiliary plant (Dierdorff 1971:103). Enterprise Electric only operated the Wallowa Falls Dam until 1928 when the property was transferred to Inland Power & Light Company of Lewiston, Idaho and Clarkston, Washington. Fourteen years later, Pacific Power & Light Company was granted proprietorship of the Wallowa Falls project.

The Wallowa Falls utility continued as the principal source of electricity for the Wallowa Valley, as well as receptacles outside of the immediate area, until 1947 when serious power supply shortages occurred in the PP&L system as a whole (Dierdorff 1971: 189). The inconvenience to customers caused PP&L to push for a negotiation with the Bonneville Power Administration to construct a transmission line that could meet the greater need. The agreement was made, and the completion of the Bonneville Power Administration (BPA) line in 1953 supplemented the Wallowa Valley area with the additional power supply that was required (Dierdorff 1971:226).

4.3 Need for Additional Information

Previous evaluations of the Wallowa Falls Hydroelectric Project in 1984 and 1992 determined that the Project was not eligible for the NRHP. A field re-evaluation of the Project structures will be undertaken due to the time elapsed since the submittal of the last relicensing application and to determine if the facility has or has not garnered historical significance since the previous evaluation. The dam as well as the Project's constituent parts will be evaluated both individually and as district for NRHP eligibility. An architectural survey will also verify if any other architectural resources are situated within the APE.

While at least one archaeological study within part of the FERC Project boundary was previously completed (Tasa and Chappel 1992), an additional archeological survey will be undertaken due to the time elapsed since the submittal of the last relicensing application and because the previous investigation may not have covered the area within the entire APE.

Additional information concerning potential TCPs/HPRCSs within the Project APE is also needed. Discussions with the Nez Perce Tribe, Confederated Tribes of the Colville Reservation, and the Confederated Tribes of the Umatilla Indian Reservation may ascertain whether there is a potential for TCPs/HPRCSs within the Project APE. Additional information concerning TCPs and HPRCSs that pertain to the area may be obtained from the tribes following potential TCP/HPRCS studies conducted by individual tribes.

5.0 NEXUS TO PROJECT

Per 18 CFR §5.11(d)(4), this section describes any nexus between Project operations and effects on cultural resources.

If historic properties are identified within the APE, effects from Project development and operations may occur. For example, the nexus between Project operation and effects on cultural resources could include any activities that may cause changes in the character or use of historic properties. Operational effects could include increasing the size of a water impoundment, increasing or decreasing water flows, and increasing maintenance activities or recreational use/development. No changes are currently proposed to the existing Project or operations. Determining potential effects to historic properties will be determined through outreach and consultation between FERC and Project stakeholders.

If during the licensing process, plans for Project development and operations involve construction or modifications to operations such that they adversely affect historic properties, an HPMP would be developed in consultation between FERC, the Oregon SHPO, affected Indian tribes, USFS and PacifiCorp. The HPMP would provide guidance for avoiding and/or minimizing effects to historic properties. It would also describe measures for the treatment of historic properties if avoidance and effect minimization is not feasible.

6.0 STUDY AREA (Area of Potential Effect)

The study area for cultural resources will include the Project's Area of Potential Effect (APE). Per 36 CFR 800.16, the Project's APE is defined as "the geographic area or areas within which an undertaking may directly or indirectly cause changes in the character or use of historical resources." The APE will be identified by FERC through outreach and consultation with the Oregon SHPO, USFS, appropriate tribes, and PacifiCorp. Background research will be conducted for the Project vicinity, which will include a 2-mile radius around the Project APE. At a minimum the APE should include the proposed FERC Project boundary (See Figures 1 and 2). As a result of comments from the tribes, USFS, and SHPO, the APE may be extended in order to address direct and indirect project effects that may extend beyond the FERC boundary. This expansion will be determined following additional consultation between the lead federal agency – FERC, tribes, USFS, OR SHPO, and PacifiCorp.

7.0 METHODS

Per 18 CFR §5.11(b)(1) and §5.11(d)(5), this section provides a detailed description of the proposed study methodology, including data collection and analysis techniques.

The methods of analysis to be conducted in the Cultural Resources Study will consist of background research, field inventory, evaluation of significance, and assessment of Project effects. It should be noted that prior to field inventory activities all necessary USFS permits

to conduct cultural resource investigations on federal lands within the Wallowa-Whitman National Forest will be obtained.

