IDAHO POWER
An IDACORP Company

Hells Canyon Resource Management Plan

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Technical Report
Appendix E.6-1

Hells Canyon Complex
FERC No. 1971

August 2002
Revised July 2003

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Glossary

Access drive—The intended route for motor vehicles from a road to a destination, such as to an existing dispersed recreation site.

Accessory use—A land use that is normally associated with an allowed primary use, such as maintenance roads for transmission or distribution lines.

Aesthetic design standards—Methods of architecture, construction, and other aesthetic treatment required to be used in new and modified development.

Aesthetic landscape standards—Methods of establishing vegetation and placing other landscaping materials for aesthetic and soil stabilization purposes. The standards include lists of acceptable plants and other landscape materials.

Agriculture—Large-scale cultivation of land to produce crops for consumption by people or livestock. Does not include domestic gardens.

Allowed use—A use of land that may be appropriate within a given land or water use classification, although permits from the land owner/manager may be required for authorization of the use.

Anadromous fish—Fish that spend most of their lives in the ocean but that migrate to fresh water to breed—for example, salmon and lamprey.

Approved Action—A significant human action that has been processed and approved in accordance with administrative provisions of this Plan (see Section 7 - Implementation).

Appurtenances—Accessory structures or features clearly secondary to the primary uses or structures.

Base classification—The underlying land or water use classification that is applied to a geographic area, setting forth the types of land uses allowed, permitted, and prohibited in that area.

BMP—Best management practices as defined by the Idaho and Oregon Division of Environmental Quality or as selected by Idaho Power Company.

Boat dock—A flat, open platform, no larger than 10 feet wide or 700 square feet in area, to which boats can be tied. A boat dock must be attached to the shoreline or reservoir bed in a secure manner and has no cover.

Buffer—An area or structure that lessens, absorbs, or protects against an impact from an adjoining land use or activity.

Building—An enclosed structure intended for human occupancy or use.

Compatible—The ability to get along without substantial conflict.

Glossary (Cont.)

Conservation—The controlled use of resources in a manner that will sustain them.

Conveyance—The legal instrument by which land ownership or use rights are given by one party to another.

Critical life requisites—The physical requirements necessary for a living organism to successfully complete each life stage.

Cultural resource—Remains of previous human cultures. Cultural resources may be defined in three broad categories: historical resources pertaining to pre-Euro-Asian occupation; historical resources related to occupation by Euro-Asians; and resources that may be associated with a particular ethnic affiliation, such as Native American tribal lifestyles and belief systems.

Definition of dispersed recreation sites—Establishment of physical boundaries for access drives and campsites within dispersed (also known as undeveloped) sites to protect natural and cultural resources. This includes relocation of these features within the site.

Designated waste receptacles—Facilities, including garbage cans and waste bins, provided for the public to dispose of refuse.

Developed recreation—Areas having facilities and services, other than primitive sanitation and boat ramps, to enhance recreational use. Such facilities and services may include campgrounds, graveled and paved boat ramps, picnic tables, vault and flush toilets, showers, recreational vehicle dump stations, fire pits, and fish-cleaning stations.

Development—New or modified buildings, structures, or facilities in the Planning Area.

Dispersed recreation—Impromptu recreation activities that do not require the level of services and facilities provided in developed recreation areas.

Dispersed recreation sites—Areas used consistently for dispersed recreation, usually for camping and cooking. Such areas may have access drives and defined camp spaces, improved or unimproved boat ramps, and primitive sanitation facilities to protect natural and cultural resources.

Distribution lines—Utility lines that transport their product between transmission lines and customers.

Ecosystem—A community of living organisms and nonliving components of the environment, all functioning as a complex whole.

Emergency action—An action taken to ensure the safety and well-being of the people directly affected by the action.

Glossary (Cont.)

Endangered Species Act (ESA)—Legislation passed by the U.S. Congress and signed by the President requiring identification, protection, and recovery of plant and animal species found to be moving toward extinction.

Endangered—A designation under the Endangered Species Act for a plant or animal species that is in danger of becoming extinct throughout all or a significant portion of its range. This term may also be applied to species listed by various state and federal agencies as "species of special concern" or similar designations.

Enhance—Management's focus is to improve existing conditions to a higher level of productivity.

Exotic Species—Animals or plants (terrestrial or aquatic) that are not native to an area or drainage but that have been introduced, or have genetic heritage that has been introduced, from outside.

FERC—The Federal Energy Regulatory Commission, the federal agency responsible for regulating hydroelectric power generation, as well as other energy factors.

Fluctuation of river, reservoir—Changes in water levels of rivers or reservoirs on a daily, seasonal, or annual basis. The changes may result from natural or human actions.

Geomorphology—The study of forces that shape the land's surface, including volcanic, hydraulic (water), aeolian (wind), and gravitational actions.

Habitat—The natural home of an animal or plant, or the environmental conditions required for a species' survival.

Hells Canyon Complex—Idaho Power Company's three hydroelectric projects on the Snake River between Oregon and Idaho and their associated facilities. The projects include Brownlee, Oxbow, and Hells Canyon dams, reservoirs, power plants and associated facilities.

Industrial use—Manufacturing, mining, processing, storing, and/or transporting of a product.

Informal roads—A travelway that results from repeated off-road travel by motorized vehicles and that is not regularly maintained. Jeep trails included on U.S. Geological Survey maps are considered informal roads; access drives are not.

Infrastructure uses—Utilities and services that enable development; these include sewer, water, communication, gas lines and powerlines, and related facilities, but do not include roads.

Interdisciplinary Team—A group of Idaho Power Company employees, including scientists, planners, and resource specialists, representing all of the relevant resource perspectives. While other professions (for example, engineers and plant operators) may work with the interdisciplinary team, resource decisions will be made only by the Interdisciplinary Team.

Glossary (Cont.)

Landscaping—Planting and maintenance of plant materials for visual purposes primarily.

Life history stages—Distinct stages in the life of an organism often distinguished by significant changes in form; for example, a tadpole is the early life history stage of a frog. For fish, life history stages would include egg, yolk-sac fry, juvenile, and adult.

Life history strategies—Refers to the various ways in which a specific life history stage of an organism (fish, for example) interacts with its environment in order to gain the most benefit for growth, protection from predators, and overall decreased competition for resources.

Local uses—Uses located within the Planning Area.

Maintain—To prevent loss or degradation the current condition.

Major recreation node—Areas that provide a high level of development and numerous facilities for recreation.

Major road improvements—Change in the surface or alignment of more than 2,500 feet of road, primarily to improve traffic flow.

Minimized—Controlled, limited (not prohibited).

Minor recreation nodes—Areas that provide a low level of development and few facilities for recreation.

Native range—Geographic area over which a species occurred prior to Euro-Asian settlement.

Native resident fish—Fish species that are documented as being present prior to Euro-Asian settlement.

Native species—Species that were present within an ecosystem prior to Euro-Asian settlement.

Nest locations—Locations (such as trees or cliffs) where eagles or other raptors build nests and produce and raise young.

Noxious weeds—Any plant species listed as a noxious (injurious) weed in either Oregon or Idaho.

Nuisance weeds—Exotic botanical species that spread quickly in a local environment, dominating native and other species. Nuisance weeds often have undesirable characteristics such as thorns, toxins, or unattractive appearance.

Off-premise signs—Permanent signs advertising or directing the reader to a business or activity located on lands not part of the premises of that business or activity.

Overlay classification—A land/water-use classification, the policies of which replace those of the base classification for an area at a specified time period each year.

Glossary (Cont.)

Perch locations—Locations (usually trees) where bald eagles and other raptors rest or look for food for short durations.

Permitted use—A land use that requires a permit(s) or other form of written authorization from the land owner/manager.

Planning Area—The geographic area considered in the development of this plan and for which the plan's policies are appropriate. The extent of this area is from the Oregon State Highway 201 (Oregon 201) bridge near Weiser, Idaho, north to the northern boundary of the Hells Canyon National Recreation Area (essentially the Oregon/Washington state line) and from the rim of the Wallowa Mountains in Oregon eastward to the rim of the Seven Devils Mountains in Idaho.

Primary recreation season—The period from the first of May through the end of September.

Primitive sanitation facilities—Portable toilets, vault toilets, and garbage cans.

Project area—All land within the FERC project boundary for the Hells Canyon Complex.

Project boundary—The FERC project boundary that defines the area within the project (project area).

Protect—Management's focus is to prevent injury to or loss of natural and cultural resources. Examples of protecting an area include purchasing land or use rights to control activities and fencing to prevent access by animals and people.

Protection, mitigation, and enhancement (PM&E) measures—Actions required by the FERC to be undertaken on a hydroelectric project undergoing licensing or relicensing to lessen the effects of the project on natural and cultural resources and to accommodate recreation.

Recovery—Restoring the abundance to a certain level for a given species listed as *threatened* or *endangered* under the Endangered Species Act. A species' recovery is determined upon satisfaction of the requirements set forth in the recovery plan for that species.

Recreation points—The location of a single recreation facility, function, or feature.

Refuse—Any material that is not desired by its holder and therefore intended for disposal.

Resource enhancement/protection actions—Human actions intended entirely for improving or protecting natural or cultural resources located in the immediate area of the action(s).

Resource impacts—Adverse effects of a project on wildlife (including aquatic) or botanical species, recreational activities, visual quality, cultural sites or features, water quality, and community activities.

Resource management classifications—Land or water use designations the primary objective of which is to sustain and enhance natural and cultural resources.

Glossary (Cont.)

Resource management planning coordinator—The IPC Resource Management Planning Coordinator is the administrator of the HCRMP and will make interpretations of the document as necessary.

Restore—Management's focus is to return health and function to an ecosystem by enabling the return of missing or degraded elements.

Retail commercial—Sale of products and services to consumers.

Review and consultation process—A process in which a proposal for land or water use is considered by Idaho Power Company, who consults with appropriate governmental and other entities for their comments, in accordance with the land-use article of the FERC license.

Riparian—Land and vegetation associated with a water body, including rivers, streams, ponds, lakes, and reservoirs. This term also includes wetlands and other transitional areas between a water body and an upland area.

Roads—A constructed travelway that is maintained regularly by a public or private entity for public use of motorized vehicles.

Roosting locations—Locations (usually trees) where bald eagles and other raptors perch for the night.

Sanitation facilities—Garbage cans, waste bins, portable toilets, vault toilets, recreational vehicle dump stations, and flush toilets connected to sewage facilities.

Sensitive resources—Botanical or wildlife species that have legal protection under the Endangered Species Act or that are included on a state list of sensitive species.

Significant human action—A human activity that occurs in a given location, intentionally causes ground disturbance to a sizeable area in that location, and could disturb natural or cultural resources. Excluded from this are minor activities such as inserting tent poles, locating a single fence post, or planting a single tree or shrub and similar minor disturbances.

Significant improvements—Any improvements having costs that would require more than two years to amortize. Included could be buildings, infrastructure, paving, earthwork, and accessory structures.

Significant riparian vegetation—An area of riparian or wetland vegetation types determined by Idaho Power Company's Interdisciplinary Team to be of special importance because of its size, function, location, composition, or other special attribute.

Special management areas—Areas identified as having specific resources that are particularly valuable or sensitive, and therefore require the highest level of protection.

Glossary (Cont.)

Special status species—Species that have been identified by state or federal entities as requiring special consideration during planning, permitting, or carrying out a project that falls under that entity's jurisdiction.

Structure—A manmade feature.

Threatened—A designation under the Endangered Species Act for a plant or animal species that is likely to be classified as *endangered* within the foreseeable future throughout all or a significant part of its range.

Trail—A travelway established and maintained by a public entity for use by pedestrians, nonmotorized vehicles, or pack animals.

Trail, motorized—A trail purposefully constructed or maintained by a public agency for use by off-road motorized vehicles.

Transmission lines—Utility lines that transport a product from the point of generation to the point of distribution.

Upland communities—Plant and animal communities that are in high-elevation or interior locations and that do not depend on the long-term presence of water for their continued well-being.

Use—An activity conducted on land or water.

Utility corridor—A linear area of land within which utility lines (for example, power, communications, pipelines) transport their product and normal line maintenance is conducted.

Utility facilities—Primary, secondary, and appurtenant facilities that are used in utility systems; such facilities include dams, powerhouses, transmission and distribution lines, substations, switchyards, communication sites, reservoirs, and other accessory uses.

Water quality standards—Standards established by state governments to enable maintaining or achieving the desired water quality conditions to accommodate beneficial uses.

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1. INTRODUCTION

1.1. Relation to FERC License Application

In 2003, the Idaho Power Company (IPC) will submit an application to the Federal Energy Regulatory Commission (FERC) to relicense its existing Hells Canyon Complex (HCC) on the Snake River between Idaho and Oregon, including one project transmission line. No operational changes are proposed to the three hydroelectric projects—Brownlee, Oxbow, and Hells Canyon projects—that make up the HCC. While FERC does not require a resource management plan as part of the license application, FERC does often require a "shoreline management plan" for the project area as a condition of license. This document is intended to satisfy that requirement and to achieve compatibility among land uses and protection of cultural and natural resources.

A comprehensive resource management plan (RMP) provides a logical framework for developing the protection, mitigation, and enhancement (PM&E) measures required as part of the license application. Such a plan can also provide additional assurances regarding overall resource management policies and implementation beyond the actions of the PM&E measures, as well as serve as a communication tool for internal and external purposes. Therefore, IPC decided to prepare RMPs for every one of its FERC-licensed project areas as a new license application was prepared for each.

This RMP provides Hells Canyon stakeholders with three important elements: 1) explanation of the balancing or integration of resources; 2) a statement of IPC's policies on land use and resource management; and 3) commitments for coordination with agencies, tribes, and other public interests. PM&E measures for the license application are generally directed at mitigation of a project impact on a single resource. The RMP examines the spectrum of resources and then resolves potential or actual impacts among them by designating or prioritizing uses in a given area.

PM&E measures (for example, buying a parcel of land to protect riparian resources) are usually site-specific activities that contribute toward implementing policies of the RMP. Together, the PM&E measures and RMP policies will have a greater positive effect on the environment than would the PM&E measures alone.

Finally, in an area of diverse public and private ownership and interests, the importance of coordinating on resource issues is obvious. The RMP identifies coordinating efforts for which IPC intends to commit itself with agencies and tribes.

This RMP will not become effective until the new license is issued by the FERC or until IPC management decides to make it active. However, IPC may use the RMP as an unofficial guide in making decisions about issues on its HCC lands or in implementing some activities and policies before a license is issued or before IPC makes the document active. However, IPC makes no commitment to use the document until a license is issued. While the area for which the RMP policies are appropriate is large (about 850,000 acres), the policies will be applied only to

IPC-owned lands in Hells Canyon (about 5,300 acres) since IPC has no control over other lands. IPC will work with other landowners, if they so request, to apply the policies to their lands.

1.2. Description of the Hells Canyon Complex and the General Area

The HCC is located on the Snake River, which forms the border between a portion of northeast Oregon and southwest Idaho, approximately 120 miles northwest of Boise, Idaho. The complex consists of three large dams—along with their powerhouses, reservoirs, intakes, penstocks, and outfalls—and one electric transmission line (other transmission lines will not be licensed as part of the project), associated operations and maintenance facilities, roads, and recreation areas. The on-river facilities extend from the upper end of Brownlee Reservoir at approximately river mile (RM) 343 to Hells Canyon Dam at RM 247, a distance of just under 100 miles. A vicinity map and location of the complex are shown in Figure 1.

The FERC project area includes about 6,340 acres of land above the average high-water mark of the reservoirs. Table 1 provides a breakdown of non-flooded land ownership—federal, state, and private—within the project area. Land ownership is then broken into flooded and non-flooded lands. Only non-flooded lands are discussed below.

Federal lands comprise about 1,840 acres (or 29%) of the total non-flooded acreage; private lands, 4,290 acres (or 68%). IPC's lands comprise 3,450 acres of those privately owned lands, or 54% of all lands in the project area. The remaining 3% of land in the project area is owned by Idaho and Oregon. In addition to land within the project boundary, IPC owns another 1,850 acres that are outside the project area but relatively near the boundary.

Table 1 also provides a breakout of those IPC-owned lands over which it has full-use rights or limited-use rights. When lands were purchased for the HCC project, company representatives often allowed the former owners to maintain some rights to use the lands being purchased by the company. Many of these instances are actually recorded in the property deeds, giving former owners a legal interest in these lands. However, as owners-in-fee, IPC maintains an interest in these lands and intends to implement this plan as the specific ownership conditions on each parcel will allow.

Land within the project boundary lies within the jurisdiction of four counties; two counties in Idaho and two in Oregon, in addition to the federal and state jurisdictions described above. The county divisions can be seen in Figure 2. In Washington County, Idaho, zoning is predominantly "A-1" (Agricultural). The three small exceptions to this zoning designation are the Mountain Man Lodge, a former commercial recreation resort at the mouth of Dennett Creek, that is zoned "C-1" (Local Business); an area on Cottonwood Creek, also zoned "C-1" but not developed as such; and the area around and including Steck Park, zoned "O" (Open Space). Adams County zoning is "ATG" (Agriculture/Timber/Grazing).

On the Oregon side, Baker County zoning is primarily "EFU" (Exclusive Farm Use). Exceptions include several areas on Brownlee Reservoir and its Powder River arm that are zoned "Recreation Residential." These relatively small areas are either developed with housing or are

platted for housing development. IPC's Brownlee Village just below Brownlee Dam is zoned "Rural Residential," and its Oxbow Village and plant are zoned "Rural Service Area." In the area of the Homestead community on Hells Canyon Reservoir, a number of smaller areas are zoned for mineral extraction. Mineral extraction zoning also occurs adjacent to the Wallowa County line. Since all of the land within the project boundary in Wallowa County is included in the Hells Canyon National Recreation Area, no zoning in that county is relevant to the project.

The FERC project includes only one transmission line that travels from the Pine Creek substation to Hells Canyon Dam. However, other transmission lines of the Applicant in the Planning Area have an affect on land use and resource management, and will therefore also be addressed in this plan as they relate to project aspects (e.g., land-use classification, location of future lines, aesthetics, etc.).

Ongoing operations and maintenance of the complex also have some affect on resources below Hells Canyon Dam. The general study area for the RMP therefore extends from the Oregon 201 bridge near Weiser (RM 351.2) to the northern boundary of the Hells Canyon National Recreation Area at the downstream end (RM 176.1, essentially the Oregon/Washington state line) and from canyon rim to canyon rim. This area covers approximately 175 miles from south to north and roughly 850,000 acres.

1.3. Project Facilities

Brownlee Dam, a 1,380-foot-long earth and rockfill structure that is 395 feet high, is located at RM 284.6, approximately 20 miles northwest of Cambridge, Idaho. The Brownlee Development was completed in 1958. Its powerhouse is located immediately below the right dam abutment. The project has two tailrace channels. The Brownlee switchyard connects to the overall system through four transmission lines. Brownlee Reservoir extends 58 miles upstream of the dam and also impounds the lower 6 miles of the Powder River in Oregon. The reservoir's surface area at full pool is just over 14,621 acres. The water surface elevation can vary up to 101 feet annually, though such a drawdown is unusual; normal drawdown ranges between about 40 and 70 feet.

Oxbow Dam is located at RM 272.5 approximately 27 miles west of New Meadows, Idaho. Completed in 1961, Oxbow Dam is an earth and rockfill structure 960 feet long and 209 high. As the name suggests, the dam is on an oxbow of the river; the dam is not visible from the road. The power intake, about 2,400 feet above the dam, and the powerhouse, just under 3 miles downstream of the dam, are directly across the neck of the oxbow from each other. Oxbow Reservoir extends from the dam approximately 12 miles upstream to the toe of Brownlee Dam. The surface area at full pool is 1,150 acres, and the water level can vary daily from 0 to 5 feet. The Oxbow Switchyard is connected to IPC's transmission system through three transmission lines.

The operators' village for the entire complex lies a short distance downstream of Oxbow Dam, at the mouth of Pine Creek on the Oregon side of the river. The village contains various maintenance buildings and residences, as well as Copperfield Park. Several other maintenance facilities are located at other sites within the project area.

Hells Canyon Dam, completed in 1967 at RM 247.6, is a concrete gravity structure that is 910 feet long and 330 feet high. The powerhouse is located immediately adjacent to the dam on its downstream side on the Oregon side of the river and discharges flow immediately into the river. The reservoir extends from the dam upstream for 25 miles to the Oxbow Powerhouse. Its surface area is 2,412 acres at normal maximum pool. Reservoir elevation can vary a maximum of 5 feet daily. The plant switchyard connects to the electrical system through 3 transmission lines.

