

APPENDIX 6A

KLAMATH HYDROELECTRIC PROJECT ANNOTATED OUTLINE DRAFT RECREATION RESOURCE MANAGEMENT PLAN

**ANNOTATED OUTLINE
DRAFT RECREATION RESOURCE MANAGEMENT PLAN**

**Klamath Hydroelectric Project
FERC Project No. 2082**

**PacifiCorp
Portland, Oregon**

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APPENDIX

Recreation Studies Conducted During Relicensing (to be inserted for use as a baseline and reference for future studies or decisionmaking)

ACRONYMS AND ABBREVIATIONS

This section will list all acronyms and abbreviations mentioned in the draft Recreation Resource Management Plan.

INTRODUCTION

This document is an annotated outline of the draft Recreation Resource Management Plan (draft RRMP) to be developed for the Klamath Hydroelectric Project (Project). The purpose of the draft RRMP is to guide and facilitate the management of existing and future recreation sources associated with the Project. The draft RRMP will provide a vision of the desired future condition for recreation resources in the Project area, establish long-term goals and objectives for managing recreation resources in the Project area, and identify both site-specific and programmatic recreation measures to be implemented over the term of the new license. Programs may be developed to address those site-specific and programmatic measures. Eight programs are presented in this annotated outline that will be further developed in the draft RRMP. The draft RRMP will also detail estimated costs for development and operation, conceptual designs, and an implementation schedule for these measures.

Taken as a whole, the draft RRMP represents a single proposed “umbrella” protection, mitigation, and enhancement (PM&E) measure for recreation resources. The draft RRMP is intended to be specific to PacifiCorp recreation resource roles and responsibilities for the term of the new license. The draft RRMP may not make management or resource commitments for other entities, such as the U.S. Bureau of Land Management (BLM), but may identify partnership opportunities as appropriate. A completed draft RRMP will be included as Appendix E7-A to the final license application.

1.0 OVERVIEW

This section will describe key concepts or elements of the RRMP, including:

- User’s Guide to help the reader
- Purpose and intent of the draft RRMP
- The long-term vision of the draft RRMP
- Overview of the eight key draft RRMP implementation programs:
 - Recreation Facility Development/Capital Improvement Program
 - Recreation Operations and Maintenance (O&M) Program
 - Whitewater Boating and Fishing Program
 - Recreation Monitoring Program
 - Resource Integration and Coordination Program
 - Plan Review and Update Program
 - Interpretation and Education Program
 - Aesthetics/Visual Resource Enhancement Program
- Explanation of terms and conditions used in the RRMP

1.1 User’s Guide

This section will provide the reader with an understanding of how to navigate through the draft RRMP and how the draft RRMP fits into other

adopted plans or agreements that may have precedent, including adopted agency plans in the Project area, potential Settlement Agreement, etc.

1.2 Purpose and Intent

This section will describe the purpose and intent of the draft RRMP. Project lands and waters provide a variety of recreation opportunities, and PacifiCorp acknowledges its responsibility to allow and provide for reasonable public access to and use of those opportunities. Because the Project is adjacent to and/or within lands used or managed by federal and local agencies, these entities along with PacifiCorp have a shared responsibility in the management of recreation resources in the Project area.

The purpose of the draft RRMP is to specify PacifiCorp's involvement, role, and responsibilities in managing identified existing and future recreation resources associated with the Project over the term of the new license. Applicant-proposed measures may include site-specific and programmatic measures to be implemented. Eight programs intended to implement these site-specific and programmatic measures may be presented in the draft RRMP. These proposed measures may be derived from input and consultation with agencies, tribes, and the public, and from technical studies conducted by PacifiCorp for relicensing.