7.1 Consistency with Generally Accepted Scientific Practice

The methodology for this proposed study is consistent with FERC, USFS, and OR SHPO regulations and guidance for conducting cultural resource investigations and complying with Section 106 of the National Historic Preservation Act.

7.2 Methods for Identifying Architectural Resources: Background Research and Inventory

Background research and inventory for architectural resources will be conducted by an architectural historian that meets or exceeds the Secretary of the Interior's Professional Qualification Standards for Architectural History (36 CFR 61). Background research will consist of a review of previously conducted studies in the area and a review of literature describing the development of hydroelectric facilities with a focus on activities in Eastern Oregon. A copy of existing resources recorded in the Oregon Historic Sites Database will be obtained from the SHPO and reviewed to obtain the location of any previously recorded sites. Local repositories will also be visited to obtain historic photographs, newspaper articles, and oral histories. These repositories include the Wallowa Whitman National Forest, Wallowa History Center, Oregon SHPO records (SHPO database), and PacifiCorp company archives.

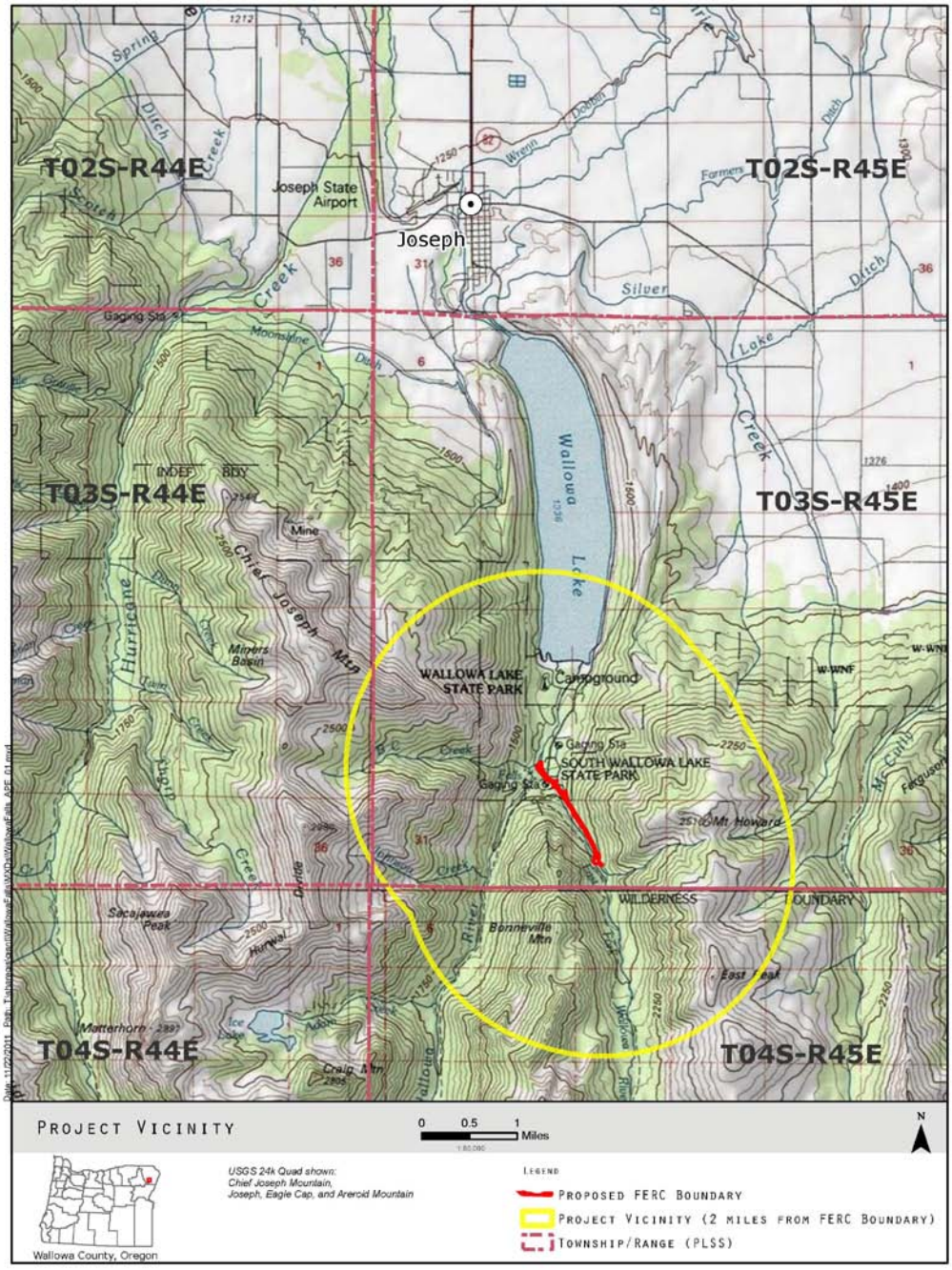

Figure 7.2.1. USGS Map of Project Vicinity.