IPC has constructed four major recreation facilities in the canyon, as well as a number of minor facilities. In 1995, redevelopment of Woodhead Park on Brownlee Reservoir, just upstream of the dam on the Idaho side, was completed. The 65-acre park is landscaped and provides restrooms, boat ramps and docks, 139 camping spaces for recreational vehicles (RV) and tents, picnic areas and shelters, a sanitary dump station, and a fish-cleaning station. McCormick Park on the Idaho side of Oxbow Reservoir lies about a mile downstream of Brownlee Dam. Covering just over 12 acres, the park includes landscaping, a boat launch and dock, restrooms, 34 RV and tent camping spaces (plus an open tent camping area), picnic areas, and an RV dump station. Six-acre Copperfield Park at Oxbow Village includes landscaping, 72 RV and tent camping sites, restrooms, and a sanitary dump station. Hells Canyon Park, about 17 miles upstream of Hells Canyon Dam on the Idaho side, covers 15 acres and includes landscaping, restrooms, 24 RV and tent camping sites (plus an open tent camping area), picnic tables, sanitary dump station, and boat ramp and docks.

1.4. Purpose and Use of the Resource Management Plan

IPC has adopted guiding principles for conducting its business, including a vision statement, a statement of environmental policy, and goals for land management. The *Idaho Power Corporate Policy Guide* (IPC 1991) includes this commitment to the environment:

> As a part of our obligation to the Public we serve, we incur a second compelling obligation to conduct our business in an environmentally conscientious manner. That obligation in part is a matter of law and in part the requirement of any business to meet the demands of those it serves. But we readily accept our obligation to the environment in a broader context. We accept it as a fundamental corporate value. We are convinced that sound environmental policy and sound business practice go hand-in-hand. We will pursue both for the benefit of our customers, shareholders, employees, and the communities we serve.

An additional statement addresses natural resource management: “Recognizing that bringing our customers the electric energy they require unavoidably affects the natural environment, we are committed to responsible stewardship of the resources entrusted to us.”

The purpose of the RMP is to determine what constitutes “responsible stewardship of the resources” associated with the HCC and to translate that determination into policies that will be used to accomplish the following:

1. Provide guidance for resource management decisions

- Maintain the value of IPC properties by optimizing their resources
- Provide goals—the fundamental building blocks for more detailed, discipline-specific plans and management actions
- Identify conflicts between existing land management policies and practices and existing land uses
- Establish policies consistent with, and possibly complementary to, existing land-use restrictions and management policies of other agencies with land in the area
- Respond fairly and consistently to requests for land use from other agencies and individuals
- Improve internal communication and respond in a coordinated manner to resource management issues
- Balance competing uses of the waterway and adjacent land
- Provide compatibility with adjoining land uses

2. Synthesize land management and relicensing requirements

- Comply with FERC license requirements
- Enhance public safety
- Ensure compliance with agency regulations
- Document IPC's land management actions to demonstrate logical, fact-based decision-making
- Communicate a statement of policy and the basis for land management decisions to the public and agencies
- Provide a central repository for resource information and management policies
- Foster goodwill and cooperative projects with agencies and interest groups

These statements of purpose are the foundation for developing the resource management goals, policies, standards, and guidelines and the land- and water-use classifications of this plan.

1.5. Scope of the Resource Management Plan

The scope of the RMP includes two elements: 1) the issues and extent of detail to be covered and 2) the geographic area to be addressed. For its project areas, IPC has elected to develop comprehensive land management plans similar to those created by state and federal agencies.

Unlike resource agencies, however, IPC has a primary function to provide power, a task that requires balancing production of power and stewardship of resources. This plan assumes continued operation of the HCC and also addresses land use; access; public use and safety; and natural, cultural, and recreation resources. Specific issues of concern regarding hydroelectric operations of the complex and their effect on the factors listed above were identified during the formal consultation process of the HCC relicensing effort. A tracking matrix was assembled to list comments and issues identified in that process. These issues form the basis for IPC's relicensing studies and for development of the RMP.

The purpose for designating a Planning Area is to identify the geographic extent for which the plan's policies are appropriate. For the HCC, all IPC-owned lands within and adjacent to the FERC project boundary are included in the Planning Area for the RMP. Additionally, all other lands within the FERC boundary are also included, as well as any lands for which the new license issued by the FERC might require that IPC purchase, improve, or maintain resources. Therefore, the Planning Area will be the same as the study area described in Section 1.2. Within the Planning Area, coordinating resource efforts among landowners could be highly effective.

For all those lands in the Planning Area that are *not owned and controlled by IPC*, the effect of this plan will be only as might be directed by the FERC through the project license or as might be determined by the land owner/manager in the future.

1.6. Planning Process

In 1996, IPC, along with several state and federal agencies and other nongovernmental groups, established a collaborative process to provide input to the process of developing a license application for the HCC. The collaborative process included four technical resource work groups—aquatic, terrestrial, recreation, and cultural—charged with addressing the needs of the resources. A fifth group, the Economics Work Group provided input to IPC and the other work groups about economic considerations.

An additional group, the Collaborative Team, was established to broaden consideration of measures for the license application beyond the technical resource issues, as well as to integrate resource issues. A subgroup of the Collaborative Team, the Resource Management Planning Group, with members from the resource work groups as well as from the Collaborative Team (CT), formed to develop the RMP. Additionally, an internal RMP Management Team provided coordination for the RMP development. These groups provided input to the plan; no attempt was made to verify consensus. However, their input has greatly determined the contents of the plan. A list of participants in the Resource Management Planning Group (RMPG) is included in Appendix 1.

Products of the resource work groups, such as studies and lists of issues and desired future conditions, provided the starting point for developing the plan. IPC's Resource Management Planning Coordinator used these products to synthesize goals and objectives for the plan; the Resource Management Planning Group responded to those goals and objectives. The relicensing studies, produced by IPC with resource work group input, provided data used in the resource analyses for the plan. The planning coordinator generated proposals for land and water

classifications or zones and for associated policies and implementation measures. These classifications, policies, and measures were then reviewed and discussed by the Resource Management Planning Group.

IPC held several public meetings to inform the public of the RMP and to obtain their comments. The final draft of the plan, along with the draft license application, was submitted to state and federal agencies and to the public for review and comment, so the two documents could be reviewed together. Subsequent modifications have been made based on comments received.

2. REGIONAL AND HISTORICAL CONTEXT

2.1. The Setting

The Snake River, the major river in southern and central Idaho, follows a crescent-shaped course for about 490 miles across southern Idaho, creating the Snake River Plain and one of the largest aquifer systems in the nation. The river then swings northward, forming part of the Idaho/Oregon state line, before flowing into the Columbia River in Washington. Where the Snake River forms the border between Idaho and Oregon, it has cut the spectacular gorge of Hells Canyon. The HCC is located on the Snake River in the southern portion of Hells Canyon and includes three reservoirs: Brownlee, Oxbow, and Hells Canyon. The Snake River is unimpounded in the reach below Hells Canyon Dam downstream to the lower Snake River dams near Lewiston, Idaho. However, river flows below Hells Canyon Dam to approximately the Salmon River are affected by HCC operations.

The types of vegetation occurring along the canyon slopes of the Snake River in the Hells Canyon reach (from the bridge near Weiser downstream to the Salmon River) are the result of three primary ecological factors: topography, soils, and climate. Of the three, climate has exerted the strongest influence on the development of plant life. The region is semi-arid, lying in the rain shadow of the Cascade Range to the west. Most precipitation occurs in the spring and winter. Little or no precipitation falls during the hottest months of summer. As a general rule, winters in the canyons are mild, while summers on the canyon floor may be extremely warm.

Variations in aspect, elevation, and slope often cause dramatic differences in microclimate, thereby affecting the character of both soils and vegetation. As a result, the topographical complexity of Hells Canyon has produced a mosaic of vegetation types. Grassland, shrubland, riparian, and coniferous forest communities exist in close proximity. Interfingering of grassland and forest, for example, occurs at a number of sites throughout the canyon due to variations in aspect (Tisdale 1979).

The habitat types in the corridor range from rock bluffs and talus slopes to bunchgrass communities and fingers of Douglas fir and ponderosa pine that reach down from the canyon rim. Riparian vegetation, including hackberry and other deciduous trees, is found in bottoms of tributaries. Larger riparian areas occur upstream of the upper end of the project area in the Weiser reach (from the bridge near Weiser downstream to Brownlee Dam) and in the Powder

River arm of Brownlee Reservoir. Other smaller riparian areas occur throughout the project area, particularly in the bottoms of tributary streams, and downstream of Hells Canyon Dam. Many species of birds, including raptors, songbirds, waterfowl, and colonial waterbirds use these areas for nesting and feeding (USFS 1994).

2.2. Historic Development

2.2.1. Native Americans

When the first Euro-Asians arrived early in the 19th century, Native American groups were hunting deer, black and grizzly bear, mountain sheep, and waterfowl. The salmon was important for food and for many cultural purposes. Subtle indicators of the Native American presence can be found in the rock shelters and housepits scattered throughout the canyon. Many of these shelters include pictographs in red pigment. Rock art and other cultural artifacts have been documented in many sites along the river below the Hells Canyon Dam.

In the mid-1700s, Native Americans began using the canyons to pasture and shelter their horse herds. This use of horses was the first domestic-animal grazing in the native grasslands, which were typically bunchgrasses growing “abundantly” and “in a state of nature” (Tisdale et al. 1969).

2.2.2. Euro-Asian Settlement

By the 1840s, Euro-Asian settlement of the West was well under way with many covered wagons heading for Oregon and California. Expeditions of fur traders and railroad companies had found the canyon formidable, its violent river currents and inhospitable winters claiming many lives from drowning, pneumonia, and starvation (IPC 1997).

Mining laws and the Homestead Act of 1862 made it possible for miners, stockmen, and settlers to stake land claims in Hells Canyon at minimum expense. Several pioneers homesteaded the narrow terraces and benches along the Snake River. Other homesteads were associated with farming and sheep ranching. Over the years, the grassland steppe became populated by large herds of cattle and sheep, introduced in the 1870s by Euro-Asian settlers into Hells Canyon. A number of disturbance factors caused by human influence, including fire and drought, as well as grazing, dramatically altered the composition and productivity of the grassland by the introduction of annuals such as cheatgrass and medusahead. By the 1890s, serious overgrazing had already occurred on most of the public domain of the larger Columbia River basin, and extensive portions of the more productive sites were converted to agriculture. Records show that after the 1860s, the Brownlee Ferry was used to transport cattle from the Idaho side of the Snake River to Oregon so that they could winter near Halfway (IPC 1997).

Grazing continues to be a major activity in the canyon today, and many grazing allotments are leased on public lands to augment large private ranches in the canyon. Geographic information system (GIS) data obtained from the Bureau of Land Management (BLM) and the U.S. Forest Service (USFS) indicate that roughly 646,000 acres within the Planning Area, or 76% of the

total, is currently included in grazing allotments. (Grazing allotments include lands that are owned by others but are managed for grazing. While not all allotments are currently in use, there is a potential for these lands to be grazed.)

Further development was connected with the growth of mining, railroads, and early hydroelectric development in Hells Canyon. As a result of passage of the Homestead Act and Desert Land Act, a number of individual homesteads and ranches occurred throughout the canyon in the 1870s and 1880s. However, most of the communities that once existed in the canyon, but that are now gone, were associated with mining. Because larger areas of flat land in the canyon were very limited, development tended to occur on the alluvial fans of tributary creeks where fresh water was also available.

During the 1880s, placer mining occurred in the canyon. The community of Homestead resulted from the discovery of the Iron Dyke Mine, a copper mine on the south side of the creek of the same name about one-third of a mile from the Snake River. The community, established in 1898, eventually included a copper flotation plant, a smelter, and the largest copper concentrator in the state. A post office, school, two stores, meat market, and gas station served the population. About 150 workmen and 30 to 40 students were documented, suggesting a total population of between 280 and 300 people. Work on Oxbow Dam and removal of the railroad tracks around 1959 significantly changed the community. The school and post office were moved to Oxbow Village, and most structures remaining in Homestead are currently vacant or are recreational residences.

Beginning in 1907, the railroad was extended to the Homestead area and construction began on a hydroelectric project at the Oxbow, generating a construction camp that turned into a boomtown at the Pine Creek confluence. Copperfield housed workers from both the railroad and dam projects. Until the railroad was completed, goods were brought in by wagon from Pine Valley, 20 miles away. A description of the early town included 11 saloons, a post office, a meat market, two boarding houses, a livery barn, a barbershop, several stores, several hotels, and a railroad depot. A jail, tent hospital, drug store, and water and sewer systems were additional features. About 700 employed men and another 400 residents lived in the area. As with many boom towns, Copperfield had a colorful history, and in 1914 Oregon Governor Oswald West sent his secretary and 7 members of the National Guard to establish martial law in the wild town. After the construction projects were completed, a 1913 census of the town showed approximately 400 inhabitants.

A settlement also occurred at Helena, just below the Peacock Mine, 22 miles from the Snake River on Deep Creek. The Kleinschmidt Grade eventually connected this area to the river. The community of Cuprum, which developed because of mining in the Seven Devils Mountains, was located midway between Helena and the foot of the Kleinschmidt Grade. Cuprum had a post office, two general stores, several livery stables, a hotel, three saloons, a blacksmith shop, newspaper shop, and assay office.

In the early 1900s, the community of Landore was platted as a townsite in association with the Arkansas Mine about 5 miles up Indian Creek from Cuprum. This settlement had about 500 people and eventually became the supply center for the mines in the area. A mine at Decorah, just below Landore, resulted in a community very comparable in size to Landore.

For eons, Big Bar was the site of a community. An archaeological investigation in 1963 concluded that the site was intensively occupied for hunting from A.D. 1600 to the time of historic contact with Europeans. In more recent times, the larger bar, now mostly covered with water, was settled and farmed for produce that was sold in the mining camps. In the 1960s, the bar also served as the work camp for construction on Hells Canyon Dam.

The Red Ledge Mine near Eagle Bar resulted in settlement at that site in the 1920s. A nearby school served about 10 students, suggesting a relatively small population of 100 or fewer people. This site was also used for the Hells Canyon Dam work force in the 1960s.

By the early 20th century, electricity had arrived. The Oxbow area was one of the early sites identified for power site development. Construction of the first power-generating plant at the Oxbow site was begun in autumn 1906 by the Idaho-Oregon Power Company (Carrey et al. 1979, Stacy 1991).

In anticipation of the completion of a railroad line from Huntington in 1910, the community of Robinette was platted on the Oregon side of the river about 9 miles upstream of the current Brownlee Dam location. The town served as a retail and service center to the area around it, eventually having a general store and post office, a hotel, tavern, train depot, coal-forwarding company, petroleum storage, a power substation, and a cable ferry crossing the river. The base industry here was transportation, shipping gold ore from the Cornucopia mines and timber and cattle from Pine Valley. About 100 people lived in the community at its peak. The completion of Brownlee Dam, removal of the railroad, and filling of Brownlee Reservoir in 1958 submerged the townsite.

In 1947, IPC sought permission from the Federal Power Commission (FPC, now the FERC) to build a hydroelectric project at the same Oxbow site. In 1955, the FPC issued a license for IPC to launch its program for full development of the 100-mile stretch of the Snake River with Brownlee, Oxbow, and Hells Canyon dams (IPC 1997). In 1959, construction of Brownlee Dam was completed, and construction began on Oxbow Dam. Hells Canyon Dam, the last to be completed, was fully operational in 1968. At the peak of the Brownlee/Oxbow developments construction (1957–1959), the project work force was approximately 3,400. These workers lived in the communities described above, as well as in work camps between the Brownlee and Oxbow dam sites.

Today, few people reside full time in the project area: a handful of people dispersed in single residential units in the canyon, the people in IPC settlements near the Brownlee Project and Oxbow Village, and a few people in the Douglas Creek and Homestead areas. The IPC-related population in the canyon averages about 120 people; other residents throughout the Planning Area probably bring the total up to about 200. The communities of Richland and Huntington, Oregon, lie along tributaries just upstream of the Snake River. Halfway, Oregon, is approximately 18 miles upstream of Oxbow Village along Pine Creek. Cambridge, Idaho, lies 28 miles upstream of Brownlee Reservoir along Brownlee Creek. Together, these four communities contain about 1,360 people.

2.2.3. Public Use and Recreation

The federal government currently owns and manages roughly 65% of the total Planning Area. The Baker Field Office of the BLM manages many scattered areas on the Oregon side between Farewell Bend State Park and Copper Creek; the Four Rivers Field Office of the BLM manages similar scattered areas on the Idaho side between Weiser and a point about 4 to 5 miles below the bridge at Oxbow Village. The Payette National Forest manages the part of that National Forest that lies between the point 4 to 5 miles below the bridge at Oxbow Village and the Hells Canyon Dam; the Wallowa-Whitman National Forest manages most of the remaining lands in the Planning Area, from Copper Creek on the Oregon side and from Hells Canyon Dam on the Idaho side, downstream to the Oregon/Washington state line.

Over time, the large landholdings of the federal government within Hells Canyon allowed a variety of uses of that land, from homesteading, along with associated grazing and agriculture, to mining, to hydropower generation. In the 1960s and 1970s, public use of the canyon for recreation became popular. An extraordinary landform, the canyon had always held potential for recreation and tourism. In the late 1960s, the completion of the HCC provided improved access into the canyon, as well as 96 miles of reservoirs that could be used for boating, fishing, and camping. FERC regulations require that a licensee allow reasonable public recreation on project lands. Licensees are also required to provide appropriate recreation facilities, such as boat ramps, sanitary facilities, and campgrounds to accommodate recreation generated by the project.

In 1975, Congress passed legislation establishing the Hells Canyon National Recreation Area (HCNRA) in response to the concern that free-flowing water be preserved. The portion of the Snake River that flows within the HCNRA, from the Hells Canyon Dam to the northern border of the HCNRA, was also designated by Congress as *wild and scenic*, as was the Imnaha River that flows into the Snake River on the Oregon side, just upstream of the Salmon River (parts of these two rivers are designated *wild* and parts *scenic*). A large portion of the HCNRA is also designated as *wilderness*. The Wallowa-Whitman National Forest, charged with management of the HCNRA, accommodates power boating, float boating, hiking, camping, fishing, and sightseeing in the HCNRA. Three Wilderness Study Areas lie to the south of the HCNRA: the McGraw Creek, Homestead, and Sheep Mountain Wilderness Study Areas, which are managed by the BLM, Baker Resource Area. The Seven Devils Scenic Area, an additional special management area within the National Forests, lies on both sides of the river between the bridge at Oxbow Village and Hells Canyon Dam. Three Areas of Critical Environmental Concern (ACECs) are located on the Oregon side of the canyon; Sheep Mountain, Homestead, and McGraw Creek.

The Sheep Mountain ACEC and part of the WSA are designated and managed by the BLM to protect outstanding scenic qualities, and maintain or improve wildlife and crucial bald eagle winter habitat. The Homestead ACEC is designated and managed by the BLM to protect outstanding scenic qualities, and wildlife, bald eagle and sensitive plant habitat. The McGraw Creek ACEC and WSA are managed by the Wallowa Whitman National Forest through an agreement with the BLM.

2.2.4. Current Regional Perspective

At the time of HCC relicensing, the geography of Hells Canyon contributes to its being an area relatively high in public interest and also contributes to its contradictory situation within the region. First, the perception of and desire to protect Hells Canyon as a remote, undeveloped area is appealing, but contradictory to an extent because of past and present uses. While parts of the canyon are and will continue to be remote and undeveloped, other parts are and have been relatively highly developed. For example, the HCC displaced the communities of Robinette, Copperfield, Big Bar, and Eagle Bar, along with widespread agricultural development along the river. Of just over 10,000 acres of land purchased by IPC to accommodate the HCC, just under 1,900 acres were in irrigated agriculture and over 7,800 acres were grazed. Essentially all the land bought by IPC had been used previously for purposes other than leaving as natural habitat. Recreational use in some areas of the canyon is very intensive (based on number of users, duration of use, level of development, and sensory indicators). IPC development, operations, and maintenance activities in the project area are also substantial.

Secondly, because of the area's remoteness and steep topography, public ownership is high. Only about one-third of the land in the Planning Area is in private ownership, and much of that is in large ranches or in IPC ownership.