1.3 Plan Vision

The draft RRMP will represent the combined, long-term vision of the Licensee and other stakeholders with regard to how Project-related recreation resources should be managed in the Project area for the term of the new license. This vision includes the following:

- A balancing of various resource needs and the best outcome possible for the region's recreation resources
- An acknowledgement that things may change over time and that adaptive management is possibly an appropriate and necessary strategy to manage recreation resources in the future

A desire to maintain and/or improve the experience now enjoyed by residents of and visitors to the Project area

- A commitment to monitoring and managing some recreation resources in the Project area over the term of the new license, possibly using a Limits of Acceptable Change (LAC)-type planning framework.

1.4 Implementation Programs

This section will provide an overview of the draft RRMP's eight programs. These programs are intended to address PacifiCorp's proposed recreation measures. These proposed measures or needs may be adjusted in the future through an adaptive management strategy and periodic monitoring of public recreation resources and facility or use-area condition.

The eight draft RRMP programs will be as follows:

- **A Recreation Facility Development/Capital Improvement Program** that will define PacifiCorp's construction-related responsibilities to address existing and future Project-related recreation needs, identify proposed recreation development projects, provide estimated costs for recreation measures, identify locations and provide conceptual layouts of the development measures, and discuss general facility development standards and criteria to be used.
- **A Recreation Operations and Maintenance (O&M) Program** that will define PacifiCorp's existing and future operation and maintenance responsibilities to address existing and future Project-related recreation needs, provide estimated costs for operations and maintenance, and discuss general facility and use area maintenance standards to be used.
- **A Whitewater Boating and Fishing Program** that will define PacifiCorp's responsibilities in providing recreation instream flows below the J.C. Boyle powerhouse for whitewater boating and fishing in the Upper Klamath River. Recreation flows will be defined as part of the balancing of flow needs for a number of flow-dependent resources, likely upon license issuance. Other actions to enhance whitewater boating and fishing activities, such as enhancements at Frain Ranch or other sites, may also be identified as part of the draft RRMP planning process.
- **A Recreation Monitoring Program** that will define how PacifiCorp may conduct recreation resource monitoring and how the monitoring information may be used in adaptive management and decisionmaking. This program may also describe how PacifiCorp may update or revise the draft RRMP through adaptive management or other strategies over the term of the new license. Other features of this program may include use of LAC-type standards and indicators, basic monitoring needs, periodic monitoring and reporting, and a decisionmaking framework related

to when new facility construction might be triggered.

- **A Resource Integration and Coordination Program** that will define how PacifiCorp may integrate recreation resource needs with other resource management needs over time, such as wildlife and aquatic resources. This program may also address how parallel resource management programs and actions may be coordinated. Periodic meetings are anticipated over the term of the new license.
- **A Plan Review and Update Program** that will define how and when the draft RRMP will be updated or revised over the term of the new license.
- **An Interpretation and Education Program** that will define how PacifiCorp may coordinate and conduct hydroelectric energy production, and environmental, cultural, and informational interpretation and education. This program will likely involve input from several resource areas including recreation, aesthetics, fisheries, water quality, terrestrial, and cultural. Input from various resource groups will be used to help define a framework for the future preparation of a detailed I&E Program after license issuance.
- **An Aesthetics/Visual Resource Enhancement Program** that will identify PacifiCorp's responsibilities and actions to enhance aesthetic/visual resources associated with the Project. This program will include specific provisions such as hydroelectric facility painting and landscape buffers.

1.5 Terms and Definitions

This section will describe key terms and definitions used throughout the draft RRMP and relevant to recreation planning for the Project area, such as the FERC Project boundary, Project-related recreation, Project area, etc.

2.0 GOALS AND OBJECTIVES

The objective of the draft RRMP is to develop an acceptable recreation plan for the Project. The draft RRMP is being prepared to satisfy FERC requirements to prepare a recreation plan and to define the responsibilities of parties when public recreation facilities are to be provided. To satisfy this need, the draft RRMP will establish goals and objectives for managing recreation resources, identify measures for existing and proposed recreation resources, and present programs designed to effectively implement those measures. The draft RRMP will identify a series of site-specific and programmatic recreation PM&E measures. The draft RRMP will also detail how these proposed PM&Es will be implemented over the

term of the new license, including estimated costs for development and operation, conceptual designs, and an implementation schedule.