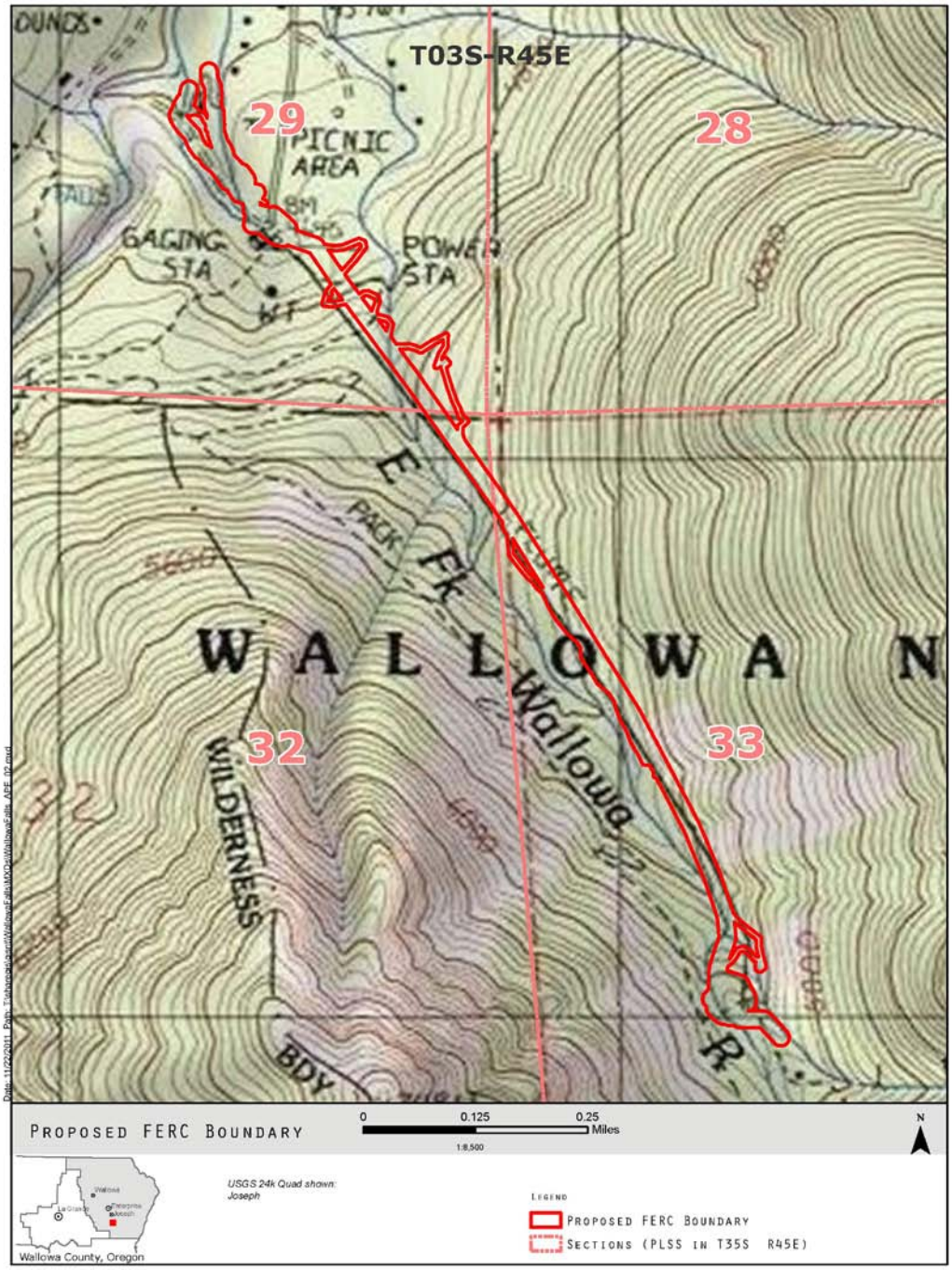

Figure 7.2.2. USGS Map of Proposed FERC Boundary.