A third geographic factor is the relationship of the Snake River to the Northwest regional issue of the *threatened* spring/summer and fall chinook salmon. As a tributary to the Columbia River, the Snake River and a number of its tributaries upstream to Shoshone Falls were historically populated by these fish. The salmon have been extremely important to the subsistence and culture of Native American tribes in the area. Cumulative development in the river basin, along with climatic and cultural factors, have caused the near loss of the species to the region. (As a result of a U.S. District Court lawsuit, the National Marine Fishery Service is conducting a status review to determine whether these and other ESA-listed fish should be delisted.) Other ESA-listed fish found in the project area are the steelhead, listed as *threatened,* and the *threatened* bull trout.

The challenge for the *Hells Canyon Resource Management Plan* is to find ways of accommodating existing and future human uses in the canyon, while minimizing conflicts and damage to the natural resources. An opportunity to balance human use and the natural and cultural resources is provided by the canyon setting: human activities are substantially limited to the river and to the level lands along its edge, a relatively small amount of the total land in the canyon, although an important area for each of these activities and conditions.

3. EXISTING CONDITIONS

The existing conditions within the Planning Area are described in detail in the following locations of the Final License Application: the technical reports that are included as appendices, Exhibit E.1., and the sections describing existing conditions in Exhibits E.2., E.3.1., E.3.2., E.3.3., E.3.4., E.3.5., E.4., E.5., and E.6. When this plan is published in its final form, a summary of existing conditions will be provided.

4. GOALS AND OBJECTIVES FOR HELLS CANYON

Goals are positive statements that provide general direction and a fundamental vision for the various environmental elements of the RMP. Objectives state the means for achieving goals and are therefore more specific and narrowly focused than goals. Goals and objectives serve as a foundation for determining appropriate management alternatives, and the optimal alternative will be the one that best balances the management of resources toward achieving all the goals.

The RMP is part of IPC's license application to the FERC. The assumption that the hydroelectric project will be relicensed and will continue to operate is an integral part of the plan. All of the following goals and objectives are stated with the understanding that ongoing operation and maintenance of the complex will occur in accordance with the new license requirements.

The resource goals and objectives for the HCC have been developed with input from various public groups, governmental agencies, and Native American tribes, as well as from IPC personnel who have an interest in or have resource management responsibilities in Hells Canyon. The participants contributed to this broad set of goals and objectives for the resources within the Hells Canyon region. The RMP describes IPC's committed contribution toward these goals through the policies and implementation measures (including PM&E measures) stated in later sections of the plan.

A large amount of public land occurs in the area surrounding the project. Also, other local, state, and federal agencies have resource responsibilities in the vicinity of Hells Canyon. To comply with FERC's requirement for consistency with adopted agency plans, the goals and objectives for this plan must be consistent with the goals and objectives of the plans adopted by the agencies having jurisdiction in the area.

While the goals and objectives take into consideration existing conditions in the canyon and findings of the technical studies required for relicensing the hydroelectric projects, they do **not** take into consideration 1) the feasibility and risk that may be involved in achieving them, 2) the beneficial and adverse social effects that might occur from implementing one or more of them, 3) the cost of achieving them, nor 4) the persons or entities responsible for achieving them. The goals and objectives are intended to apply regionally, rather than to the HCC specifically. They provide a context toward which IPC's mitigation efforts for the HCC relicensing and other management actions should contribute. The four considerations listed here that are not reflected in the goals and objectives will be considered when specific policies to carry out the goals and objectives are determined and specific implementation measures for the policies (including PM&E measures) are identified.

A large number of landowners and managers are responsible for the condition of land and water resources in Hells Canyon, and many of them are located outside the immediate canyon area. To fully achieve the goals and objectives, all owners and managers would need to contribute positively to the effort. However, only IPC is committed to contribute toward the goals and objectives through the FERC relicensing process. While the goals and objectives do not specify responsibility, the remainder of the plan *will* be specific regarding responsibility to avoid misinterpretation.

Personal interpretation differs significantly for numerous words used in the goals and objectives; therefore, words that were unclear to participants are defined in the glossary (Appendix 2).

4.1. Water Resources

4.1.1. Goals

1. Use the available quantity of water to maximize the benefits obtainable from electric production, recreational opportunities, and improvements to aquatic, riparian, and terrestrial habitat and cultural resources.

2. Manage water quantity to protect, maintain, and enhance terrestrial, aquatic, and riparian ecosystems and other flow-dependent resources.

3. Achieve water quality that fully supports all beneficial uses and species needs.

4.1.2. Objectives

1. Protect, maintain, and improve the quantity and quality of terrestrial and aquatic habitat and their function.

2. Maintain and improve water-based recreational opportunities.

3. Meet or exceed adopted water quality standards set by Idaho and Oregon.

4. Meet water quality requirements for all life history stages and strategies of aquatic and terrestrial species.

4.2. Geologic/Soils Resources

4.2.1. Goals

1. Protect and maintain geomorphic processes and features that help to

    - sustain viable native ecosystems

    - protect cultural resources in their current locations

    - protect sites for recreational use

    - maintain access to Hells Canyon

2. Protect soils to improve riparian and upland habitat that will support a diversity of aquatic and native botanical and terrestrial species.

4.2.2. Objectives

1. Reduce land-disturbing activities that accelerate erosion.
2. Protect and maintain fluvial landforms such as sandbars, gravel bars, and alluvial terraces.
3. Enhance and maintain transport of sediment associated with local deposition and scour. This effort should address size, type magnitude, frequency, and distribution of the sediment load.
4. Minimize soil erosion that results from fluctuation of river and reservoir levels caused by power generation.

4.3. Terrestrial Resources

4.3.1. Goals

1. Protect, maintain, and enhance healthy and productive native ecosystems.
2. Ensure long-term persistence of self-sustaining populations of terrestrial wildlife.
3. Protect, maintain, and enhance special status resources (both wildlife and botanical) and suitable habitats for their critical life requisites.
4. Achieve delisting of *threatened* and *endangered* species (both wildlife and botanical).

4.3.2. Objectives

1. Protect, maintain, and enhance existing wetland, riparian, and upland ecosystems and develop new or expanded wetland and riparian ecosystems in suitable areas.
2. Minimize adverse human impacts on terrestrial species and ecosystems, including impacts from activities related to recreational use and hydroelectric operations.
3. Prevent, reduce, and control infestations of noxious weeds and other undesirable exotic plants and minimize the spread of these species that results from human activities.
4. Establish native terrestrial plants and wildlife where technically feasible.
5. Reintroduce and maintain stable or increasing trends in abundance for native *threatened* and *endangered* wildlife and plant species, and restore and maintain their habitat.
6. Provide suitable habitat conditions, including seasonal ranges and habitats and migration corridors, for terrestrial wildlife of all age classes and reproductive stages.

7. Protect, maintain, and enhance game species and other populations to provide harvest and other recreational opportunities.

4.4. Aquatic Resources

4.4.1. Goals

1. Ensure the long-term persistence of self-sustaining, harvestable populations of anadromous, native resident, and white sturgeon species.

2. Achieve delisting of *threatened* and *endangered* species.

3. Manage exotic fish populations (for example, warm water and hatchery fish) to provide recreational opportunities consistent with recovery goals established for native species and by fish management plans.

4. Maintain long-term persistence, diversity, and relative stability of the native aquatic invertebrate community.

4.4.2. Objectives

1. Maintain, protect and enhance existing and historic aquatic and riparian habitats.

2. Provide suitable habitat conditions for all life history strategies and stages of anadromous, native resident, and white sturgeon species.

3. Increase abundance and reproduction of anadromous, white sturgeon, and native resident fish populations.

4. Increase the distribution of native anadromous and resident species to areas within their historical range where existing habitat conditions (including tributary, mainstem, estuary, and ocean habitats) for all life stages and life histories will result in self-sustaining populations.

5. Conserve genetic diversity and provide opportunity for genetic exchange among anadromous, white sturgeon, and native resident fish populations.

6. Provide and promote harvest opportunities for fish species and other recreational opportunities.

4.5. Cultural Resources

4.5.1. Goals

1. Identify, evaluate, and protect Native American and historic cultural resources.

2. Provide greater opportunity for Native American involvement in cultural resource programs.
3. Protect tribal cultural resources that extend beyond traditional historic and archaeological features to include natural resources and belief systems.
4. Improve tribal access to cultural resources.
5. Assist Native American tribes to perpetuate cultural resources within the tribes.
6. Educate the public regarding the diverse cultural values and uniqueness of the area.
7. Interpret the history of Hells Canyon for the public.

4.5.2. Objectives

1. Include Native American input in decision-making involving cultural resources.
2. Preserve and maintain historic buildings in accordance with the Secretary of the Interior's standards.
3. Establish cooperative agreements to facilitate on-the-ground protection of resources at risk.
4. Minimize adverse impacts to natural and cultural resources from human activities, including impacts from recreational use and hydroelectric operations.
5. Identify and implement methods to discourage vandalism.
6. Support tribal efforts to record and preserve oral and written history, tradition, and culturally significant properties and resources located within the HCC impact area, consistent with Section 106 of the National Historic Preservation Act.
7. Work confidentially with Native American tribes to identify and provide access to tribal cultural resources and sites.
8. Comply with existing state and federal laws and regulations regarding cultural resources (compliance includes timely notification, identification, evaluation, protection, enhancement, and consultation).
9. Develop an interpretive program to share knowledge about the historical use of the area such as mining, logging, farming, river transportation, fishing, hunting, tribal activities, ranching, and hydropower.

4.6. Recreation

4.6.1. Goals

1. Provide a broad spectrum of land- and water-based recreational opportunities in appropriate locations, while still maintaining the rural integrity of the area.

2. Provide an appropriate level of services needed by recreationists, while protecting natural and cultural resources.

3. Provide and maintain access to those areas where recreation is appropriate.

4.6.2. Objectives

1. Provide for use in areas adjacent to IPC reservoirs to accommodate an appropriate level of recreation.

2. Provide sanitation facilities, potable water, information and educational signs, and safety and security measures at areas receiving intensive recreational use.

3. Encourage overnight camping and other intensive recreational uses to occur in areas designed to accommodate recreational needs and to minimize environmental impacts.

4.7. Aesthetics

4.7.1. Goals

1. Comply with adopted federal, state, and local standards for visual quality.

2. Protect and enhance auditory, visual, and olfactory features.

4.7.2. Objectives

1. Reduce visual impact by locating and blending facilities into the form, line, color, and texture of the natural environment.

2. Minimize signage and visual clutter.

3. Provide architectural and landscape consistency.

4. Reduce trash and unsanitary conditions.

5. Eliminate construction spoils from the area.

4.8. Land Use and Access

4.8.1. Goals

1. Accommodate human use consistent with protection of the natural and cultural environment.
2. Be consistent with applicable RMPs.
3. Ensure compatibility among land uses.

4.8.2. Objectives

1. Identify and document sensitive areas to determine appropriate uses and to minimize impacts in these areas.
2. Cluster project development and maintain buffers between development and sensitive natural and cultural resource areas.
3. Reduce and control unauthorized uses on IPC lands.
4. Coordinate and integrate land use and resource management direction.

4.9. Public Safety

4.9.1. Goals

1. Promote protection of public health, safety, and welfare.
2. Comply with FERC and other requirements regarding public safety.
3. Cooperate in the enforcement of public safety within the project area.

4.9.2. Objectives

1. Incorporate public safety as a critical consideration in the design of facilities.
2. Operate the HCC in a manner to protect public safety.
3. Identify potential safety hazards and provide effective public warning.
4. Establish use restrictions as needed to protect public safety.
5. Manage wastes to protect public health and safety.

6. Educate visitors to be safe in the canyon.
7. Cooperate with local governments to enforce public safety and other legal requirements.
8. Work with state fish and wildlife agencies to manage human–wildlife conflicts.
9. Provide facilities that comply with the American Disabilities Act.
10. Maintain an up-to-date Emergency Action Plan as required by the FERC.
11. Identify and cooperatively support public safety needs associated with IPC facilities and operations on the reservoirs and river.

5. RESOURCE ANALYSIS AND RESULTING LAND AND WATER USE CLASSIFICATIONS

For the relicensing effort, IPC used three approaches to analyze resource conditions in the Planning Area. The first approach considered resource data collected in IPC's relicensing studies by IPC resource personnel and the Recreation/Aesthetics and Terrestrial Resource Work Groups (RARWG and TRWG). Based on the conditions identified in the studies, the work groups developed zoning or priority concepts for their resources. The concept developed by the RARWG defined the type of recreation appropriate in each of the 6 zones identified and produced a vision statement for each of the zones. The concept proposed by the TRWG broke the Planning Area into 5 classes (Wilderness and 4 other classes) reflecting the sensitivity of the resources and the level of management needed for resource protection. These zoning concepts provide important information for the future land-use classifications and policies. The Recreation Vision Statement developed by the RARWG is incorporated as part of this plan (Appendix 2).

The second approach used to analyze resource conditions in the Planning Area was a study to identify and evaluate potential conflicts between human activities, including recreational use and IPC project activities, and natural and cultural resources (Dumas et al. 2001). This study integrated the findings of a number of previous studies conducted on terrestrial resources, recreational use, and project operations activities. Using a GIS, IPC personnel identified potential conflicts between human uses and natural and cultural resources, in terms of both space and time; analyzed the extent of potential conflict as high, moderate, or low; and suggested measures to understand or mitigate the potential conflict.

The third approach was a suitability analysis for recreation, aquatic, and terrestrial resources. Using a GIS, IPC personnel compared the landscape and its features with the physical conditions important for these resources or activities to identify the areas that are most and least suited for each resource and activity. The GIS software used was the ESRI Spatial Model Builder. A description of the model, including the activities and resources analyzed, the criteria used in the analysis, and the weightings and ratings assigned in the model, the maps that show the outcome, and the findings are included in Appendix 3. The outcome of these individual analyses indicated

how areas should be designated so that IPC can ensure that particular activities occur in areas appropriate for those activities.

All of these approaches identified areas where potential human–resource conflicts currently exist or could exist in the future. Members of the Resource Management Planning Group discussed these areas of potential use conflicts and eventually designated many of them as *special management areas*. Such areas will receive special management policies and monitoring to protect existing resource values or to maintain future compatibility of uses. All islands are also classified as SMAs to protect their special island habitat, particularly for waterfowl.

These analyses were used to determine the proper geographic classification of canyon lands for human use or resource management, as well as the appropriate levels of use or management. Existing land-use conditions also played an important role in the designation of future uses. While specific, major conflicts between existing human land uses and resources could possibly justify relocation of those human uses, no such conflicts were identified. Lesser conflicts or potential conflicts can be mitigated. Therefore, where human development has already occurred, these areas are desirable for human use in the future, in combination with policies to minimize future potential resource conflicts.

Much of the Planning Area falls into management classifications that were established by Congress and are therefore unlikely to change in the future. Classifications include the *wilderness* and the *wild and scenic rivers* designations within the National Forest area. Additionally, the three Wilderness Study Areas in Oregon are required to be managed as *wilderness* until Congress determines the permanent status. These areas, therefore, will also be classified as *wilderness* in this plan.

The resulting land and water classifications and the total acreage included within each classification are provided in Table 2. Maps showing the geographic distribution of these designations are included in Figure 3. Because of their small scale, these maps serve only as a guide. IPC's Resource Management Planning Coordinator, who interprets the plan, in many cases will have to examine the resource data on which the classifications are based to determine the proper classification for specific locations.

One will notice in Figure 4 that some areas, usually farther from the reservoirs, are not classified. Since resource study areas did not include the entire Planning Area, no sound basis for classifying these areas exists. Should IPC propose any development in these unclassified areas, the Interdisciplinary Team would determine an appropriate classification based on resource studies that were conducted in proximity to the location.

6. POLICIES FOR HELLS CANYON

6.1. Land and Water Classifications and Policy Structure

Managing resources is about controlling or directing actions that will affect those resources. The land and water classifications that follow and the policies stated for those classifications, along with the Common Policies for the overall Hells Canyon area, are the substance of this plan. **Since IPC has jurisdiction over only the lands that it owns, IPC can apply these designations and policies only to its own lands.**

Geography (spatial relationships) is an important element in managing people and resources. By prioritizing or designating certain areas for certain purposes (uses), uses that are not particularly compatible can be separated or treated in ways that manage the incompatibility. **The purpose of the land and water classifications is to place activities that are important to continue or establish in spatial relationships that will achieve the highest level of compatibility possible.**

The structure of the policies, then, begins with determining appropriate land and water classifications for the primary uses that are to be continued or established. Conditions in Hells Canyon suggest two major types of classification: 1) human use and 2) resource protection. For these classifications, a number of different activities or intensities of activities can be identified. The land and water classifications selected must reflect important differences in the character of those uses; for example, facilities within developed campgrounds will differ significantly from facilities at impromptu recreation sites. Classifications for primary uses are then applied to appropriate geographical areas within the overall Planning Area (see Figure 3).

Within each of these classifications, other secondary uses may be appropriate. Conditions may be needed to ensure that these secondary uses will be compatible. For example, by requiring an approved management plan for grazing that addresses season and duration of use, type and number of livestock, and other considerations, grazing might be managed to be compatible with natural resource conservation and protection.

Land and water uses not specifically addressed in a classification are generally not allowed, although accessories and infrastructure necessary to the primary uses are allowed. Where other policies of the plan may allow or appear to allow uses in the classification that are not desirable, a specific policy may be needed to clarify that the use is not allowed in these geographic areas. For example, construction of roads might be expected to be allowed universally. In some use classifications, however, roads might be undesirable, requiring a statement specifically prohibiting new roads in those classifications.

Other aspects of resource management transcend geographic considerations and are desirable (or undesirable) everywhere. For these aspects, policies that apply universally are established. These "common" policies are applicable in combination with the land and water designations and their associated policies.

The use of the words "will" and "should" are significant, indicating which of the policies are intended to implement legal requirements ("will"), and which are intended to achieve policy goals that are important but discretionary ("should").

Policies establish general principles and in many cases require some type of action or implementation to be achieved. The Hells Canyon policies must be considered along with the implementation measures described in Section 7 and the definitions for many of the terms used in the policies (Glossary).

6.2. Management Direction

While developing this plan, the Resource Management Planning Group determined that the management direction for this RMP is to *provide for continued human use and opportunities in the Planning Area, while protecting natural and cultural resources.* This direction calls for balancing human use with resource protection. The management policies stated below are intended to result in conditions consistent with this direction.

6.3. Common Policies

The Common Policies below are intended to apply throughout the Planning Area, whatever the location. IPC's responsibility applies only to the lands it owns and to the extent that IPC can practice such policies on the lands it is authorized to use. Other landowners and managers are encouraged to implement these policies on their lands.

6.3.1. Applicability

6.3.1.1.

This plan is a guideline for IPC to manage its lands and for others who may choose to follow the plan. The use of the words "will" and "should" is significant, indicating which of the policies are mandatory ("will") and which provide important policy guidelines ("should"). IPC is committed to carrying out the mandatory policies in every case (for example, protection of cultural resources, protection of resources under the Endangered Species Act). For other policies, the word "should" indicates IPC's intent as a land steward, but recognizes that some flexibility may be necessary due to unanticipated conditions.

6.3.1.2.

The policies of this plan will be applied to lands within the Planning Area, as defined in this document, owned in fee by IPC, or land over which IPC has some other means of control. The policies are also suggested to all other landowners and managers in the Planning Area since they are based on the most extensive resource data that has been compiled for Hells Canyon and on values established by a wide range of interests. IPC will work cooperatively with other landowners and managers interested in furthering the goals, objectives, and policies of this plan.

6.3.1.3.

The plan will also apply to any lands in the Planning Area that are acquired by IPC or otherwise controlled or administered by IPC for the purpose of natural or cultural resource protection, mitigation, or enhancement in the future. For such additional land, a specific resource plan will be developed and implemented, and the land will be designated as a *special management area* (see Section 6.4.2.).

6.3.1.4.

Land that is acquired or otherwise controlled or administered by IPC in the Planning Area and that is not intended for specific natural or cultural resource protection, mitigation, or enhancement will be managed under the provisions of this plan. The IPC Interdisciplinary Team will determine the appropriate land and water designation(s) for this land.

6.3.1.5.

The IPC Resource Management Planning Coordinator will administer and interpret this plan. When conflict exists between Common Policies and policies specific to land-use classifications, the Resource Management Planning Coordinator will resolve the conflict.

6.3.1.6.

Policies of this plan apply to new development and activities and to any modifications of existing development and activities. Existing development to which no alterations are proposed is not required to comply with the provisions of these policies unless modification is required by an agreement with IPC (e.g., use permit, lease, etc.) or unless required by the FERC project license.

6.3.1.7.