The focus of the draft RRMP is its programs. The draft RRMP will be specific to PacifiCorp's recreation resource responsibilities as Licensee and may not make commitments for other entities, such as BLM. These programs are intended to be implemented over the term of the new license and will be based on study results and agency, tribal, and other stakeholder consultation. Actions developed in the draft RRMP may be adjusted in the future through an appropriate adaptive management strategy that may involve periodic monitoring of public recreation resources and visitation over time in the Project area.

3.0 RRMP ROLES AND COORDINATION

An important part of the draft RRMP over the term of the new license will be ongoing planning and coordination by PacifiCorp and others as conditions change over time. This section will describe the roles and responsibilities of PacifiCorp, annual and periodic coordination, and development of annual plans that are integrated into a Rolling 5-Year Recreation Action Plan. These elements are discussed below.

3.1 PacifiCorp and Agency Roles and Responsibilities

This section will define primary responsibilities of PacifiCorp as Licensee. However, some of the Project area is also located within BLM- and other agency-managed lands or jurisdictions. Therefore, BLM and other agencies also play important roles in its implementation. This section will define the basic roles and responsibilities of the primary recreation resource entities involved in draft RRMP implementation.

3.2 Rolling 5-Year Recreation Action Plan

This section will include a description of a Rolling 5-Year Recreation Action Plan. Each year, it is anticipated that PacifiCorp and various agencies and other stakeholders will meet to plan for the next year's recreation activities. These activities will be documented in a Rolling 5-Year Recreation Action Plan (a framework plan to be included in Exhibit 7 of the draft RRMP). This framework plan will be tested in the initial years of implementation and may be modified as necessary. PacifiCorp and others will also review the activities planned for the next 4 years, as well as account for activities completed during the previous year. This plan will help PacifiCorp fine-tune its recreation resource plans and project out needed capital and O&M funds, as appropriate to meet Project funding needs.

3.3 Periodic Reviews

This section will define periodic reviews needed to implement the draft RRMP, such as the annual review noted above. Other reviews may include multi-resource coordination meetings on a periodic basis, consistent with the needs of broader Project license conditions.

3.4 Environmental Compliance and Permitting

This section will define environmental compliance and permitting requirements anticipated in the draft RRMP. PacifiCorp will likely participate in required environmental analysis, compliance, and permitting for recreation-related construction projects. Environmental analysis, compliance, and permitting activities may include, depending on the project or groups of projects, the following types of activities: (1) National Environmental Policy Act/Comprehensive Environmental Quality Act (NEPA/CEQA) compliance, (2) U.S. Army Corps of Engineers Section 404 wetland permitting, (3) National Historic Preservation Act (NHPA) Section 106 compliance for cultural resources and tribal consultation, (4) Endangered Species Act (ESA) compliance and consultation, and (5) others as needed.

4.0 **RRMP IMPLEMENTATION PROGRAMS**

This section will describe the draft RRMP's eight programs that are intended to meet the Project goals and objectives:

1. Recreation Facility Development/Capital Improvement Program
2. Recreation Operations and Maintenance Program
3. Whitewater Boating and Fishing Program
4. Recreation Monitoring Program
5. Resource Integration and Coordination Program
6. Plan Review and Update Program
7. Interpretation and Education Program
8. Aesthetics/Visual Resource Enhancement Program

PacifiCorp may have the responsibility for addressing the various recreation resource measures identified in the draft RRMP. The draft RRMP programs are intended to detail specifically how PacifiCorp may implement its specific measures and responsibilities over the term of the new license.

4.1 Recreation Facility Development/Capital Improvement Program

This section will describe the Recreation Facility Development/Capital Improvement Program that is intended to describe PacifiCorp's role in helping meet some of the existing and future recreation facility needs

identified in the Project area. The facility component of this program is intended to:

- Define the construction-related responsibilities of PacifiCorp and/or construction funding provided to others by PacifiCorp
- Identify proposed recreation development projects and their estimated costs
- Provide conceptual diagrams of anticipated improvements
- Discuss facility development standards and criteria to be used by PacifiCorp.