In general, due to the research previously conducted at the Project by Tasa and Chappel (1992), the main purpose of this background research will be to provide information that verifies, updates, and supplements the information contained in the report.

An architectural historian will conduct the field recordation of the existing hydropower facilities and any other architectural resources identified in the field. The architectural historian will photograph the facilities using a digital camera. GPS data will also be recorded. Rough measurements of the buildings and structures along with descriptions of the character defining features will be recorded on field forms for use in the report and historic property inventory database.

Those properties that are under 50 years old will be subject to a field evaluation to determine if they have potentially exceptional significance (under NRHP Criterion Consideration G), and recorded in the Oregon Historic Sites Database.

It is anticipated that the field study for architectural resources will be conducted in September – October 2011. The field analysis should take 1-2 days.

7.3 Methods for Identifying Archaeological Resources: Background Research and Inventory

Background research and inventory work will be overseen by an archaeologist that meets or exceeds the Secretary of the Interior's Professional Qualification Standards for Archaeology (36 CFR 61). In coordination with the Forest Archaeologist/Heritage Program Manager for the Wallowa Whitman National Forest, a review of previous studies and information on the varying environmental settings and larger cultural background of the area will be undertaken. This information will help to orient the field survey teams as to the potential types of artifacts and features that might be encountered. This task will include a review of published and unpublished manuscripts, maps, and photographic sources. Repositories that will be contacted and/or visited include the Wallowa Whitman National Forest, Oregon State Museum of Anthropology, Wallowa History Center, Oregon SHPO, and the Colville, Nez Perce, and Umatilla Tribes.

For the field survey, the contractor will apply to the Wallowa Whitman National Forest for an ARPA Permit/Special Use Permit to conduct the archaeological survey. The NPT has requested that the tribe be retained to conduct any archaeological inventory and evaluation work to ensure that tribal concerns are identified and addressed as they relate to archaeological resources. PacifiCorp is open to the possibility of retaining a tribal representative to accompany and participate with a CardnoENTRIX field crew in the archaeological field survey that is scheduled to be conducted in 2012. Tribal participation in the field survey will be coordinated through additional outreach between PacifiCorp and the CTUIR, CTCR, and NPT and in consultation with FERC and the USFS. It is assumed that the pedestrian survey will be conducted at 10-15 meter intervals. This interval will be adjusted according to the physical environment as the terrain around the project features

steep slopes. When cultural artifacts and features are identified, the archaeologist will take GPS points of the site boundary and record the site contents. A site form will be generated that includes the methods of survey and results of work including fieldnotes, pertinent maps, photographs, and drawings, as appropriate for the site. USFS site forms will be used to record isolated finds (artifacts), sites, and other features such as culturally modified trees. Oregon state forms will be used for sites found within that portion of the APE that lies outside of USFS jurisdiction. If a site requires additional analysis involving subsurface probes, PacifiCorp will consult with FERC and the USFS (if applicable) regarding this work. FERC and the USFS will then consult with the SHPO and the tribes as appropriate.
It is anticipated that the field study for archaeological resources will be conducted in June 2012. The field analysis should take 2-3 days.

7.4 Methods for Identifying TCPs/HPRCSs: Ethnographic Research and Tribal Studies

This analysis will use National Register Bulletin No. 38 (*Guidelines for Evaluating and Documenting TCPs* (Parker and King 1990) as a means for taking into consideration the information collected during consultation and the other research materials.

Background research will consist of reviewing previous ethnographic studies that have been conducted in the Project area. While Tasa and Chappel provide a useful overview, the ethnographic background research will review literature published since the 1992 study of the area to supplement and verify the previous research. To gain a more specific understanding of potential TCPs and HPRCS within the Project area, however, consultation between FERC, USFS, NPT, CTUIR, CTCR, and PacifiCorp will be necessary.

While the goal of the TCP/HPRCS Study will be to identify discrete sites of traditional importance to Indian tribes and make recommendations concerning their eligibility for the NRHP, Indian tribes are hesitant to reveal information about TCPs and HPRCSs due to their spiritual/sacred value or because of fears about resource exploitation or desecration. Information, therefore, will not always be forthcoming from tribal sources. This study will note the relative interest in the Project area by tribes, what issues/concerns the tribes have, and any discrete areas that may warrant additional analysis for eligibility to the NRHP. An HPMP, if necessary, could be used to address tribal concerns.