The article on land use for the FERC license requires consultation with appropriate agencies prior to IPC's authorization of certain uses on project lands. This requirement will be carried out as part of IPC's use authorization process. Additionally, any proposed changes to this plan, including text or maps, will be provided to the agencies, tribes, and other groups participating in the development of this plan for their comment.

6.3.1.8.

All activities addressed in this plan will comply with all county, state, and federal regulations. Federal and state agencies may have regulations that supercede these policies. The policies in this plan are intended to be supplementary to those regulations based on resource studies conducted on these lands.

6.3.1.9.

Land-use authorization by IPC is required for any significant human action or land use proposed on IPC lands within the Planning Area, except for internal normal operations and maintenance functions covered under approved specifications and plans to be developed. Different levels of

evaluation will be performed in the authorization process, depending on the potential for resource impacts posed by the proposal.

6.3.1.10.

IPC recognizes the formally adopted resource plans of local, state, and federal governmental agencies and their applicability within their jurisdictions.

6.3.2. New Development and Other Human Actions

6.3.2.1.

Development of areas in Hells Canyon that are currently undeveloped should be minimized because of the canyon's importance to natural and cultural resources and to the recreation experience in a relatively natural environment. Development should generally be clustered within an appropriately designated area, rather than dispersed. *(The continuance of dispersed recreation in existing sites is recognized; however, significant expansion of dispersed recreation sites in the area is not desirable.)*

6.3.2.2.

A 75-foot-wide reservoir shoreline buffer zone—measured horizontally from the ordinary high-water mark of the reservoir upslope, or between the ordinary high-water mark and the road, whichever is less—should generally be maintained as open space. The Interdisciplinary Team will evaluate all development proposals on a case-by-case basis and modify the extent of the buffer as appropriate. New development, with the exception of boat ramps and docks, developed recreation areas, structures that are important for resource protection or essential for hydroelectric operations, or structures that provide public access where streamside location is necessary, should not be permitted within the shoreline buffer area. Other significant human actions proposed within this area should be reviewed for their effect on resources, and mitigation should be required whenever significant human actions are authorized. (This policy does not prohibit dispersed recreation or other authorized activities that do not involve buildings or structures. On federally managed lands within drainages containing ESA-listed species [bull trout] INFISH policy requires new development to maintain a 300-foot buffer.)

6.3.2.3.

Development should be no closer than 50 feet to a significant riparian area, rare plant site, or spring, unless site conditions provide natural protection with a lesser setback.

6.3.2.4.

All new development and other significant human actions will be sited, designed, and conducted with input from the IPC Interdisciplinary Team.

6.3.2.5.

Prior to undertaking any significant human action, a pre-disturbance survey will be conducted to identify sensitive and other resources in the vicinity of the site and to plan for and carry out appropriate protection during and after the action. Information collected from these surveys will be retained in a resource database.

6.3.2.6.

All new development and landscaping will be conducted to comply with the aesthetic design and landscape standards. Existing development and landscaping will be brought into compliance with these standards as normal maintenance and reconstruction occur.

6.3.2.7.

As soon as weather conditions permit (fall: September–October, or spring: March–April), all ground disturbed by new development or by human action related to project operations and maintenance should be revegetated according to aesthetic landscape standards and proper maintenance should be undertaken, or the land should be treated through other BMPs to control erosion. (*This policy is not applicable to areas where the disturbance is essential to the function of the improvement and therefore intended to be permanent, such as a road and its shoulders.*)

6.3.2.8.

Extensive areas of pavement (hardscape) are undesirable in the canyon in terms of floodplain protection and run-off. Whenever pavement is proposed, alternatives to pavement should be considered and weighed against other considerations.

6.3.2.9.

Earthwork should be minimized in the Planning Area. Where it is necessary, project plans will address where excavated material is to be placed, or it should be replaced as backfill, or be recontoured and revegetated, or removed from the property. Such material should not be deposited onto surrounding lands or waters, unless specified in approved project plans.

6.3.2.10.

Erosion control structures along water bodies should be permitted only where essential to protect existing development or cultural resources and where technically feasible.

6.3.2.11.

Except for private residences associated with operations and maintenance of the HCC, IPC will not permit private residences on its lands. Where private residences already exist and have accidentally encroached on IPC lands prior to August 1, 2000, appropriate leases/permits may be issued.

6.3.2.12.

Except for landscaping associated with operations and maintenance of the HCC, IPC will not permit private landscaping on its lands. Where private landscaping already exists and has accidentally encroached on IPC lands prior to August 1, 2000, appropriate permits/easements may be issued.

6.3.2.13.

All utility facilities should be maintained in good visual condition and will be brought into compliance with adopted aesthetic design standards at appropriate times during maintenance. New facilities will be designed to comply with the aesthetic design and landscape standards.

6.3.2.14.

Except for transmission and distribution lines, their appurtenances, and facilities directly serving a use in compliance with this plan, buffer zones of at least 75 feet should be maintained between future utility facilities and any *developed recreation* area.

6.3.2.15.

No building should be placed within the designated right-of-way of a transmission or distribution line. Any structure to be placed within such right-of-way must comply with this plan and be approved by IPC.

6.3.2.16.

IPC will maintain access to all of its transmission and distribution line structures in the manner authorized by the owner. All operations and maintenance work on the lines will be conducted according to operations and management plans for transmission lines and will be consistent with the National Electric Safety Code standard and any right-of-way conveyance requirements.

6.3.2.17.

No new utility line support structures should be located closer than 50 feet from the average high-water elevation of the reservoir.

6.3.2.18.

All FERC-licensed electric line supports will be constructed or evaluated and modified as necessary for raptor safety as described in *Suggested Practices for Raptor Protection on Power Lines: The State of the Art in 1996* (APLIC 1996), subsequent revisions to this document, and operations and management plans for transmission lines.

6.3.2.19.

Industrial uses unrelated to hydroelectric generation and transmission are generally inappropriate in the Planning Area. A proposed industrial use may be considered in a *community*, *utility facilities*, or *resource conservation* land-use designation through IPC's authorization process if

the location of such use could be beneficial to the general public welfare and would not cause significant negative impacts to community activities or to natural, cultural, or recreation resources. (Such uses would also have to comply with the appropriate county zoning.)

6.3.2.20.

Except for gravel extraction, mining will not be permitted on IPC lands. Areas in which gravel extraction may be permitted will be extremely limited, and criteria must be met for both excavation and restoration.

6.3.2.21.

Gravel extraction should be allowed only to provide for local use.

6.3.2.22.

Commercial retail concessions are allowed in *developed recreation*, *community*, *recreation reserve*, and *resource conservation* land-use designations within the Planning Area through IPC's authorization process. The focus of these uses is expected to be recreation and recreation support.

6.3.2.23.

Any new development providing direct or indirect facilities, goods, or services in support of recreation should be consistent with the Recreation Vision Statement (Appendix 2).

Off-premise signs will be allowed only under the following conditions: 1) they will comply with IPC architectural standards; 2) they will be located only in central locations established and maintained by IPC for the purpose of local advertisement (e.g., kiosks and directional signposts); and 3) they will have been processed and approved through the administrative process described in Section 7 of this plan.

6.3.3. Aquatic Resources

6.3.3.1.

Sufficient water levels will be provided during the spawning and incubation period to protect fall chinook salmon redds.

6.3.3.2.

Reservoir fluctuations will be limited (in accordance with the warm water fish plan) to protect spawning of bass and crappie.

6.3.3.3.

Excavating, dredging, and filling in perennial streambeds should be timed to protect fish, wildlife, and other resources.

6.3.3.4.

Best management practices (BMPs) for resource protection should be defined and followed for development, improvement, and maintenance activities.

6.3.3.5.

Any chemical herbicides used near a waterway will consist only of products approved by the U.S. Environmental Protection Agency for aquatic application. These products will be used in compliance with labeling instructions and will be applied by a state-certified applicator.

6.3.3.6.

No significant human action should occur within 75 feet of a perennial tributary stream except for activities that are important for resource protection or essential for utility operations, or for public access where streamside location is necessary.

6.3.3.7.

All new and replaced culverts for drainage purposes will comply with Oregon and Idaho fish passage requirements.

6.3.4. Botanical Resources

6.3.4.1.

Native plant species that enhance the shoreline are encouraged to be planted in the shoreline buffer zone to provide stabilization, wildlife, and aesthetic benefits. Appropriate plant species will be selected from the aesthetic landscape standards and in consultation with IPC's botanical ecologist.

6.3.4.2.

Areas of significant riparian vegetation accessible by motor vehicles from roads should be protected from vehicle access.

6.3.4.3.

No significant human actions should be undertaken within areas of significant riparian vegetation, except for land management, necessary operations and maintenance, and resource enhancement or protection activities. These allowed activities should minimize destruction of vegetation.

6.3.4.4.

Except for sensitive botanical species, botanical resources will be made available to Native American tribes for medicinal and other traditional purposes.

6.3.4.5.

Wherever grazing or agriculture may be permitted, an acceptable grazing and/or agriculture management plan will be provided by the applicant, describing the proposed use and proposed monitoring of conditions. Any proposed changes in the use will require the permittee to update the plan and obtain IPC approval. Grazing leases will be coordinated with appropriate state and federal agencies when they adjoin state or federal lands.

6.3.4.6.

An approved plan to control noxious and nuisance weeds during and after construction should be included in all project plans. A botanical ecologist will conduct a pre-disturbance survey of the site to determine the presence or absence of such weeds. If present prior to construction, weeds will be controlled within the area to be disturbed, as well as undisturbed lands within 50 feet of that area. Where noxious weeds are found and controlled, efforts will be monitored for 3 growing seasons and actions taken to eliminate them from the site.

6.3.4.7.

Any chemical herbicides used in or near riparian areas will consist only of products approved by the U.S. Environmental Protection Agency for aquatic application. These products will be used in compliance with labeling instructions, and will be applied by a state-certified applicator.

6.3.4.8.

All equipment used for off-road operations and maintenance purposes should be cleaned prior to each use and following each use to avoid spreading noxious and nuisance weeds.

6.3.4.9.

Native plant species are preferred vegetation within the Planning Area. Noninvasive exotic species may also be used. Native or exotic species that may be a danger or nuisance at a specific site (for example, poison ivy or plants having thorns or low branches in a *developed recreation area*), or that may outcompete or displace native species, should not be used. Aesthetic landscape standards will provide lists of acceptable plant species and guidance for selecting appropriate species.

6.3.4.10.

Following any significant human action, revegetation should be undertaken as soon as weather conditions permit (fall: September−October; spring: March−April) in accordance with aesthetic landscape standards, and proper maintenance should be conducted, or the disturbance should be treated through other BMPs.

6.3.4.11.

IPC personnel should control both noxious and nuisance weeds on all IPC properties. This policy will be implemented in accordance with state law where applicable.

6.3.4.12.

IPC will undertake cooperative agreements with other landowners in the project area to control noxious weeds on their lands.

6.3.4.13.

A plan should be prepared to guide weed control in Hells Canyon. The plan should establish the following: roles in the control of weeds, appropriate times for applying controls, and priorities for types and locations of weeds to be controlled.

6.3.5. Wildlife Resources

6.3.5.1.

Grazing of domestic sheep and goats will not be allowed within the Planning Area because of the potential for spreading lethal disease to bighorn sheep.

6.3.5.2.

Protecting and enhancing habitat for nongame wildlife should be considered important resource needs. Habitat for nongame and game wildlife should be given equal consideration.

6.3.5.3.

IPC will coordinate and cooperate with the Idaho Department of Fish and Game (IDFG) and the Oregon Department of Fish and Wildlife (ODFW) on problem wildlife issues.

6.3.5.4.

A plan for fencing of lands to eliminate open-range livestock grazing from sensitive resource areas should be developed and implemented.

6.3.6. Cultural Resources

6.3.6.1.

Full compliance with Section 106 of the National Historic Preservation Act, as amended in 1992, is required for significant human actions and for alterations proposed for buildings and structures that are potentially eligible for the National Register of Historic Places.

6.3.6.2.

Recognized cultural resource sites will be protected from human activities through implementation of site-specific protection plans and the *Cultural Resources Management Plan* (Druss and Gross 2002).

6.3.6.3.

Artifacts of any kind found within the Planning Area will not be removed or disturbed, except in the case of projects authorized by the State Historic Preservation Offices.

6.3.6.4.

The location of any potential cultural or historic artifact that is discovered will be reported to the appropriate State Historic Preservation Office (either of Oregon or Idaho) for evaluation.

6.3.6.5.

Except for sensitive botanical species, botanical resources will be made available to Native American tribes for medicinal and other traditional purposes.

6.3.6.6.

IPC will work with Native American groups, including the Tribal Councils of the Burns Paiute, Nez Perce, Shoshone-Bannock, Shoshone-Paiute, Warm Springs, and Umatilla tribes to provide Native Americans access to IPC lands within the Planning Area consistent with existing Native American rights and appropriate state and federal laws. Areas where access would raise operations or safety concerns would be exceptions to this policy.

6.3.7. Access

6.3.7.1.

Except where public safety and project security could be affected, IPC will continue to allow the public to use IPC project roads.

6.3.7.2.

Improvement of roads into and within the canyon would facilitate access of more and larger vehicles and of more people and would therefore increase potential conflicts with wildlife and other natural and cultural resources. Because lands suitable for recreation are limited and because of the importance of the canyon habitat for many wildlife populations, improvements in and new access to and within the canyon should be minimized.

6.3.7.3.

Except when necessary for maintenance of lands and utilities, motor vehicle use should be limited to roads, access drives, and areas specifically designated for motorized vehicles by a federal, state, or local agency.

6.3.7.4.

Commercial use of IPC roads is prohibited without written permission through the use authorization process.

6.3.7.5.

IPC participation in developing new access drives for private or public use should be considered on a case-by-case basis.

6.3.7.6.

Vehicle use below the full pool elevation of the reservoirs can damage soil, cultural resources and water quality and, except for the launch and retrieval of watercraft, should be discouraged.

6.3.7.7.

A road maintenance plan will be prepared by IPC to identify routine maintenance activities and to describe the methods and practices to be used.

6.3.8. Public Use, Information, and Safety

6.3.8.1.

Campfires should be confined to grills, firepits, and camp stoves. Uncontained campfires are prohibited. Other outdoor burning on IPC land is not allowed without written permission from IPC.

6.3.8.2.

IPC will work cooperatively with federal, state, and local law enforcement agencies and tribes to enforce the policies of this plan. IPC will also work with these groups and those of other jurisdictions to clarify responsibilities for enforcing public use and safety measures.

6.3.8.3.

The IPC Manager of HCC Operations will be the contact person for coordinating with law enforcement agencies in the Planning Area.

6.3.8.4.

IPC will continue to sponsor meetings and to coordinate with law enforcement agencies with jurisdiction in the Planning Area on a regular basis.

6.3.8.5.

IPC will implement and enforce its Public Safety and Emergency Action Programs to be consistent with the policies of this plan whenever possible.

6.3.8.6.

Destroying, injuring, defacing, or removing vegetation, rocks, soil, artifacts, or other property is prohibited. IPC will work with appropriate authorities to enforce this provision on IPC-owned land. (*This policy does not pertain to land management or operations and maintenance activities, nor to the use of botanical species by Native American tribes for medicinal or other traditional purposes.*)

6.3.8.7.

Public information within the Planning Area should be improved. A plan to provide information, interpretation, and education, including signage, should be prepared.

6.3.8.8.

IPC will work to increase public awareness, appreciation, and protection of natural resource values through an educational program; IPC will coordinate with appropriate agencies and entities.

6.3.8.9.

Use of lands and waters in a manner that produces noise at a level detrimental to public use and enjoyment is unacceptable. Visitors disturbing others may be asked to leave the property.

6.3.8.10.

IPC should continue to coordinate with public agencies regarding occurrence of controlled and uncontrolled fires.

6.3.9. Recreation/Aesthetics

6.3.9.1.

Public recreation is allowed on IPC lands unless those lands have signs or fences to exclude the public. However, gatherings for which an attendance fee is charged and gatherings of more than 15 people require written authorization from IPC.

6.3.9.2.

Existing developed recreation facilities should be improved and redeveloped.

6.3.9.3.

Recreational development and use should be clustered, rather than dispersed, to help maintain extensive, undisturbed areas in which to sustain natural and cultural resources. *(The continuance of dispersed recreation in existing sites is recognized; however, significant expansion of dispersed recreation sites in the area is not desirable.)*

6.3.9.4.

Opportunities for viewing and enjoying the natural resources of the canyon should be provided. The Interpretive and Education Program should provide information to visitors to enable them to appreciate the resources while also minimizing potential conflicts.

6.3.9.5.

Dispersed recreation sites will generally be maintained because they provide a particular type of recreation experience. However, individual sites may be evaluated and modified or closed to protect natural or cultural resources.

6.3.9.6.

No dumping of refuse will occur in the Planning Area, except in designated waste receptacles. Visitors generating trash in the area are responsible for packing out that waste.

6.3.9.7.

Sanitary facilities will be provided in conformance with the IPC, USFS, and BLM recreation plans.

6.3.9.8.

Wherever camping is allowed, its duration will be limited to 14 sequential days. At the end of that time, all personal property must be removed from the site. The recreationist(s) will then relocate at least 14 miles away from that site.

6.3.9.9.

Motorized watercraft will be limited to a no-wake speed limit (approximately 5 to 7 miles per hour) within 100 feet of the shoreline of all reservoirs to minimize safety hazards to other activities in accordance with both Idaho and Oregon state law.

6.3.9.10.

No mechanical work on motor vehicles or other machinery, except for emergency actions, should be conducted on or near reservoir waters.

6.3.9.11.

All new recreation development will be constructed in compliance with the aesthetic design and landscape standards. Existing development will be brought into compliance with these guidelines during normal maintenance and reconstruction.

6.3.9.12.

Recreation development should be designed to minimize disturbance to natural and cultural resources from human activities. Screening, berming, fencing, and other buffers should be used to achieve this.

6.3.9.13.

Habitat enhancement should be undertaken along with recreation development when and where the Interdisciplinary Team determines that such enhancement could benefit natural resources.

6.3.9.14.

Areas within and near the project boundary that are appropriate for developed recreation should be reserved for future recreation development and should be designated *recreation reserve.*

6.3.9.15.

Private docks may be allowed on IPC lands in accordance with the land-use designations established in this plan and with the *Policy and Guidelines for Private Boat Docks* (IPC 1994). That policy requires that an applicant obtain a special use permit from IPC. The applicant must "…own or lease land adjacent to a reservoir or adjacent to Company-owned freeboard land," and such land "…must have at least 75 linear feet of freeboard frontage." Private docks will not be permitted within areas designated for *resource management* in this plan.

6.3.9.16.

Community docks serving two or more residential dwellings will be preferred over multiple private docks, although community docks are subject to the same provisions as private boat docks.

6.3.9.17.

Structures attached to boat docks, including shelters, shanties, or dwellings, will not be allowed.

6.3.9.18.

IPC should work with county governments and other governmental agencies to resolve potential sanitation problems from existing covered docks.

6.3.9.19.

IPC should work with private property owners to protect their lands through improved communication, considerate facility design, use of buffer areas, provision of sanitation facilities, monitoring of recreational activity, and other management activities on IPC lands.

6.4. Policies Specific To Land-Use Classifications

The Common Policies listed above apply to all of the following land-use classifications unless stated otherwise. For each of the land-use classifications below, the following policies set forth the allowable uses within those geographic areas, as shown in Figure 4. Any uses not addressed in these policies are specifically not allowed unless found to be consistent with the purpose of the designation and the policies of the plan (see Table 4 for a summary of the land-use classification policies).

6.4.1. Human Use Classifications

Those classifications within which human activities are intended to be the primary uses will be identified as *human use classifications*, including the following:

6.4.1.1. Community

Community areas are the foci of human activity in Hells Canyon. Clustering uses related to human activity will facilitate and protect these activities, and valuable natural and cultural resource areas will be protected from encroachment of human settlement.

6.4.1.1.1.

All of the Common Policies will apply in *community* areas.

6.4.1.1.2.

Residential use should be focused in *community* areas.

6.4.1.1.3.

Utility facilities and developed recreation are allowed uses in *community* areas.

6.4.1.1.4.

Community support and infrastructure uses, such as telephone facilities, post offices, and water systems, are expected to be located in *community* areas.

6.4.1.1.5.

Within the canyon, *community* areas should provide for most visitor needs.

6.4.1.1.6.

Retail commercial use may be permitted in *community* areas through the authorization process.

6.4.1.1.7.