4.1.1 Recreation Facility Development and Upgrades

This section will describe expanded and renovated recreation facilities that may be constructed through the new term of the license following periodic review, prioritization, and approval. These improvements may be funded and/or constructed by PacifiCorp.

4.1.2 Recreation Development Locations

This section will describe the locations of proposed recreation improvements that will be listed in a future exhibit and indicated in diagram format in a future exhibit. For Licensee-constructed and designed projects, construction documents (plans, specifications, and permit applications) will be prepared prior to construction for review and approval by the applicable jurisdiction as required.

4.1.3 Recreation Facility Design Guidelines

This section will discuss appropriate design guidelines, siting criteria, and other standards that should be consistently used to:

- Comply with public health and safety codes and regulations
- Provide design continuity and consistency
- Provide a high-quality visitor experience and/or enhance visitor convenience
- Minimize facility and site deterioration and operations and

maintenance costs

- Protect the environment and sensitive resources

Recreation facilities constructed within federally managed lands should be designed and constructed to meet federal facility construction standards and other appropriate design guidelines. Project-related recreation facilities constructed on Licensee lands should also be designed and constructed to be consistent with the desired experience level.

4.1.4 Americans with Disabilities Act (ADA) Compliance and Facility Upgrades

This section will describe ADA-related improvements that have been identified. Upgrades to campground and day-use facilities, when modified or newly constructed, should conform to Americans with Disabilities Act Accessibility Guidelines for Buildings and Facilities (ADAAG) and standards formally adopted at the time of construction, as amended.

4.1.5 Environmental Project Review

This section will describe environmental compliance for future recreation projects. It will describe who will prepare necessary environmental documentation and fund the costs of compliance. This section will also address future recreation projects on Project lands that may involve the issuance of permits, licenses, authorizations, or other certifications.

4.1.6 Agency and Public Review

This section will address opportunities for agency, tribal, and public review of proposed recreation projects, programs, and improvements.

4.1.7 Facility Construction Coordination, Scheduling, and Phasing

Anticipated facility construction timeframes will be identified in exhibits. This section will discuss the development of periodic implementation plans to guide decisionmaking for planned construction project periods. Construction project timeframes may be reconfirmed during periodic planning and coordination meetings.

The draft RRMP, with further consultation, will describe project selection criteria to be used in developing implementation plans and in annual review of projects as part of the Rolling 5-Year Recreation Action Plan. The criteria to be developed should address:

- How projects are selected for implementation
- How unexpected opportunities are addressed
- How new cooperative or partnership funding sources are evaluated and addressed
- How proposed projects are matched with available funding
- How priority projects are addressed.

4.2 Recreation Operations and Maintenance (O&M) Program

This section will describe PacifiCorp's operation and maintenance responsibilities, provide estimated costs for operations and maintenance, and discuss general facility and use area maintenance standards.

4.2.1 Operations and Maintenance Standards

This section will describe how O&M standards may be applied to Project recreation facilities and use areas. The level of O&M should be consistent with the desired experience where the facility or use area is located, as well as applicable federal health and safety codes, as appropriate.

4.2.2 Shoreline Access

This section will describe where and how public shoreline access will be provided, such as the maintenance of signs, trails and trailheads, swimming areas, and boating access sites.

4.3 Whitewater Boating and Fishing Program

This program will define PacifiCorp's responsibilities in providing whitewater boating and fishing opportunities in the Project area, including flows below the J.C. Boyle powerhouse to help support whitewater boating and fishing in the Upper Klamath River. Recreation flows will be defined as part of the balancing of flow needs for a number of flow-dependent resources. Other actions to enhance whitewater boating and

fishing activities will be identified, such as enhancements at Stateline Take-out (PacifiCorp and BLM), Fishing Access Site 1, and the Upper Klamath River (Spring Island) Boater Access site.