The CTUIR and NPT have filed comments with FERC suggesting PacifiCorp commission a TCP and HPRCS study with each tribe. PacifiCorp is open to the possibility of commissioning a study with these tribes. PacifiCorp has filed comments with FERC requesting that tribes wishing to conduct such a study identify what they consider an appropriate TCP\HPRCS study effort. The study request should adhere to FERC's Study Plan Criteria under 18 CFR Section 5.9(b) and include a scope of work and budget. Additional consultation between FERC, the tribes, PacifiCorp, SHPO and USFS is needed to resolve these issues.

It is anticipated that the TCP study will be conducted during the summer of 2012.

7.5 NRHP Criteria of Evaluation & Historical Integrity

The NRHP Criteria of Evaluation will be applied to cultural resources identified during field survey and in consultation with Indian tribes. These criteria are described more fully below.

> **Criterion A**: Resources are associated with events that have made a significant contribution to the broad patterns of our history; or
>
> **Criterion B**: Resources are associated with the lives of persons significant in our past; or
>
> **Criterion C**: Resources embody the distinctive characteristics of a type, period, or method of construction or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components make lack individual distinction; or
>
> **Criterion D**: Resources yield, or may be likely to yield, information important in prehistory or history (36 CFR Part 60).

In order to be eligible for the NRHP, a resource must also possess integrity of location, design, setting, materials, workmanship, feeling, and association.

Whenever feasible, preliminary National Register assessments of archaeological sites will be undertaken without ground-disturbing archaeological test excavation. Any additional subsurface testing beyond the initial pedestrian survey to determine the National Register-eligibility of sites discovered will only be undertaken if Project development and/or operations have the potential to adversely affect the site. Such testing will be conducted consistent with the requirements of the applicable USFS and SHPO permits and in consultation with the tribes.

Following the background research, field survey and resource evaluation, a report, containing any applicable determinations of eligibility will be prepared and submitted to the Oregon SHPO for concurrence. The report will be made available to the USFS and the Tribes prior to submittal to the SHPO for comments and consultation if necessary.

7.6 Analysis of Project Effects

For historic properties, the Criteria of Adverse Effect (as outlined in 36 CFR 800.5) will be applied to project activities that have the potential to affect historic properties. Project effects include direct or indirect alterations to any of the historic characteristics of a historic property that qualify the property for inclusion in the NRHP in a manner that diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Types of effects to historic properties caused by this Project may include:

- Any development or Project operation proposals developed during the FERC relicensing process that involve soil disturbance;

- Introduction of visual, atmospheric or audible elements that diminish the integrity of the property's historic features;

- Changes of the character of the property's use or of physical features within the property's setting that contribute to its historic significance;

- Demolition or Alteration of a Property: Demolition or extensive alteration of all or part of the resource.

- Isolation/Alteration of Surrounding Environment: Temporary or permanent restrictions of access to a historic resource or a change in the setting of the property's setting.

- Introduction of New Construction: Addition of new construction that is not compatible with the existing architecture of historic resources.

- Noise: Introduction of audible elements that are out of character with the historic resource and its established use such that its use may be altered or abandoned.

- Vibration: Construction or operation techniques that would create vibrations such that a resource may experience damages such as the loosening of paint or mortar, cracking of mortar or plaster, weakening of structural elements, or crumbling masonry.

- Neglect: Neglect of a resource resulting in its deterioration or demolition. This is a potential effect under no-build alternatives.

The effects will be described in the report and provided for review by the SHPO and other appropriate agencies. If project activities will result in adverse effects to the resources recommendations for mitigation will also be developed and incorporated into the report.

7.7 Consultation Between FERC, Agencies, Tribes, and Other Stakeholders

Consistent with 36 CFR 800.2(c)(4), PacifiCorp has initiated stakeholder outreach and discussions with the CTUIR, CTCR, NPT, OR SHPO, and the USFS by letter, phone call, and email. The CTUIR and NPT have requested through comments on the Proposed Study Plan, that consultation with these tribes be conducted on a government-to-government basis with FERC. Additional discussions between FERC and the CTUIR and NPT with regard to future consultation protocols for this Project are ongoing. The Project has been issued a SHPO Project Number (SHPO Case No. 10-1647). Additional discussion and outreach will

be undertaken by FERC and PacifiCorp to ascertain interest and solicit comments on the Project APE, Cultural Resources Study Plan, and study implementation.