Location and/or buffering should protect residential uses from other activities allowed in *community* areas.

6.4.1.1.8.

Industrial uses unrelated to hydroelectric generation and transmission will generally not be allowed in *community* areas. A proposed industrial use may be considered through the review and consultation process if it is believed that location of such use in these lands might be beneficial to the general public welfare and would not cause significant negative impacts to community activities or to natural, cultural, or recreation resources. (Such use would also have to comply with county zoning.)

6.4.1.1.9.

Oxbow Village will be the primary *community* area (hub) within the HCC.

6.4.1.1.10.

Grazing of domestic livestock may be permitted in *community* areas in accordance with the following criteria:

- The grazing is an accessory to residential use (the livestock owner resides in the *community* area)
- The grazing occurs in an area approved by IPC terrestrial scientists
- An acceptable grazing management plan has been prepared, the plan has been approved by IPC terrestrial scientists, and the plan is implemented by the livestock owners. The plan will address:
    - Season and duration of use
    - Type and number of livestock
    - Control of noxious weeds
    - Provision for irrigation
    - Means of controlling grazing within 75 feet of the reservoirs or tributary streams
- An acceptable plan for monitoring the grazing use is included in the management plan and is implemented by the livestock owner, with any necessary changes made to maintain acceptable conditions. The plan will address
    - Number and location of photo points to record conditions
    - Frequency of photos to be taken

6.4.1.1.11.

Agriculture is not permitted within *community* areas.

6.4.1.2. Utility Facilities

The intent of *utility facilities* areas is to ensure and protect adequate and appropriate areas for most hydroelectric facilities, including dams, powerhouses, transmission and distribution lines, substations, switchyards, and other accessory uses, while also protecting valuable natural and cultural resource areas from encroachment of human development and activities.

6.4.1.2.1.

All of the Common Policies will apply in *utility facility* areas.

6.4.1.2.2.

Except for transmission and distribution lines, their appurtenances, and facilities directly serving a use that complies with this plan, most utility facilities should be located in areas designated *utility facilities.* Facilities directly serving a use that complies with this plan may be located within the land-use classification area of the use it is to serve.

6.4.1.2.3.

Infrastructure uses, such as communication lines and towers, sewer lines, and others are allowed in *utility facility* areas.

6.4.1.2.4.

Dispersed recreation is allowed in *utility facilities* areas, except where it is specifically excluded for reasons of public safety. Fencing and/or other screening or barriers should be provided in areas where dispersed recreation is specifically excluded.

6.4.1.2.5.

No agriculture or grazing is allowed in *utility facility* areas, except for any portions of federal grazing allotments that may lie within these areas.

6.4.1.3. Developed Recreation

The intent of *developed recreation* areas is to efficiently provide services and facilities to visitors and to encourage clustering of recreation activities within a limited area, thereby protecting natural and cultural resources from dispersed human activity. The *developed recreation* designation will generally be assigned only to those areas actually developed for recreation.

6.4.1.3.1.

All of the Common Policies will apply in the *developed recreation* areas.

6.4.1.3.2.

Facilities developed in *developed recreation* areas should be consistent with the Recreation Vision Statement for the subject zone (see Appendix 2).

6.4.1.3.3.

No agriculture or grazing is allowed in *developed recreation* areas.

6.4.1.3.4.

Utility facilities and other infrastructure lines should not be located in nor expanded into *developed recreation* areas, except for facilities directly serving the recreation facility, which will be underground, or transmission or distribution or other infrastructure lines and their accessory uses under the following conditions:

- Such lines span a *developed recreation* area or lie on the edge of a *developed recreation* area
- Regular operations and maintenance activities will not significantly impact recreation.
- Applicable Section 7 Consultation requirements will be satisfied.

6.4.1.4. Dispersed Recreation

The intent of *dispersed recreation* areas is to recognize areas where consistent levels of impromptu recreation occur regularly and to provide for this use to continue in the future.

6.4.1.4.1.

All of the Common Policies will apply in *dispersed recreation* areas.

6.4.1.4.2.

Except for improvements specified in the definition of dispersed recreation sites, no development should occur in *dispersed recreation* areas.

6.4.1.4.3.

Utility facilities and other infrastructure lines should not be located in nor expanded into *dispersed recreation* areas, except for 1) facilities directly serving a facility or 2) transmission or distribution or other infrastructure lines and their accessory uses under the following conditions:

- such lines span a *dispersed recreation* area or resource impacts from construction of the line/facility will be mitigated
- poles/towers will have minimal impact on vegetation and wildlife
- conductors will not impact wildlife populations through collision or electrocution
- regular operations and maintenance activities will not significantly impact recreationists nor visual resources
- applicable Section 7 Consultation requirements will be satisfied

6.4.1.4.4.

Dispersed recreation sites adjoining *special management areas* and *resource protection* areas may require buffering. The Interdisciplinary Team will determine when buffering is required.

6.4.1.4.5.

Dispersed recreation sites in a *dispersed recreation* area should be evaluated and monitored to determine whether sanitation facilities or definition of campsites and access drives should be provided to protect resources.

6.4.1.4.6.

No agriculture or grazing should be allowed in *dispersed recreation* areas, except any portions of federal grazing allotments that lie within these areas.

6.4.1.5. Recreation Reserve

Recreation reserve areas are highly suitable for future recreation development and should therefore be protected from other permanent uses and investments.

6.4.1.5.1.

All of the Common Policies will apply in *recreation reserve* areas.

6.4.1.5.2.

Existing uses may be continued in *recreation reserve* areas until they are needed for recreation development. These uses should not be expanded and should not be significantly improved.

6.4.1.5.3.

Utility facilities and other infrastructure lines should not be located in or expanded into *recreation reserve* areas, except for facilities directly serving an existing or proposed use (those facilities will be underground) or transmission, distribution, or other infrastructure lines and their accessory uses under the following conditions:

- Such lines span a *recreation reserve* area or the facility will not affect the desirability of the land for recreational use
- Regular operations and maintenance activities will not significantly impact recreation
- Applicable Section 7 Consultation requirements will be satisfied

6.4.1.5.4.

No new use requiring significant improvements to the land should be allowed in *recreation reserve* areas, unless such use or improvement is part of a master site plan for recreation development intended for the subject property. Short-term uses (up to 2 years in duration) that would not affect the desirability of the land for recreational use may be permitted. Extension of such uses may be permitted in 2-year increments.

6.4.1.5.5.

Agriculture and grazing are allowed in *recreation reserve* areas through short-term, renewable use agreements. The following criteria will be met:

- No grazing or agriculture will occur within 75 feet of the full pool elevation of a reservoir or the average high-water mark of a perennial stream
- No significant improvements will be made on the land

- An acceptable grazing and/or agriculture management plan must be provided by the applicant, describing the proposed use and proposed monitoring of conditions. The plan will address
    - Season and duration of use
    - Type and number of livestock
    - Provision for irrigation
    - Control of noxious weeds
    - Means of controlling grazing within 75 feet of the reservoirs and tributary streams
    - Number and location of photo points to record conditions
    - Frequency of photos to be taken
- A survey for sensitive botanical and wildlife species will be conducted, and any species found will be protected from the agriculture/grazing activity
- Any change in the use will require an update to and approval of the plan

6.4.1.6. Utility Corridors

The existing *utility corridors* also provide alignment opportunities for new and expanded utility transport that would minimize further resource impacts. These alignments would hopefully be designated by federal land management agencies as recognized *utility corridors*.

6.4.1.6.1.

All of the Common Policies will apply in *utility corridor* areas.

6.4.1.6.2.

Existing and future utility lines and pipelines, accessory uses, and regular operations and maintenance are allowed in a *utility corridor.*

6.4.1.6.3.

All other uses in a *utility corridor* will be consistent with the adjoining designation through which the corridor passes and compatible with the utility uses in the corridor.

6.4.2. Resource Management Classifications

The *resource management* classifications are used to designate the areas in which the sustenance of natural and cultural resources is to be the primary objective and to provide the appropriate levels of protection of these resources from human disturbance.

6.4.2.1. Special Management Areas

Where specific resources that are highly valuable or sensitive to human disturbance have been identified, or where such resources occur near areas of human use, a *special management area* (*SMA*) will be designated on the RMP map with the specific resource objective identified (for example, *SMA*—eagle nesting). The extent of each *SMA* will be determined by the specific resource management plan or by the Interdisciplinary Team if no plan is to be developed. In cases where sensitive resource locations are prohibited by law from publication (for example, sensitive plants and cultural resources), those *SMAs* will be shown only on maps used for administration of this plan.

6.4.2.1.1.

All of the Common Policies will apply in *SMAs,* unless specifically excluded in the resource-specific plan. Where any conflict may occur between the Common Policies and the policies of the resource-specific plan, the policies of the resource-specific plan will take priority.

6.4.2.1.2.

A resource-specific management plan will be developed for the specific resource(s) and site designated as *SMA*. The plan will include specific management actions to be taken and any activities to be prohibited in the area. Provisions for monitoring the resource and for interfacing with human activities will be included in the plan. Once approved, the plan will have priority over any policy in this document for this location. Until such a plan is approved, the following policies will apply:

- No recreation-related development should be allowed in *SMAs*. An educational program should be used to discourage dispersed recreation.
- Existing dispersed recreation sites in *SMAs* should be evaluated to determine whether they should be rehabilitated as wildlife habitat, defined to protect resources, or remain in their current condition. Any sites found to conflict with the policies and intent of this plan will be rehabilitated, closed, or modified to bring them into conformance with the provisions of this plan.
- No new utility facilities should be allowed in *SMAs*. Necessary and normal maintenance of existing facilities is allowed in accordance with any conditions established by the Interdisciplinary Team.
- No other human activities (including grazing of livestock) will be allowed in *SMAs*.
- Existing vegetation will be managed to encourage native plant communities and processes. Noxious weeds should be controlled.

6.4.2.1.3.

The *special management area* designation may be applied as an overlay designation to the base designation when the condition(s) resulting in the *SMA* occurs at a known time and has a limited duration during the year. In these cases, the timing and duration for application of the *SMA*

policies will be established in the plan. For the remainder of the year, the policies of the base designation will apply.

6.4.2.1.4.

Where *SMAs* affect both IPC land and land under another ownership(s), IPC will attempt to work jointly with the other owner(s).

6.4.2.2. Resource Protection

The *resource protection* designation is intended to protect resources by minimizing ongoing human disturbance throughout extensive areas to a variety of natural and cultural resources.

6.4.2.2.1.

All of the Common Policies will apply in *resource protection* areas.

6.4.2.2.2.

Dispersed recreation is allowed in *resource protection* areas. Other significant human actions should be limited to those in which the proposed *resource protection* location is found to be the best when compared to alternative locations. The existing character of the resources in *resource protection* areas should be retained and enhanced.

6.4.2.2.3.

Dispersed recreation sites in *resource protection* areas should be evaluated to determine whether they should be rehabilitated as wildlife habitat, defined to protect resources, or remain in their current condition. Sites found to conflict with the policies and intent of this plan will be rehabilitated, closed, or modified to bring them into conformance with this plan.

6.4.2.2.4.

Utility facilities and other infrastructure lines should not be located in or expanded into *resource protection* areas, except for facilities directly serving an allowed use or transmission, distribution, or other infrastructure lines and their accessory uses under the following conditions:

- Such lines span a *resource protection* area, or through a study of alternatives, the route through the *resource protection* area is determined overall to be preferred
- Resource impacts from construction of the line will be mitigated
- Regular operations and maintenance activities will not significantly impact wildlife habitat or resources
- Applicable Section 7 Consultation requirements will be satisfied

6.4.2.2.5.

Agriculture and grazing are allowed in *resource protection* areas only through review and approval by the Interdisciplinary Team. The following criteria will be met:

- No grazing or agriculture will occur within 75 feet of the full-pool elevation of a reservoir or the average high-water mark of a perennial stream
- An acceptable grazing or agriculture management plan must be provided by the applicant, describing the proposed use and proposed monitoring of conditions. The plan will address
    - Season and duration of use
    - Type and number of livestock
    - Provision for irrigation
    - Control of noxious weeds
    - Means of controlling grazing within 75 feet of the reservoirs and tributary streams
    - Number and location of photo points to record conditions
    - Frequency of photos to be taken
- A survey for sensitive botanical and wildlife species will be conducted, and any species found will be protected from the agriculture/grazing activity.
- Any change in the use will require an update to and approval of the plan.

6.4.2.2.6.

No new roads should be constructed in *resource protection* areas. No major road improvements will be undertaken.

6.4.2.2.7.

Informal roads or trails in *resource protection* areas determined to be undesirable from a resource protection or enhancement perspective may be closed and rehabilitated.

6.4.2.2.8.

Existing vegetation, except for noxious and undesirable weeds and species to be used by Native American tribes (see Section 6.3., Common Policies), should not be removed within a *resource protection* area, except as part of a significant human action permitted in this designation. In cases where vegetation is removed, the following actions will also be taken:

- Best management practices (BMPs) for water quality will be applied during the action
- Revegetation of the disturbed area will occur as quickly as practical to coincide with the optimal growing conditions, or other BMPs will be applied to stabilize soil.

6.4.2.3. Resource Conservation

Resource conservation areas will be managed to conserve natural and cultural resources in the area, while allowing a moderate level of human modification that is in conformance with local zoning regulations.

6.4.2.3.1.

All of the Common Policies will apply in *resource conservation* areas.

6.4.2.3.2.

Developed recreation facilities may be located in *resource conservation* areas through the review and consultation process if resource enhancements are included.

6.4.2.3.3.

Dispersed recreation is allowed in *resource conservation* areas. Dispersed recreation sites should be evaluated and monitored to determine whether definition of campsites and access drives is needed to protect resources.

6.4.2.3.4.

Community features (such as residences, accessory structures, and retail uses) may be permitted in *resource conservation* areas through the authorization process. Such features must be consistent with the purpose and other policies of this designation.

6.4.2.3.5.

Utility facilities, including transmission and distribution lines, their appurtenances, and other infrastructure lines and their accessory uses, may be located in *resource conservation* areas through the review and consultation process, providing that transmission lines comply with all other standards for such development as referenced in the Common Policies, transmission line operation management plans, and the National Electric Safety Code.

6.4.2.3.6.

Agriculture and grazing are allowed in *resource conservation* areas. The following criteria will be met:

- No grazing or agriculture will occur within 75 feet of the full-pool elevation of a reservoir or the average high-water mark of a perennial stream
- An acceptable grazing or agriculture management plan must be provided by the applicant, describing the proposed use and proposed monitoring of conditions. The plan will address:
    - Season and duration of use
    - Type and number of livestock

- Provision for irrigation
- Control of noxious weeds
- Means of controlling grazing within 75 feet of reservoirs and tributary streams
- Number and location of photo points to record conditions
- Frequency of photos to be taken

- A survey for sensitive botanical and wildlife species will be conducted, and any species found will be protected from the agriculture/grazing activity
- Any change in the use will require an update to and approval of the plan

6.4.2.3.7.

Gravel extraction and storage are allowed in *resource conservation* areas through the review and approval of the Interdisciplinary Team. The following criteria must be met:

- The gravel must be used in the Planning Area
- The use must comply with all Common Policies of this plan
- All resource impacts must be mitigated
- An acceptable surface restoration plan will be filed at the time of permitting, including bonding for its implementation.

6.4.3. Regulatory Classifications

Classifications that have been established by Congress and that are therefore mandatory and unlikely to change in the future are included in this general category.

6.4.3.1.

National Recreation Area (NRA)—The Wallowa-Whitman National Forest manages lands classified as Hells Canyon National Recreation Area under the direction of the Hells Canyon National Recreation Area Act (Public Law 94−199) and the *Wallowa-Whitman National Forest Land and Resource Management Plan* (amended 1990).

6.4.3.2.

Wilderness—Lands classified by the federal government as *wilderness* under the Wilderness Act (16 U.S.C. 1131) are managed by the Wallowa-Whitman National Forest. Management direction comes from the Wilderness Act of 1964, the Oregon Wilderness Act of 1984, and the *Forest Service Manual*, Section 2320. Because the three Wilderness Study Areas (WSAs) within the Planning Area (McGraw Creek, Homestead, and Sheep Mountain) are required by federal law to be managed as *wilderness*, they are also designated as *wilderness* in this plan. Two of the three Wilderness Study Areas are managed by the BLM's Baker Field Office (formerly the Baker

Resource Area). These lands are managed under the federal and state Acts cited above and under the *Baker Resource Management Plan* (BLM 1989). The McGraw Creek WSA is managed by the Wallowa-Whitman National Forest through a cooperative agreement with the BLM.

6.4.3.3.

Wild and Scenic Rivers—The Snake River, below Hells Canyon Dam to a mile upstream of Pittsburg Landing, is designated as a *wild river*. From that point to "…an eastward extension of the north boundary of Section 1, Township 5 north, Range 47 east, Willamette meridian…" near the Oregon/Washington state line, the river is designated a *scenic river.* The Wallowa-Whitman National Forest manages this river under the *Wild and Scenic Snake River Recreation Management Plan* (1994) and the *Wild and Scenic Snake River Outfitter Environmental Assessment* (1996). The lower part of the Imnaha River from the Cow Creek Bridge to the Snake River (approximately 4 miles) is designated as a *scenic river*. This river is also managed by the Wallowa-Whitman National Forest under the *Imnaha Wild and Scenic River Management Plan* (1993).

6.4.3.4.

Areas of Critical Environmental Concern (ACECs)—ACECs are areas within BLM public lands where special management attention is required to protect and prevent irreparable damage to important historical, cultural, or visual values, fish and wildlife resources, or other natural systems or processes, or to protect life and safety from natural hazards. Three ACECs occur on the Oregon side of Hells Canyon; the Sheep Mountain ACEC is designated and managed to protect outstanding scenic qualities, and maintain or improve wildlife and crucial bald eagle winter habitat; the Homestead ACEC is designated and managed to protect outstanding scenic qualities, and wildlife, bald eagle and sensitive plant habitat; the McGraw Creek ACEC is managed through an agreement by the Wallowa-Whitman National Forest. These three ACECs will be shown on the land classification maps (Figure 3), but the classifications will be as determined in the development of the HCRMP.

7. IMPLEMENTATION

Without implementation, little would be accomplished by setting policies. Implementation includes all of the individual actions necessary to carry out a policy. For example, some policies call for certain dispersed recreation sites to be evaluated for the need to define camping areas and drives and, in some cases, to determine whether they should be maintained or rehabilitated as habitat. To achieve this policy, a site evaluation process must be developed and implemented. Policies that require some type of land-use authorization require an administrative process. This section of the RMP will generally identify the tools to carry out policies.

Designation of Uses—The "zoning" map created by the development of land and water designations, supplemented by policies to apply within those designations, is a major implementation tool. By *enforcing* these designations through a process of authorizing and monitoring uses, the relative compatibility of uses intended should be achieved.

Protection, Mitigation, and Enhancement Measures—The PM&Es proposed in IPC's license application to the FERC will serve to carry out many of the policies of the plan. Other implementation measures listed in this section may overlap with some PM&Es, but are identified specifically here because of their importance in carrying out major elements of the RMP. Once the FERC has issued a license for the HCC, this plan will be modified according to the direction given by the FERC.

IPC Interdisciplinary Team—The IPC Environmental Affairs manager will organize an internal interdisciplinary team that will make decisions and provide input on all land/water use and management determinations related to this plan. The Team will include, at a minimum, representatives of aquatic, recreation, botanical, wildlife, cultural, aesthetics, water management, and land-use areas of study. Representatives of other IPC interests may serve as ad hoc members to discussions of issues, but they will not participate in decision-making.

Administration—Communication and authorization are the primary objectives in administering this plan. IPC authorization is required for most uses on its lands. The land-use article of the FERC license calls for consultation with relevant agencies prior to authorization of certain uses. A major issue, however, is that agencies and other interested parties are often not aware of conditions and changes that may be occurring unless they are informed. Such information is beneficial to both the agencies/interests and to IPC because it can result in avoiding or resolving misunderstandings. Because so many interests are potentially affected in Hells Canyon, provision of forums for these parties to communicate among themselves has been shown to be effective in resolving important needs and problems. Three elements will therefore be included in the plan administration:

1. **Use Authorization/Consultation System.** IPC's Land Management Services division will coordinate the process for proposed modifications and new uses of IPC lands. Internal departments intending to modify or establish a new use of IPC lands (a significant human action) will notify the Land Management Services division of their intent, describing the proposed use and timing of its development. Applications for modification and new use of IPC lands by others will also be submitted to the Land Management Services division for consideration. The division will notify other appropriate parties, including the Interdisciplinary Team; local, state, and federal agencies; and tribes of the proposed activities that require consultation with these groups under the FERC license article. All notifications will include a date by which comments must be received to be considered.