4.4 Recreation Monitoring Program

This section will describe PacifiCorp's role in providing periodic monitoring of recreation resources in the Project area. The monitoring component is integral to the long-term management of the draft RRMP. Features of this program are described below.

4.4.1 Monitoring Indicators and Standards

This section will describe PacifiCorp's use of an LAC-type approach to monitoring and use of a Recreation Opportunity Spectrum (ROS)-type approach to define different recreational settings in the Project area. These two approaches may be used to help maintain the desired resource values and recreation experiences in the Project area over time.

Monitoring variables (including values to be maintained and enhanced, key indicators of overall condition, management standards to be used, management actions to be implemented, and monitoring to be implemented) by ROS-type class (or equivalent) and identified monitoring sites will be presented.

One of the initial tasks during the first few years of implementing the draft RRMP will likely be field testing the monitoring standards and indicators so that a true baseline can be established. It is anticipated that some modifications to standards and indicators may be needed. Once these are established as a baseline, follow-on monitoring analyses may be used to track changes over time.

4.4.2 Monitoring Requirements

To implement the monitoring program, periodic data collection in the Project area will be needed. PacifiCorp and BLM are already collecting some of these data on an annual basis, such as paid-fee receipts at some campgrounds and boater counts along the W&SR reach. Other data that are not currently being collected will be defined if needed and collection responsibilities will be identified. The results of these survey and data collection efforts will be used to help make informed decisions about various measures to be implemented.

To support the monitoring program, different levels of periodic surveys and data collection efforts are anticipated:

- Annual data collection at recreation sites, use areas, and management units using readily available data collected by recreation providers during normal routine management of recreation resources
- More in-depth recreation surveys and data collection conducted periodically

4.4.3 Reporting Requirements

This section will describe PacifiCorp's periodic recreation resource reporting requirements for the Project area. Periodic assessment reports every 6 or 12 years will likely be prepared by resource area (reservoir) and may document such topics as:

- FERC Form 80 reporting every 6 years
- Success of different visitor management efforts
- Recreation facility use levels and counts
- Recreation facility and shoreline conditions
- Trends in recreation facility use
- Projected needs based on monitoring thresholds

PacifiCorp will use these reports to help make annual and multi-year plans to be included in the Rolling 5-Year Recreation Action Plan.

4.4.4 Use of Monitoring Data in Decisionmaking

This section will describe how recreation resource decisionmaking may occur in the Project area over the term of the new license. A model for decisionmaking (when to initiate or implement components of the draft RRMP, as well as other appropriate actions) may be developed on the basis of further consultation. It is expected that decisionmaking may be based on the analysis of monitoring report findings for resource areas or management units, and on periodic assessments such as visitor attitude and preference surveys.

PacifiCorp will participate in annual recreation planning and coordination meetings with other recreation providers in the Project area as part of the Rolling 5-Year Recreation Action Plan process. At these meetings, it is expected that recreation resource

management decisions for the Project area will be made or reaffirmed, such as:

- Plan, design, expand, renovate, and/or construct facilities in one or more phases per future exhibits
- Monitor facilities and erosion sites in question
- Begin planning and designing facility renovations
- Pursue or delay enhancements
- Modify monitoring indicators if conditions warrant
- Update periodic visitor survey information for the Project area

4.5 Resource Integration and Coordination Program

This section will develop a process by which PacifiCorp may make coordinated, timely, and informed decisions related to its responsibilities, which may be defined in the draft RRMP. This process likely may be the same or similar to other processes developed for other resource areas. Because of simultaneous activities occurring by various technical resource groups, both formal and informal communication is necessary. An important goal of this communication is to achieve a balanced integration of sometimes competing or complementary resource goals for Project lands and waters. The Resource Integration and Coordination Program may include such processes as:

- Conducting ongoing and regular consultation with necessary parties and resource groups
- Sharing of information that is used to make resource decisions
- Clarifying resource goals, objectives, and priorities as necessary
- Coordinating or conducting an assessment or consultation that may help solve a particular problem or resolve key issues