7.8 Relationship to Other Studies

Other resource areas analyzed during the FERC relicensing process that may have a nexus with cultural resources include:

- Aesthetics Resource Study; views from TCPs/HPRCSs may be affected by Project development or operations;
- Biological Resources Study; consultation with Indian tribes may identify specific plants and animals that have cultural importance or that are used for subsistence;
- Recreation Study; potential for effects to historic properties caused by greater recreational access and use related to the Project.

8.0 PROGRESS REPORTING

Per 18 CFR §5.11(b)(3), this section describes provisions for periodic progress reports, including the manner and extent to which information will be shared; and the time allotted for technical review of the analysis and results.

A study progress meeting will be held in October of 2012. A study progress report (draft technical report) will be made available for 30 day stakeholder review and comment in November 2012. Stakeholder comments will be addressed in the initial study report. The initial study report will be made available for review in mid January, 2013; followed by an initial study report meeting in late January, 2013.

Conference calls may also be scheduled on an as-needed basis with the appropriate agencies and tribes to discuss workplans, review project deliverables, and provide updates on the schedule and project activities.

8.1 Information Sharing

Information on cultural resources that could endanger the properties through vandalism or impede the use of a traditional religious site by practitioners is exempt from public disclosure under Section 304 of the NHPA. The Wallowa Whitman National Forest maintains strict confidentiality of such information. Reports containing this information will be marked "confidential" and shared only with the stakeholders listed in this Study Plan. Confidential information will be removed from documents that are shared with the public.

9.0 FINAL PRODUCT

A final Technical Report will be made available for stakeholder review in June 2013. The final Technical Report will include descriptive text, maps, data tables, and the necessary USFS/OR SHPO archaeological site and/or isolate forms as well as historic resource inventory forms, results of the TCP/HPRCS study, and will describe study objectives, methods, and the final results. This report will discuss any potential Project effects on Historic Properties for the term of the new license (50 years).

10.0 SCHEDULE

Per 18 CFR §5.11(b)(2), this section provides the schedule for conducting the study. The schedule will be consistent with Table 10.0-1, but may be modified on an as needed basis. Agencies and tribes will be alerted when changes to the relicensing schedule are made. Schedule may be affected by study disputes, weather, and/or Project description modifications.

Table 10.0-1 Cultural Resources Study Schedule

Component	Completion Date
Architectural Resources Inventory	September-November 2011
Archaeological Resources Inventory	April-July 2012
TCP/HPRCS Study	August 2012
Evaluation & Historic Integrity	August 2012
Analysis of Project Effects	August 2012
Study Progress Meeting	October 2012
Study Progress Report	November 2012
Initial study report filed with FERC	January 2013
Initial study report meeting	January 2013
Meeting summary filed with FERC	February 2013
Final Technical Report	June 2013*

* Assumes one season of data collection.

11.0 LEVEL OF EFFORT AND COST

Per 18 CFR §5.11(d)(6) this section describes considerations of level of effort and cost, as applicable. PacifiCorp will follow 36 CFR 800.4 to make a reasonable and good faith effort to carry out appropriate identification efforts, including background research, meetings with stakeholders, and field survey. PacifiCorp will take into account past planning, research, and studies; the likely nature and location of historic properties within the APE; and the nature and extent of potential Project effects on historic properties. This consideration will also include other applicable professional, State, tribal, and local laws, standards, and guidelines and will respect confidentiality concerns raised by Indian tribes. Further, the level of effort will be commensurate with the size of the Project and its limited potential for effects on historic properties. The estimated cost of all phases of cultural resources analysis is $50,000 (Table 11.0-1).*

Table 11.0-1 Anticipated level of effort and costs for Cultural Resources Study*

Activity	Labor	Per-Diem	Materials and Equipment	Total
Architectural Resources	$5,000	$0	$0	$5,000
Archaeological Resources*	$8,000	$0	$0	$8,000
TCP/HPRCS Study*	$8,000	$0	$0	$8,000
Evaluation & Historic Integrity	$10,000	$2,300	$0	$12,300
Analysis of Project Effects	$10,000	$0	$0	$10,000
Reporting and Meetings	$6,000	$700	$0	$6,700
Total	$47,000	$3,000	$0	**$50,000**

* This cost estimate does not include studies commissioned directly with tribes or tribal participation in the archaeological survey.

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