2. **Action by the Interdisciplinary Team.** The Interdisciplinary Team will take action on each proposed use and modification of land. Confirmation of IPC internal uses may occur after confirming their compliance with this plan and confirming their protection of resource and recreation values. The provisions for authorizing uses by others will comply with Appendix 6.3.1.9.A. (Use Authorization Procedures) of the *General Land Management Policies, June 1996* (Appendix 3), as may be amended. The Interdisciplinary Team will consider the following in making its decision:

    - Compliance with the FERC license land-use article

- Compliance with the provisions of this plan and specific plans that will become part of this plan in the future
- Protection and enhancement of environmental, aesthetic, cultural, and recreational resource values
- Protection of the public's health and safety
- Protection of IPC's property rights
- Compliance with applicable federal, state, and local regulations
- Comments received from internal and external sources addressing the above items

3. **Annual Report and Review of Work Plans**. Once each calendar year, IPC personnel will provide a report to the agencies and entities desiring information about work undertaken in Hells Canyon. The report will relate the past year's work to environmental and land-use license articles and to the RMP and detail the work planned for the coming year.

Forums for other Coordination—Many of the problems that arise in the canyon result from lack of communication and coordination among the affected stakeholders. IPC has and will continue to play a role in area issues to identify the communication needs and to assemble the appropriate parties to discuss the issues, their causes, and possible resolutions.

Evaluation of Existing Agreements—Following the filing of the final license application for the HCC, personnel of IPC's Land Management Services Department will evaluate all of the agreements in the canyon to which it is currently a party to determine what changes may need to be made to bring those agreements into compliance with the provisions of this plan. Notices will be sent to holders of agreements, advising them of this process and that the old agreements may be terminated or that modifications may be required for future agreements. Necessary changes will then be determined and carried out in the formal instruments.

Specific Management Plans—Various policies of this plan require that plans specific to a resource or location be developed. The *special management area* (*SMAs*) plans, fencing plan, and weed control plan are examples. These plans will be developed and implemented as measures of this RMP.

Program Development—Several specific programs are required by the policies of the plan, some of which will be proposed as PM&E measures in the license application. These programs are important for implementation of this plan and will incorporate a planning phase and implementation phase. These programs are as follows:

1. **Information and Education Program**. This program will include three elements: an interpretive plan, an education plan, and a signage plan. The IPC Recreation Supervisor of the Environmental Affairs Department will lead this program, with input from the Interdisciplinary Team.

The objective of the interpretive plan will be to explain the significance of a place or thing to the viewer. The subject matter may be cultural resources (historic/archaeologic/paleontologic), natural resources, or project engineering (design/construction/operations). Interpretive facilities will be designed or modified to comply with aesthetic design and landscape standards.

The objectives of the educational plan will be to inform people about resources and to protect natural and cultural resources by making people aware of the consequences that their actions can have on the canyon, thereby encouraging desirable practices. Educational information facilities will be designed to comply with aesthetic design and landscape standards. Specific issues that should be addressed include the following:

- Sanitary conditions and use of facilities provided
- Sensitivity of natural and cultural resources (specific recommendations provided in Human Use Study)
- Respect for residents, other recreationists, and their property
- Public safety
- FERC license requirements to reevaluate recreation needs on a regular basis

The objective of the sign plan is to provide visitors with information about directions to destinations, availability of facilities and services, and identification of facilities. Signage information will be integrated as appropriate to avoid proliferation of signs. Signs will comply with the aesthetic design and landscape standards.

2. **Evaluation of Dispersed Recreation Sites**. The objective of this program is to evaluate resource conditions at existing dispersed recreation sites within certain land/water designations to determine actions that may be needed to protect natural and cultural resources from human disturbance. Conditions to be evaluated at each site will depend on the land/water designation. Actions may include defining campsites and access drives to protect resources and determining whether sites are appropriate and should remain, should be modified to meet provisions of the plan, or should be reclaimed as habitat. The IPC Recreation Supervisor of the Environmental Affairs Department will lead this program, with input from the Interdisciplinary Team.

3. **Evaluation of Recreation/Riparian Interfaces**. A number of sites have been identified, primarily on alluvial fans at the confluence of tributaries with the Snake River, where both significant riparian vegetation and recreation activities occur. The objectives of this program are 1) to determine over time whether recreational activities adversely impact the vegetation cover and 2) to take actions to protect the vegetation where vegetation cover is adversely affected. The Terrestrial Supervisor of the Environmental Affairs Department will lead this program, with input from the Interdisciplinary Team.

Annual Work Plans and Budgets—Each year, a comprehensive work plan and budget for resource management in the HCC, including associated IPC lands outside the project boundary, will be developed for the coming year. The documents may incorporate activities required by the FERC license, as well as other activities needed to implement this plan. The Interdisciplinary Team will propose the work plan and budget to IPC management.

Operations and Maintenance Practices and Specifications—IPC's ongoing daily operations involve a number of major and minor human actions that could conflict with natural and cultural resources and recreation. To minimize such conflict and to provide a standard for IPC and others, standard practices will be documented for the activities identified below. The Hells Canyon Manager of Operations will lead this program for facilities, except for transmission lines and substations, in the canyon, with assistance and input from the Interdisciplinary Team. IPC's landscape ecologist will lead this program for transmission lines and the manager of substations for those facilities with input from the Interdisciplinary Team.

- Road maintenance practices
- Burning
- Gravel extraction
- Construction
- Weed control
- Transmission line operation and management plan

Employee Orientation—New employees to the HCC operations, transmission and distribution projects, substations projects, and any maintenance work, or employees assuming new responsibilities in these functions will be given orientation regarding the practices and specifications they are expected to implement in the conduct of operations and maintenance. The Resource Management Planning Coordinator will coordinate with these departments to provide them with materials and information to conduct this orientation.

GIS Atlas of Critical and Sensitive Resources—A means of documenting and tracking critical, sensitive, and other resources is needed for reference when significant human actions are proposed. The data developed in the relicensing process provides a base for this atlas. As further investigations and activities occur, additional data will be generated. The responsibility for obtaining this information from the individual specialists and for integrating and keeping this data will be headed by the Manager of the Environmental Affairs Department, in coordination with the GIS/CAD Department.

Monitoring—Although monitoring of certain activities and resources has been identified as part of specific PM&E measures in the license application, monitoring and appropriate response to the findings are of such importance to resource management that they require repeating here. Monitoring will be an essential part of many of the *special management area* plans, and it is a critical element in the approach IPC is taking to recreation in the HCC license application.

The policies of this plan also require monitoring to determine their effectiveness. If any policy is not found to be effective, it should be modified. A general monitoring strategy for this plan will be developed and implemented prior to plan implementation. Changes to this plan may be needed if an error in the plan is determined or if changes in conditions are documented. The plan should be reviewed comprehensively for revisions at 5-year intervals.

Agreements with Agencies—IPC will pursue development of memorandums of agreement with local, state, and federal agencies to establish regular procedures for consultation and permitting processes.

Agency Actions—During the early relicensing efforts for the HCC, various agencies have recognized that their actions are also necessary to improve resource and recreation conditions in and near the project area. Because of land ownership patterns and resource jurisdictions, certain implementation activities must be led by the agencies if they are to be accomplished. Examples of some of these actions are identified below. Other such activities may be identified over time, requiring IPC and the agencies to coordinate and communicate. Such cooperation would benefit natural and cultural resources.

- USFS monitoring of human use/riparian interface below Hells Canyon Dam, with a threshold level at which human use management should be increased
- BLM/IDFG control of habitat damage and shooting of southern Idaho ground squirrels along Weiser−Steck Road
- USFS review of aesthetic considerations in permitting below Hell Canyon Dam
- BLM consideration of proposed Visual Resource Management Class changes in Baker Field Office land
- USFS evaluation of proper level of development at Big Bar given natural and cultural resource values

Partnerships—As a result of land ownership patterns and resource jurisdictions, the ability of any single landowner to effectively manage resources in the Planning Area is extremely limited. Partnerships that include IPC; local, state, and federal agencies; Native American tribes; and private landowners can therefore be a highly effective resource management measure. Cooperative watershed management efforts have been shown to be successful in the Murderers Creek area and Upper John Day basin. IPC will provide a forum for organizing such an effort in the future. Other partnerships will be sought as appropriate to address such issues as waterfowl habitat improvement, southern Idaho ground squirrel habitat improvement, and control of tamarisk.

Best Management Practices—IPC can 1) incorporate BMPs of the Oregon and Idaho Departments of Environmental Quality as the practices it will use to minimize environmental impacts of future development and significant human actions or 2) select from those BMPs as well as other documents to formulate the BMPs that it will use on IPC lands in the future. In either case, the resulting BMPs will be established as IPC's BMPs.

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Table 1. Land ownership by acres within the Hells Canyon Complex project boundary.

Land Ownership	Hells Canyon	Oxbow	Brownlee	HCC	% of Total
Federal Lands					
• USFS					
• Flooded	800	0	0	800	4.86
• Nonflooded	330	0	0	330	2.00
Total USFS	*1,130*	*0*	*0*	*1,130*	*6.87*[a]
• BLM					
• Flooded	220	260	2,150	2,630	15.98
• Nonflooded	30	270	1,210	1,510	9.17
Total BLM	*250*	*530*	*3,360*	*4,140*	*25.15*
• All Federal Lands (totals from above)					
• All Federal Flooded	1,020	260	2,150	3,430	20.84
• All Federal Nonflooded	360	270	1,210	1,840	11.18
Total Federal Lands	*1,380*	*530*	*3,360*	*5,270*	*32.02*
State Lands[b]					
• Flooded	0	0	50	50	0.30
• Nonflooded	0	10	200	210	1.28
Total State Lands	*0*	*10*	*250*	*260*	*1.58*
Private Lands					
• IPC					
• Flooded	90	140	6,060	6,290	38.21
• Nonflooded	270	980	2,200	3,450	20.96
Total IPC	*360*	*1,120*	*8,260*	*9,740*	*59.17*
• Other Private					
• Flooded	170	60	120	350	2.13
• Nonflooded	160	60	620	840	5.10
Total Other Private	*330*	*120*	*740*	*1,190*	*7.23*
• Total Private Lands					
• Flooded	260	200	6,180	6,640	40.34
• Nonflooded	430	1,040	2,820	4,290	26.06
Total Private Lands	*690*	*1,240*	*9,000*	*10,930*	*66.40*
• All Lands Within the Project Boundary					
• Flooded	1,280	460	8,380	10,120	61.48
• Nonflooded	790	1,320	4,230	6,340	38.52
Total For All Lands Within The Project Boundary	*2,070*	*1,780*	*12,610*	*16,460*	*100.00*
Extent of IPC Ownership Use Rights					
• IPC Lands					
• Limited Use Rights	30	0	1,150	1,180	7.17
• Full Use Rights	330	1,120	7,110	8,560	52.00
Total For IPC Use Rights	*360*	*1,120*	*8,260*	*9,740*	*59.17*

[a] Discrepancies in addition are due to rounding.

[b] Acreages do not include lands lying between river meander lines in the original public land survey.

Table 2. Hells Canyon Resource Management Plan land and water classifications and acreage.

Classification	Total Acres[1]
Human Uses	
Community[2]	1,483
Utility Facilities[3]	944
Developed Recreation	286
Dispersed Recreation	1,155
Recreation Reserve	15
Utility Corridor[4]	127 miles
Resource Management	
Special Management Areas	Acreage will be defined by resource management plans or by the Interdisciplianry Team
Resource Protection	299,962
Resource Conservation	65,029
Regulatory Classifications	
Hells Canyon National Recreation Area[5]	104,629
Wilderness[6]	212,454
Wild and Scenic River[7]	71 miles
No Classification	125,940
TOTAL CLASSIFIED AREA	Exceeds 812,000 acres

[1] Several classifications will require other units than acres for reporting.
[2] Some *Community* and *Utility Facilitities* areas are combined and are included in the *Community* classification.
[3] See footnote 2, above.
[4] *Transmission Corridors* vary in width, so only linear dimension is provided.
[5] Includes only those lands in the HCNRA not designated as *wilderness*.
[6] Includes HCNRA Wilderness and Wilderness Study Areas.
[7] Since this classification includes no land, only the linear dimension is provided.

Table 3. Allowable uses by land-use classification.

Note: This table is intended only as a summary of the policies stated in Section 6 of the Hells Canyon Resource Management Plan. In the case of any conflicts, the policies as stated in Section 6 shall govern. All Common Policies are also applicable in these designations, which, in specific cases, could alter the information given below.

Use	Community	Utility Facilities	Developed Recreation	Dispersed Recreation	Recreation Reserve	Utility Corridors	Resource Conservation	Resource Protection	Special Mgmt. Areas
Agriculture accessory uses****	P	P	P	P	C	P	C	P	P, 4
Agriculture***	P	P	P	P	C, 11	P	P	P	P, 4
Boating	NA	NA	NA	NA	NA	NA	NA	NA	NA
Campfires	P	A	A	A	A	P	A	A	AD, 4
Camping	P	A	A	A	A	P	A	A	AD, 4
Control noxious weeds, pests****	A	A	A	A	A	A, 11	A	A	C, 4
Distribution Lines 3*	A	A	P, 2	P, 2	P, 2	A	A	C	P, 4
Embankments, riprap, bulkheads, and other erosion control structures	A	C	C	C	C	C, 11	C	C	P, 4
Fishing	A	A	A	A, 5	A	A	A	A	AD, 4
Food plots for wildlife	P	P	P	P	C	P	C	A	P, 4
Gravel extraction***	P	C	P	P	C	P	C	P	P, 4
Grazing***	C	P	P	P	C	C, 11	A	C	P, 4
Habitat enhancement (plantings)*****	A	A	A	A	A	A, 11	A	A	A, 4
Hiking	A	A	A	A, 5	A	A, 5	A, 5	A, 5	AD, 4
Hunting	P	P	P	P	A	A, 5	A	A	AD, 4

Table 3. Cont.

Use	Community	Utility Facilities	Developed Recreation	Dispersed Recreation	Recreation Reserve	Utility Corridors	Resource Conservation	Resource Protection	Special Mgmt. Areas
Installation of other utility lines (not discharging into project waters) e.g., sewer water*****	A	A	A	P	C	C, 11	C	P	P, 4
Maintenance of existing utility lines (not discharging into project waters)*	A	A	A	A	A	A, 11	A	C, 6	C, 4
Maintenance/replacement of existing roads/bridges*	A	A	A	A	A	A, 11	A	C, 6	C, 4
Mining***	P	P	P	P	P	P	P	P	P
New roads**	A	A	A	A	C	C	C	P	P, 4
New trails**	A	A	C	C	C	C	C	C	P, 4
Other industrial***	9	9	P	P	P	P	9	P	P
Power generation facilities***	A	A	P	P	P	P	C	P	P, 4
Private boat docks (individual)	A	P	P	C	P	P	C	P	P, 4
Private residences***	A, 10	P	P	P	P	P	P	P	P
Protection of cultural resources*****	A, 7	A, 7	A, 7	A, 7, 8	A, 7, 8	A, 7, 11	A, 7	A, 7	A, 4
Protection of rare plants*****	A, 7	A, 7	A, 7	A, 7, 8	A, 7, 8,	A, 7, 11	A, 7	A, 7	A, 4
Public** recreation facilities/consistent with FERC-approved recreation plan*****	A	P	A	P	A, 8	P	C	P	P, 4

Table 3. Cont.

Use	Community	Utility Facilities	Developed Recreation	Dispersed Recreation	Recreation Reserve	Utility Corridors	Resource Conservation	Resource Protection	Special Mgmt. Areas
Public*** recreation facilities/not consistent with FERC-approved recreation plan	C	P	A	C	C	P	C	P	P, 4
Recreational concessions***	A	P	C	P	C	P	C	P	P, 4
Transmission Lines 3***	A	A	C, 2	C, 2	C, 2	A	A	C	P, 4
Trapping	P	P	P	P	C	C	C	C	P, 4
Wetland and riparian enhancement*****	A	A	A	A	C	C, 11	A	A	C, 4
Wildlife protection*****	D, 7	D, 7	D, 7	A, 7	A, 7, 8	A, 7, 8, 11	A, 7	A, 7	A, 4
Other uses not specified in LMP or FERC regulations	9	9	9	9	9	9, 11	9	9	9,4

LEGEND

Agency consultation and annual report to FERC required—*

Agency consultation and FERC notification required—**

Agency consultation and prior FERC approval required—***

In accordance with FERC-approved plan—****

May require FERC approval—*****

Allowed with IPC authorization—A

Conditional—C

Discouraged—D

Prohibited—P

Not applicable—NA

May be allowed if no reasonable alternative is available—1

May be allowed if spanning or on edge of area—2

Communications lines may be on same structures—3

As appropriate to the specific SMA resource plan—4

With permission of leaseholder/permittee—5

In public emergency situations this is allowed—6

May justify establishment of SMA—7

Classification may need to be changed—8

Evaluated on a case-by-case basis—9

IPC-owned residences only—10

In accordance with Transmission Line Management Operation Plan—11

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WASHINGTON
OREGON
IDAHO
Nez Perce C
Lewis County
Salmon River
Grangeville
Wallowa
Elgin
Imnaha
Imnaha River
Snake River
Enterprise
Joseph
95
Riggins
Salmon
Union
Wallowa County
Union County
Baker County
Adams County
Idaho County
Valley County
Hells Canyon Dam
Oxbow Dam
New Meadows
Halfway
Brownlee Dam
Baker City
Powder River
Richland
Council
Cascade
Durkee
84
Cambridge
Snake
Midvale
Baker County
Malheur County
Weiser
Farewell Bend
26
Weiser River
Creek
Washington County
Payette County
Payette
Gem County
Squaw
Boise County
Ontario
Malheur Rv.
Payette River
Emmett
Parma
Boise River
Wilder
Caldwell
Boise
Nampa
Homedale
Owyhee Res.
Lake
Vicinity Map

Legend

- Primary Route
- Secondary Route
- Transmission Lines
- County Boundary
- Hells Canyon National Recreation Area
- FERC Project Boundary
- Idaho Power Facility
- City or Town
- U.S. National Forest Service
- Study Area

N

IDAHO POWER
Geographic Information Services

5 2.5 0 5 10 15 MILES

Hells Canyon Project - FERC No. 1971

Figure 1

Resource Management Plan

Study Area and Project Boundary

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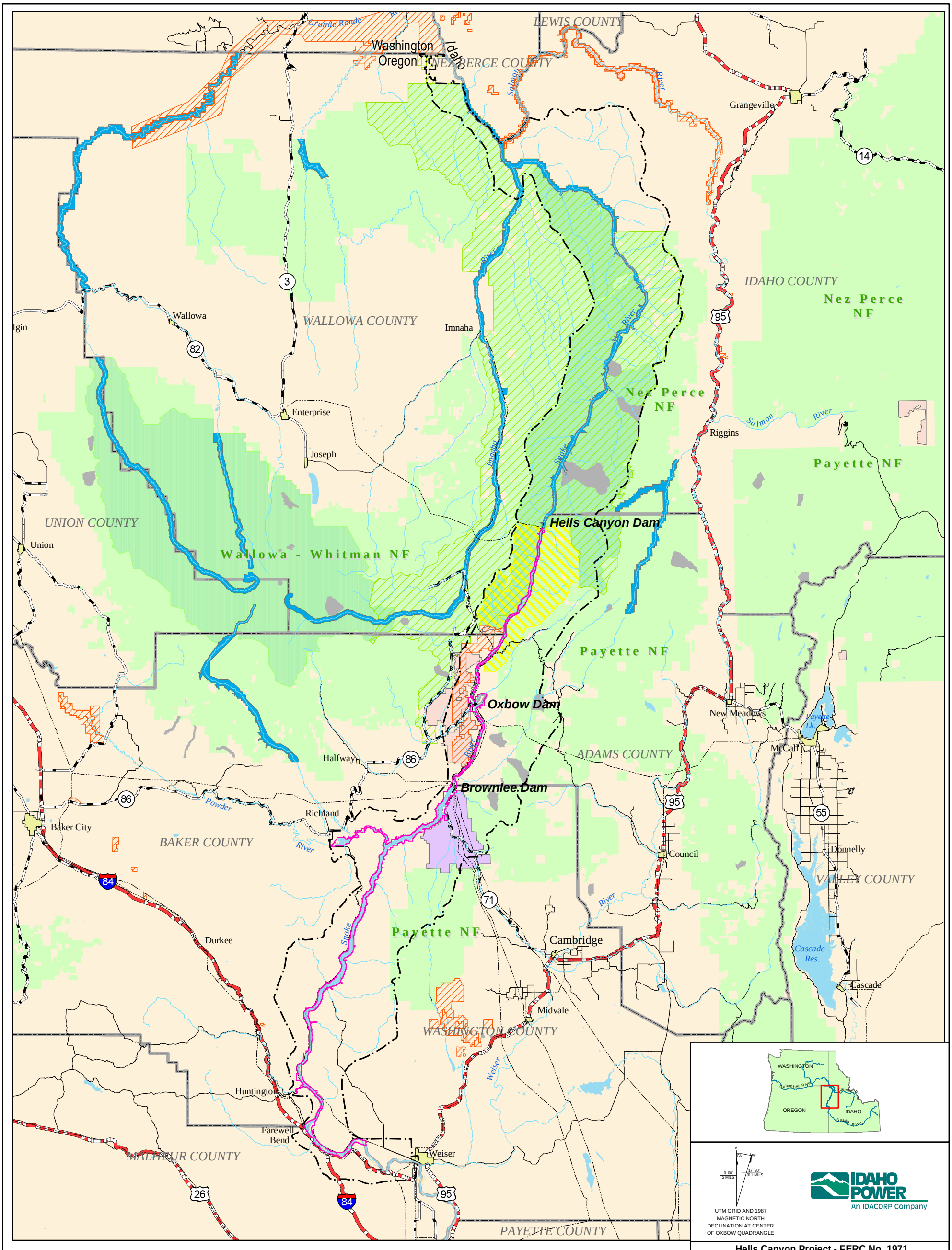