4.6 Plan Review and Update Program

This section will describe how the draft RRMP may be reviewed and revised over the term of the new license. Recreation and resource conditions can be expected to change over time. It is possible that unforeseen recreation needs, changes in visitor preferences and attitudes,

new recreation technologies, or other actions may arise over the course of the new license term. As a result, the draft RRMP, or portions thereof, may be updated and/or revised. Revision of the draft RRMP may require that changes be fully documented. The frequency with which the draft RRMP is revised or updated will likely depend on adaptive management decisions made over time. This section will develop guidelines for how the draft RRMP may be reviewed or revised over time for efficiency and continuity purposes.

4.7 Interpretation and Education Program

This section will discuss PacifiCorp's role in the area of interpretation and education (I&E) within the Project area, including a component on signs. The purpose of the I&E Program is to provide enhanced experiences for visitors and residents, encourage participation in resource protection measures by area visitors, and promote cooperative, safe behaviors to benefit all Project area resources and visitors. With the assistance of PacifiCorp, recreation providers and resource managers in the Project area will develop the program. It will identify interpretive themes, media, sites, and services for interpretation and environmental and cultural education in the Project area. It is expected that the program may involve multiple resources and that other resource work groups may desire to participate in the development and implementation of the program. The program may be updated over the term of the new license.

Development of the I&E Program will likely involve the review and selection of:

- Appropriate themes
- Appropriate interpretive media
- Consistent signs and their design
- Prioritized sites where the media may be located
- Services to be provided
- Program elements to support the needs of other resource areas, including aesthetics/visual, fisheries, water quality, terrestrial, and cultural

This section will also describe a support program to maintain the I&E Program over the term of the new license, such as: review and selection of appropriate maintenance procedures and practices; and review and selection of appropriate methods and timeframes for program updates.

4.8 Aesthetics/Visual Resource Enhancement Program

This section will describe PacifiCorp's actions to enhance aesthetic/visual resources associated with the Project, including actions designed to protect and enhance aesthetic/visual resources near sensitive viewpoints. Specific actions to be addressed in the program include photo-simulation/painting and landscape buffers.

5.0 INFORMATION SOURCES

This section will list all draft RRMP references and information sources.

EXHIBITS

This section will include many details of the plan as exhibits referenced in the draft RRMP:

A Exhibit A — Settlement Agreement

The relicensing Settlement Agreement, if any, will be provided as a future exhibit.

B Exhibit B — FERC License Terms and Conditions

This future exhibit will detail FERC's license terms and conditions that PacifiCorp must fulfill during the term of the new license.

C Exhibit C — Rolling 5-Year Recreation Action Plan Framework

This future exhibit will include a framework plan (set of topics to address, with tables to be completed and updated) to be used annually to: (1) plan out the next year's activities, (2) define out-year projected plans for the 4 subsequent years, and (3) account for the previous year's activities.

D Exhibit D — Proposed Recreation Measures, Schedules, and Costs

This future exhibit will provide a detailed listing of recreation measures that PacifiCorp may implement over the term of the new license. This future exhibit will also provide a detailed cost breakout and schedule of recreation measures that PacifiCorp may be responsible for implementing over the term of the new license.

E Exhibit E — Conceptual Site Plans

This future exhibit will provide conceptual diagrams of recreation measures that PacifiCorp will be responsible for implementing over the term of the new license.

F Exhibit F — Recreation Developed Facility and Dispersed Site Maintenance Standards/Frequency

This future exhibit will detail maintenance standards and frequency for Project developed and dispersed recreation sites.

G Exhibit G — Law Enforcement and Emergency Services Agreement

Future law enforcement and/or emergency services agreements will be included in this future exhibit.

APPENDIX

Recreation Studies Conducted During Relicensing

This future appendix (or perhaps a volume) will serve as a database for future reference and will include all recreation resource surveys, planning studies, and inventories conducted by PacifiCorp for relicensing.