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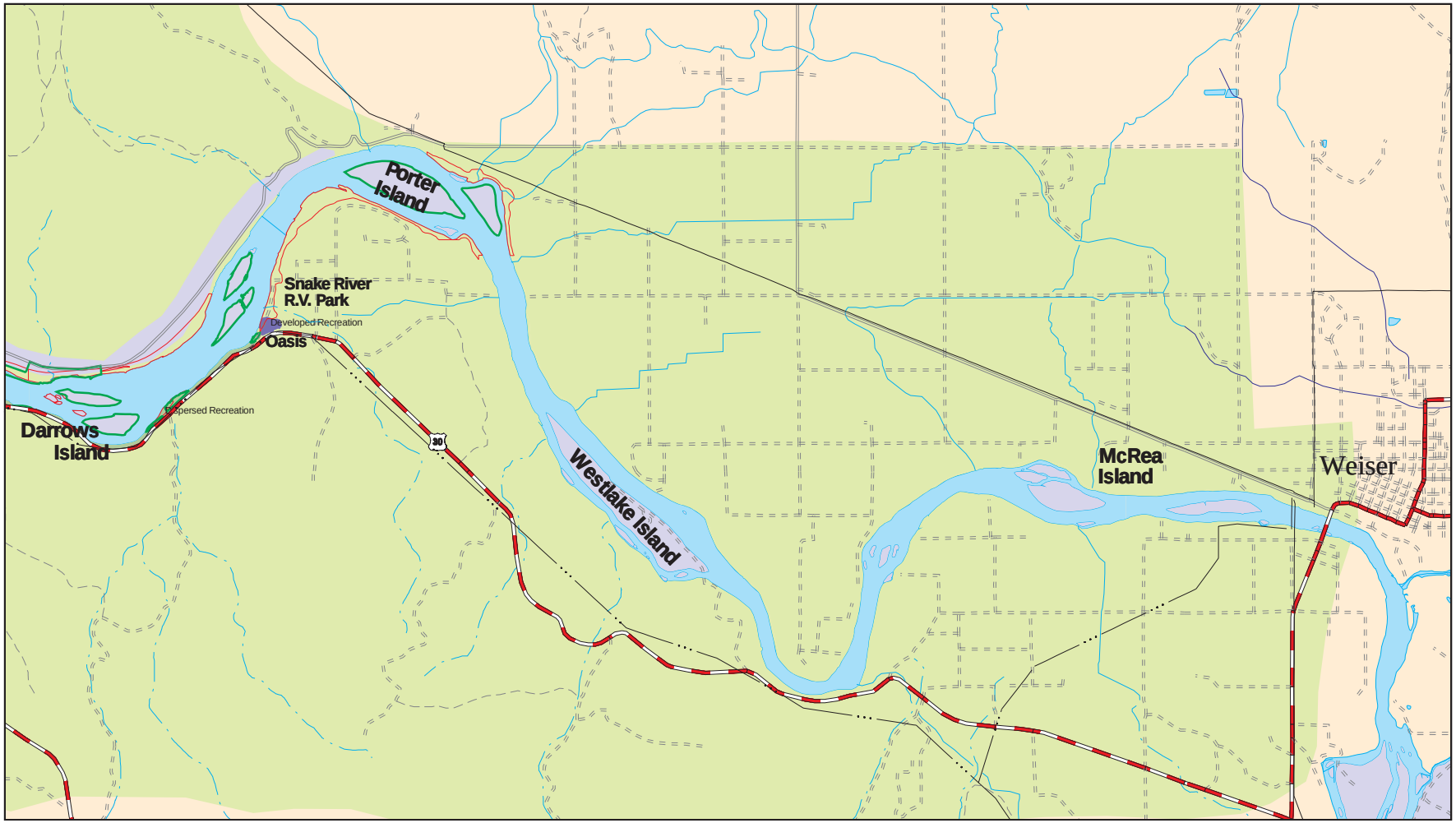

Vicinity Map

Panel 1 of 16

Note: Only those panels (1,2,3,4,5,6,7,8,9,10,11,12,13) that contain thematic data are mapped

IDAHO POWER
Geographic Information Services

Base Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Trail
- Transmission Line
- Perennial River or Stream
- Intermittent River or Stream
- Ditch or Canal
- Water Body

Thematic Features Legend

- Community
- Utility Facility
- Developed Recreation
- Dispersed Recreation
- Resource Conservation
- Resource Protection
- Special Management Area*
- Wilderness
- Hells Canyon National Recreation Area
- Area of Critical Environmental Concern
- Wild & Scenic River
- Outside Planning Area
- Dispersed Recreation Site (acknowledged)
- Idaho Power-owned Lands

These designations and their accompanying policies will be applied only to Idaho Power Company-owned lands.

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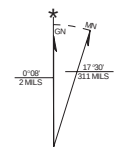

UTM GRID AND 1987
MAGNETIC NORTH DECLINATION
AT CENTER OF OXBOW QUADRANGLE

HELLS CANYON PROJECT - F.E.R.C. No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan

Figure 3: Land and Water Classifications for the Planning Area

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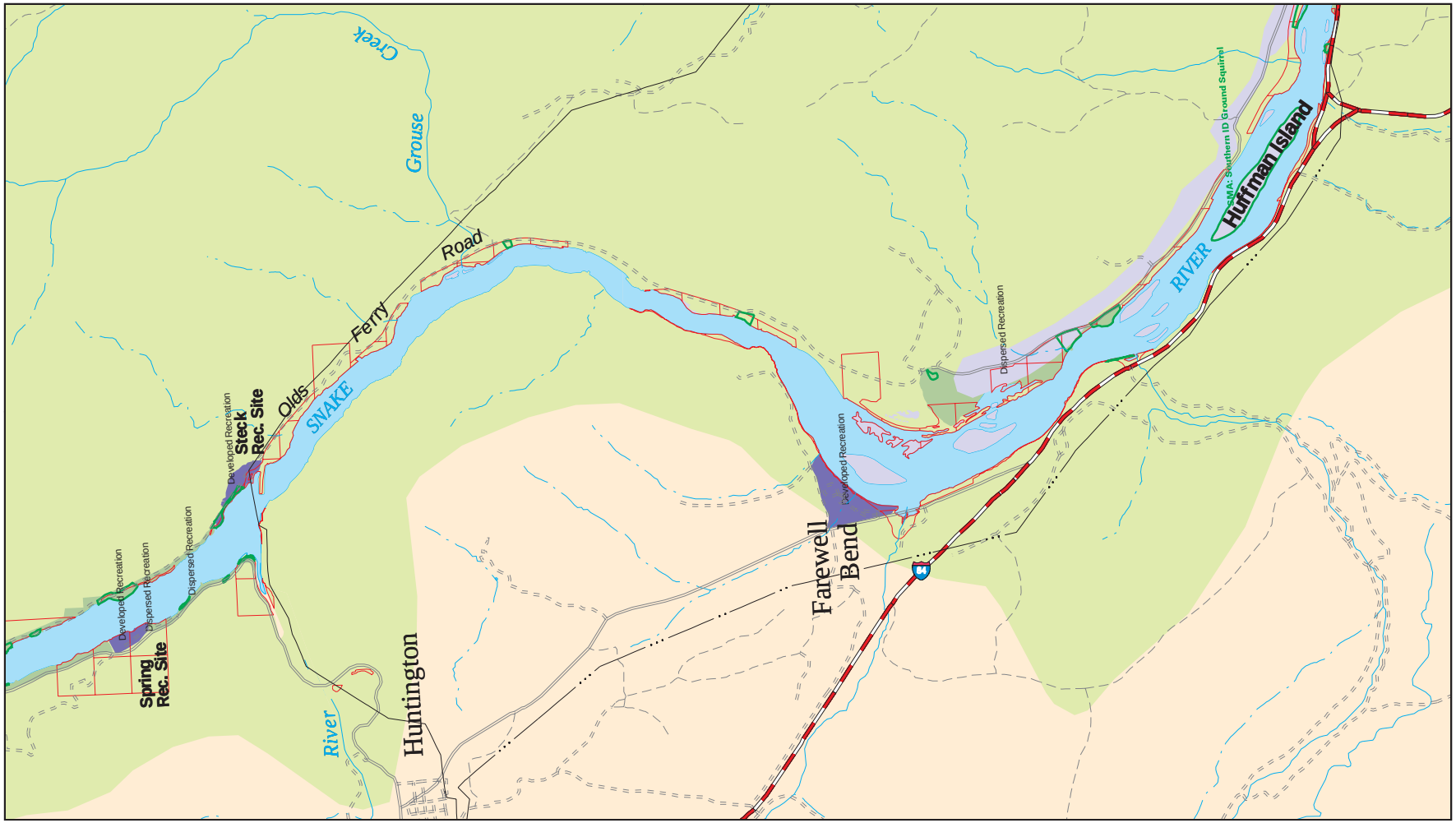

Vicinity Map

Panel 2 of 16

Note: Only those panels (1,2,3,4,5,6,7,8,9,10,11,12,13) that contain thematic data are mapped

IDAHO POWER
Geographic Information Services

Base Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Trail
- Transmission Line
- Perennial River or Stream
- Intermittent River or Stream
- Ditch or Canal
- Water Body

Thematic Features Legend

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HELLS CANYON PROJECT - F.E.R.C. No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan

Figure 3: Land and Water Classifications for the Planning Area

1 .5 0 MILES

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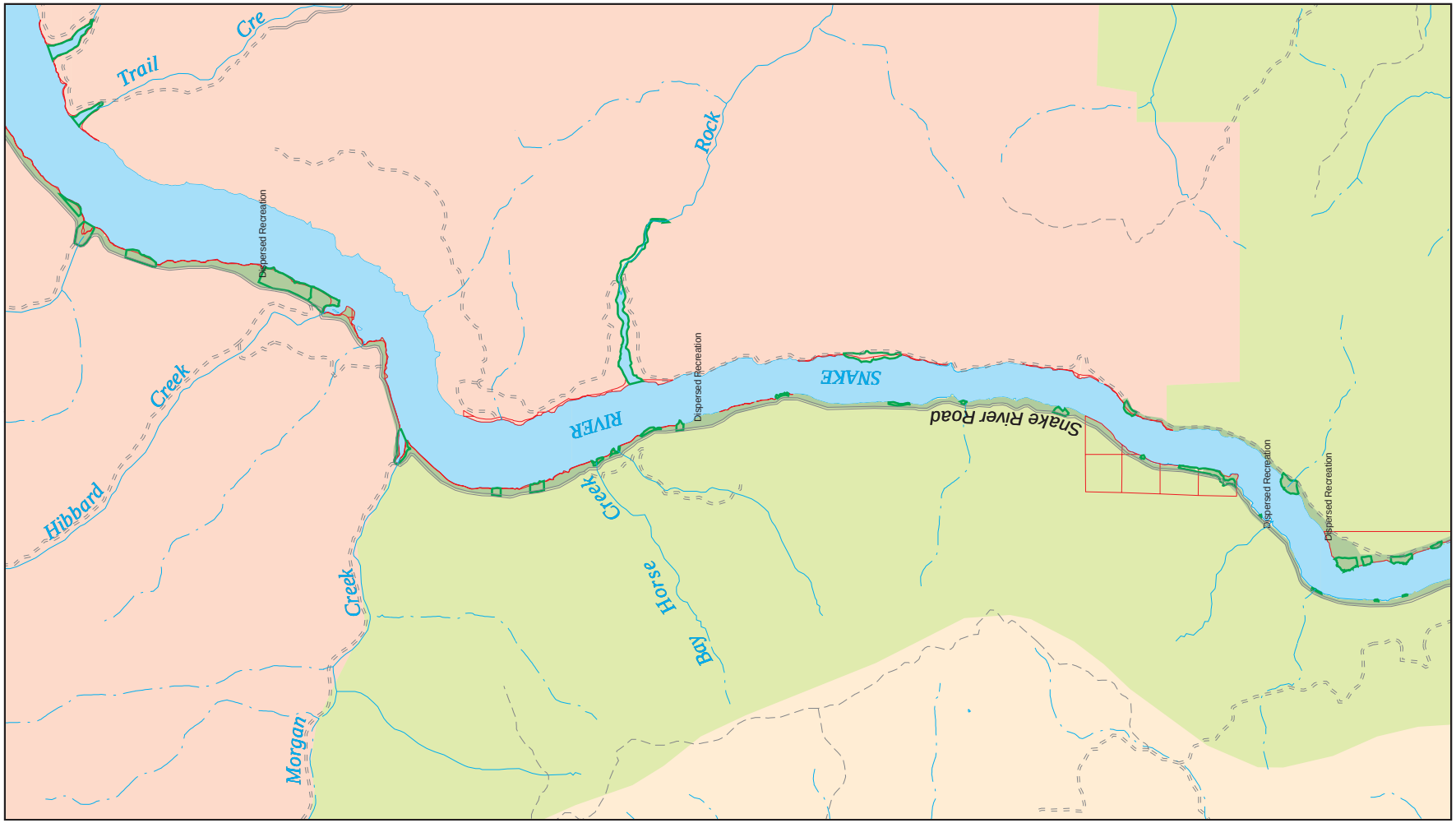

Study Area

Vicinity Map

Panel 3 of 16

IDAHO POWER
Geographic Information Services

Note: Only those panels (1,2,3,4,5,6,7,8,9,10,11,12,13) that contain thematic data are mapped

Base Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Trail
- Transmission Line
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- Intermittent River or Stream
- Ditch or Canal
- Water Body

Thematic Features Legend

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HELLS CANYON PROJECT - F.E.R.C. No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan

Figure 3: Land and Water Classifications for the Planning Area

1 .5 0 MILES

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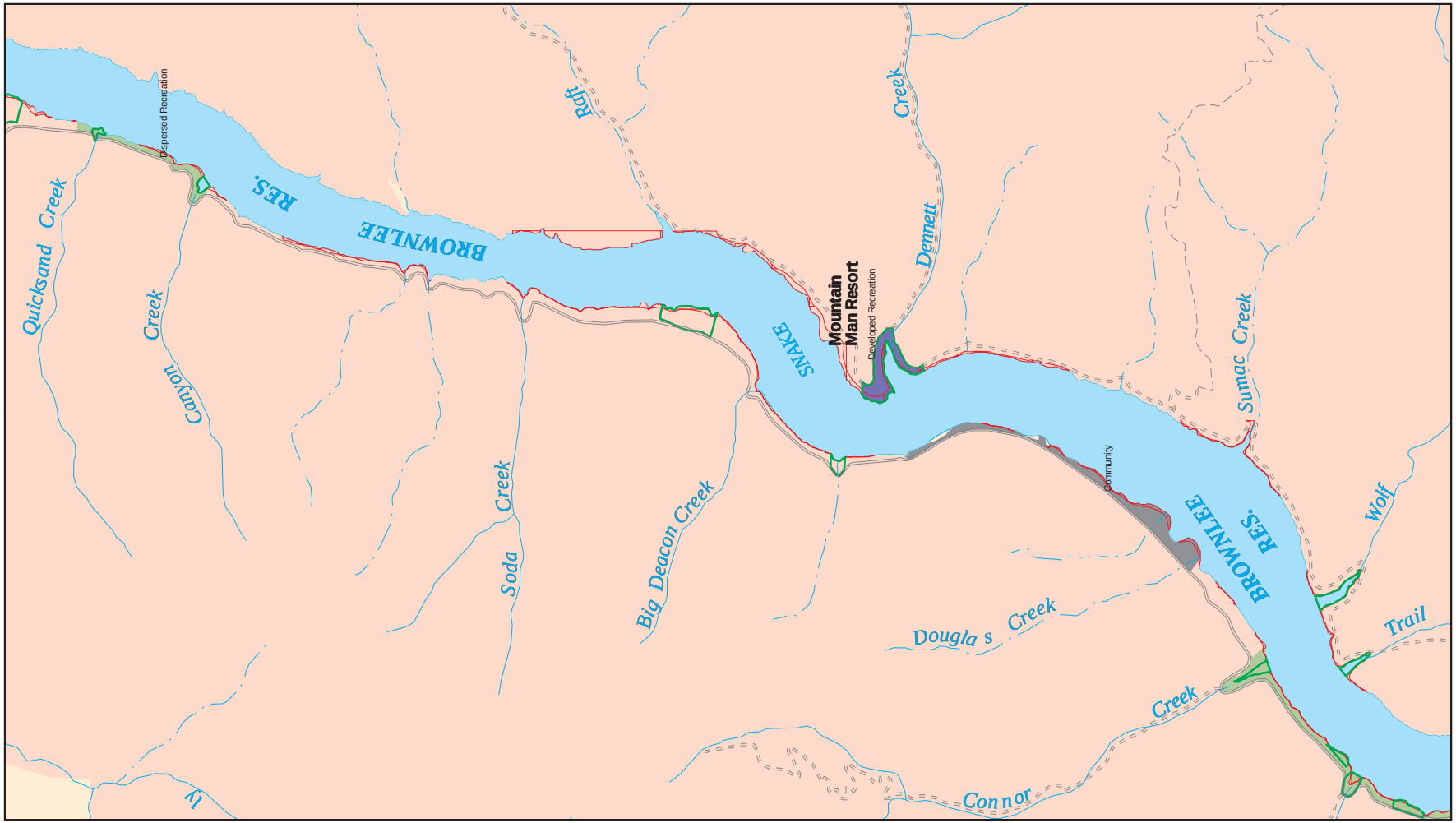

Vicinity Map

Panel 4 of 16

Note: Only those panels (1,2,3,4,5,6,7,8,9,10,11,12,13) that contain thematic data are mapped

IDAHO POWER
Geographic Information Services

Base Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Trail
- Transmission Line
- Perennial River or Stream
- Intermittent River or Stream
- Ditch or Canal
- Water Body

Thematic Features Legend

- Community
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N

HELLS CANYON PROJECT - F.E.R.C. No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan

Figure 3: Land and Water Classifications for the Planning Area

1 .5 0 MILES

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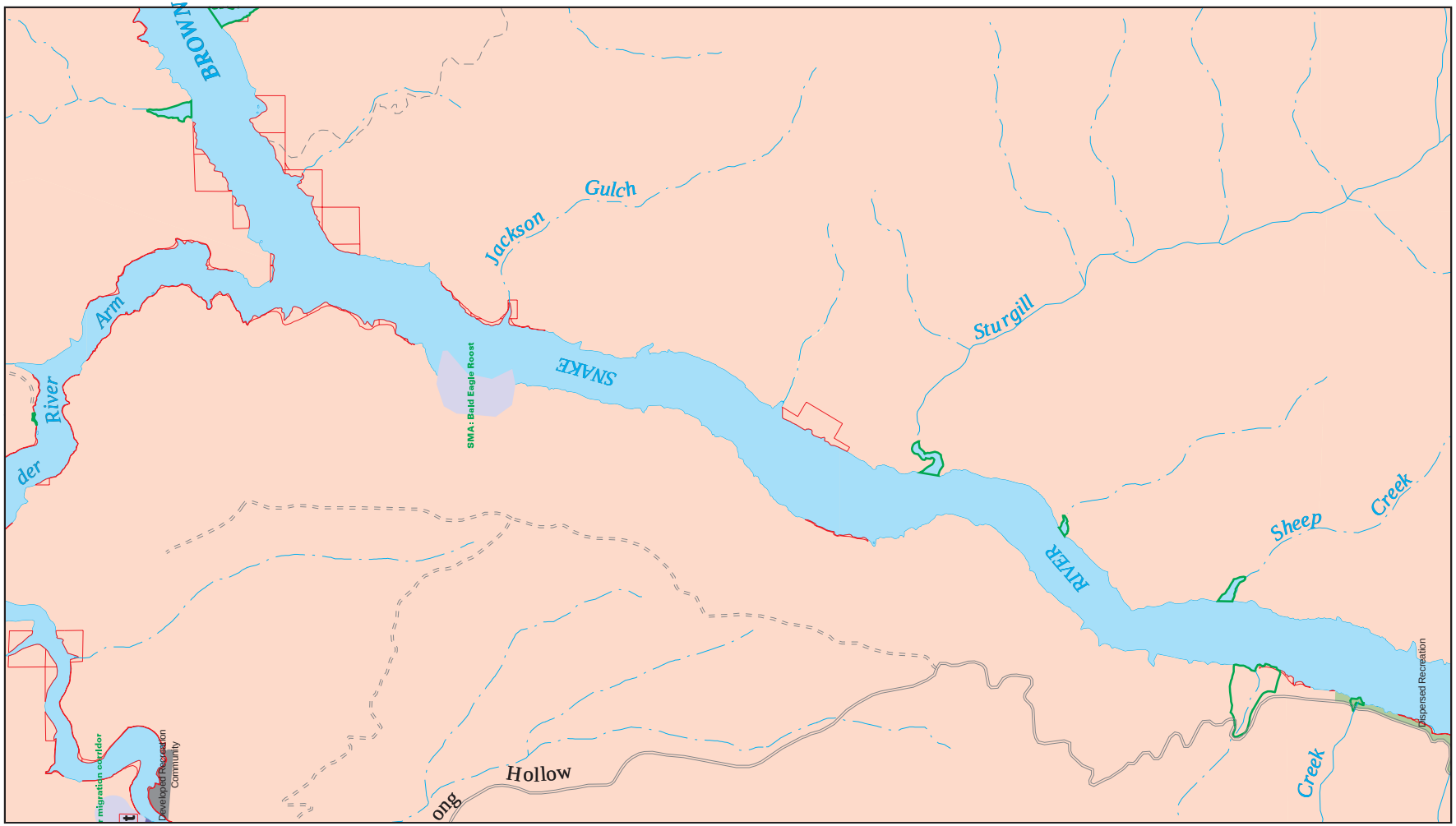

Study Area

Vicinity Map

Panel 5 of 16

Note: Only those panels (1,2,3,4,5,6,7,8,9,10,11,12,13) that contain thematic data are mapped

IDAHO POWER
Geographic Information Services

Base Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Trail
- Transmission Line
- Perennial River or Stream
- Intermittent River or Stream
- Ditch or Canal
- Water Body

Thematic Features Legend

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HELLS CANYON PROJECT - F.E.R.C. No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan

Figure 3: Land and Water Classifications for the Planning Area

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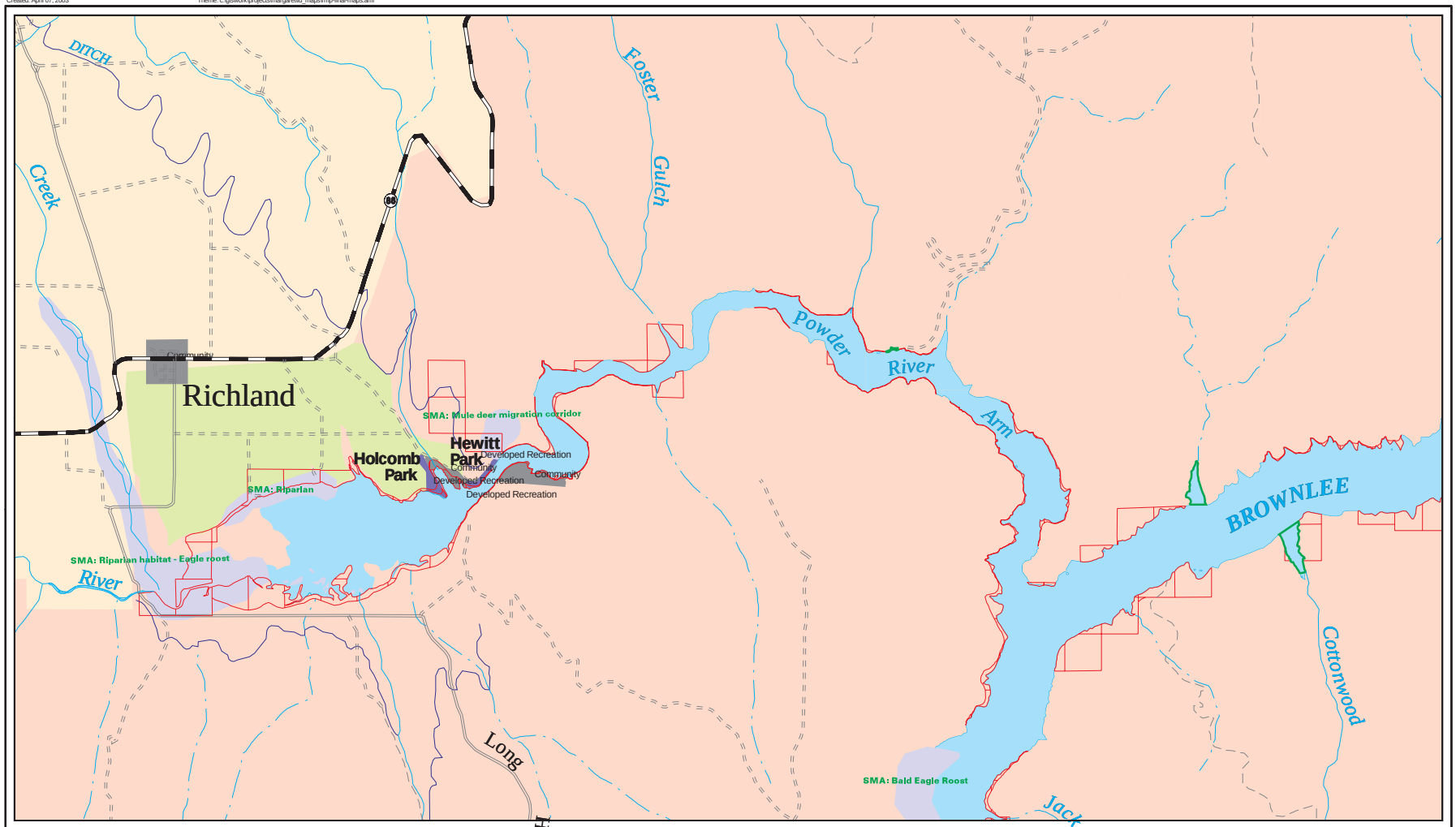

Study Area

Vicinity Map

Panel 6 of 16

Note: Only those panels (1,2,3,4,5,6,7,8,9,10,11,12,13) that contain thematic data are mapped

IDAHO POWER
Geographic Information Services

Base Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Trail
- Transmission Line
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Thematic Features Legend

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GN MN
0°08' 2 MILS
17°30' 311 MILS

UTM GRID AND 1987
MAGNETIC NORTH DECLINATION
AT CENTER OF OXBOW QUADRANGLE

HELLS CANYON PROJECT - F.E.R.C. No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan

Figure 3: Land and Water Classifications for the Planning Area

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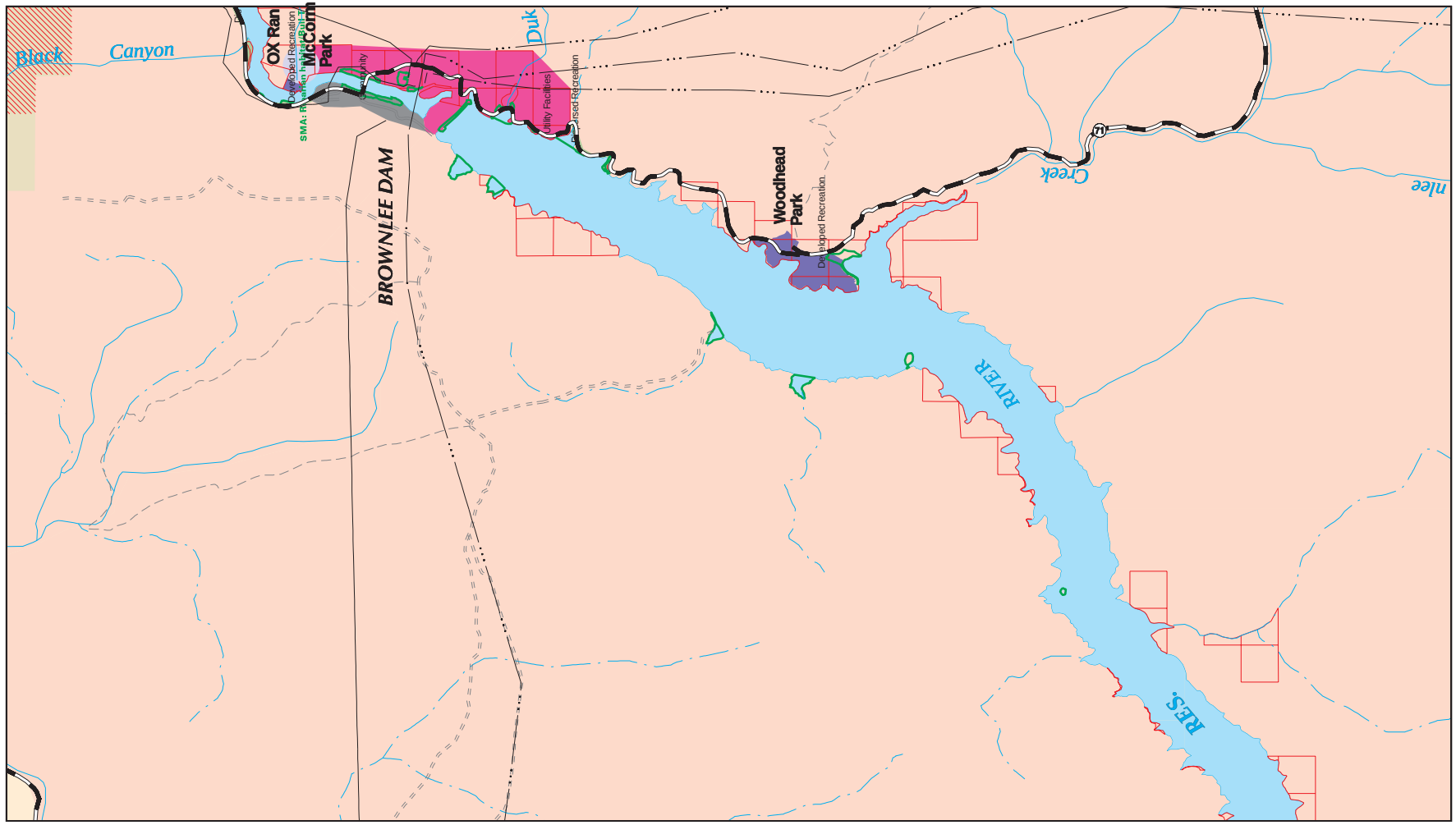

Study Area

Vicinity Map

Panel 7 of 16

Note: Only those panels (1,2,3,4,5,6,7,8,9,10,11,12,13) that contain thematic data are mapped

IDAHO POWER
Geographic Information Services

Base Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Trail
- Transmission Line
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N

HELLS CANYON PROJECT - F.E.R.C. No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan

Figure 3: Land and Water Classifications for the Planning Area

1 .5 0 MILES

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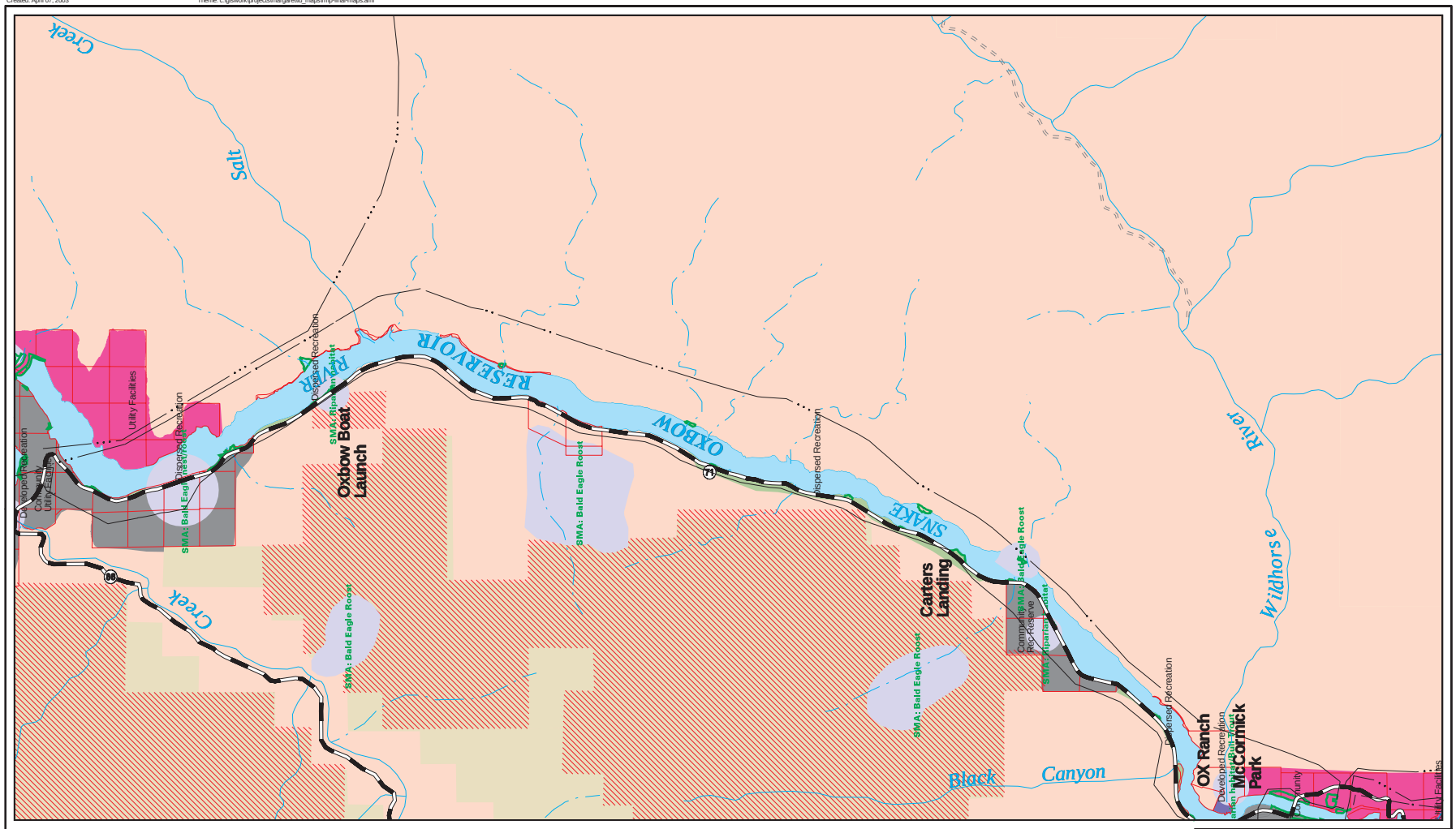

Study Area

Vicinity Map

Panel 8 of 16

IDAHO POWER
Geographic Information Services

Note: Only those panels (1,2,3,4,5,6,7,8,9,10,11,12,13) that contain thematic data are mapped

Base Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
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Thematic Features Legend

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- Developed Recreation
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HELLS CANYON PROJECT - F.E.R.C. No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan

Figure 3: Land and Water Classifications for the Planning Area

1 .5 0 MILES

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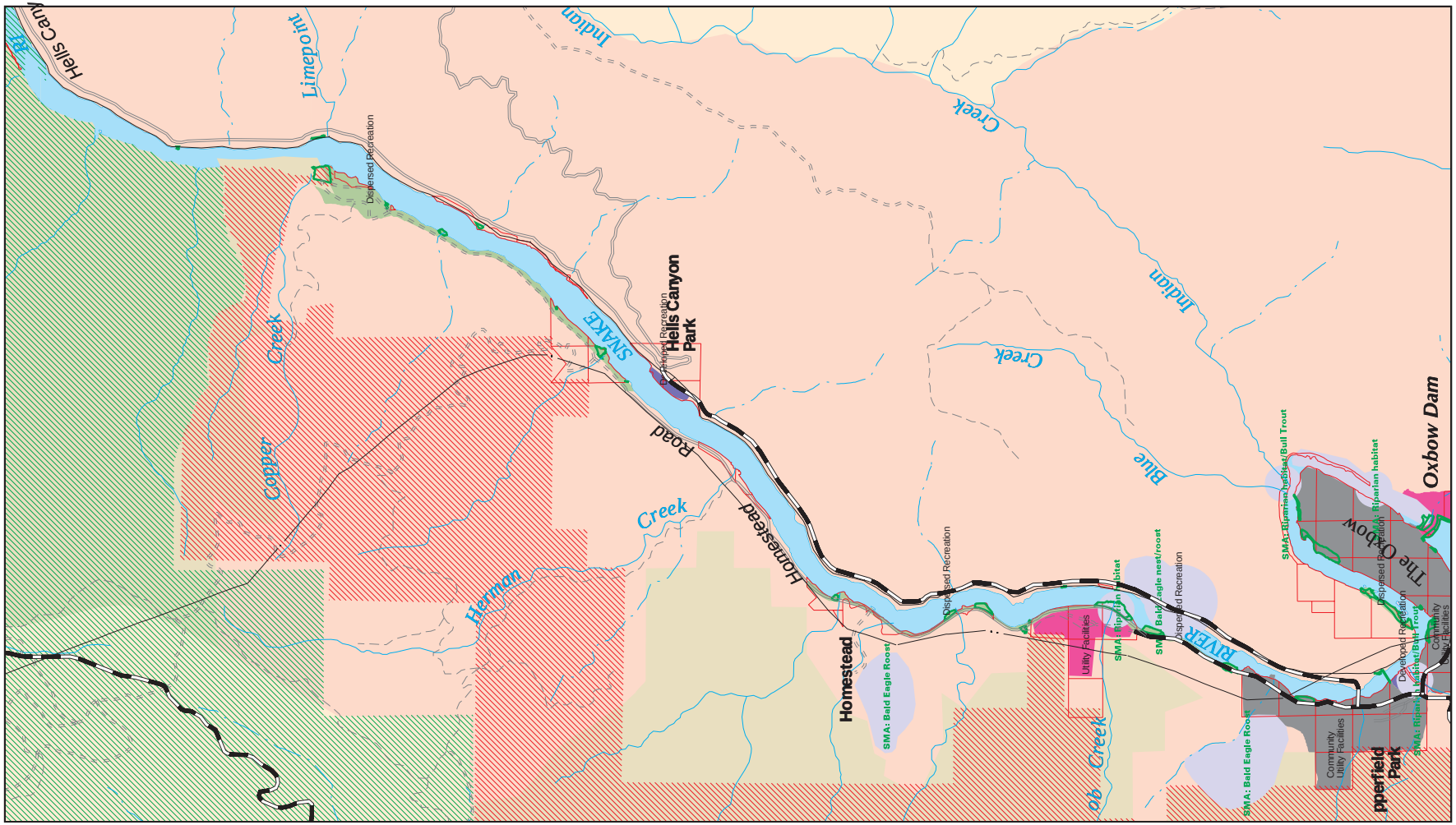

Study Area

Vicinity Map

Panel 9 of 16

Note: Only those panels (1,2,3,4,5,6,7,8,9,10,11,12,13) that contain thematic data are mapped

IDAHO POWER
Geographic Information Services

Base Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Trail
- Transmission Line
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Thematic Features Legend

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- Resource Conservation
- Resource Protection
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N

HELLS CANYON PROJECT - F.E.R.C. No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan

Figure 3: Land and Water Classifications for the Planning Area

1 .5 0 MILES

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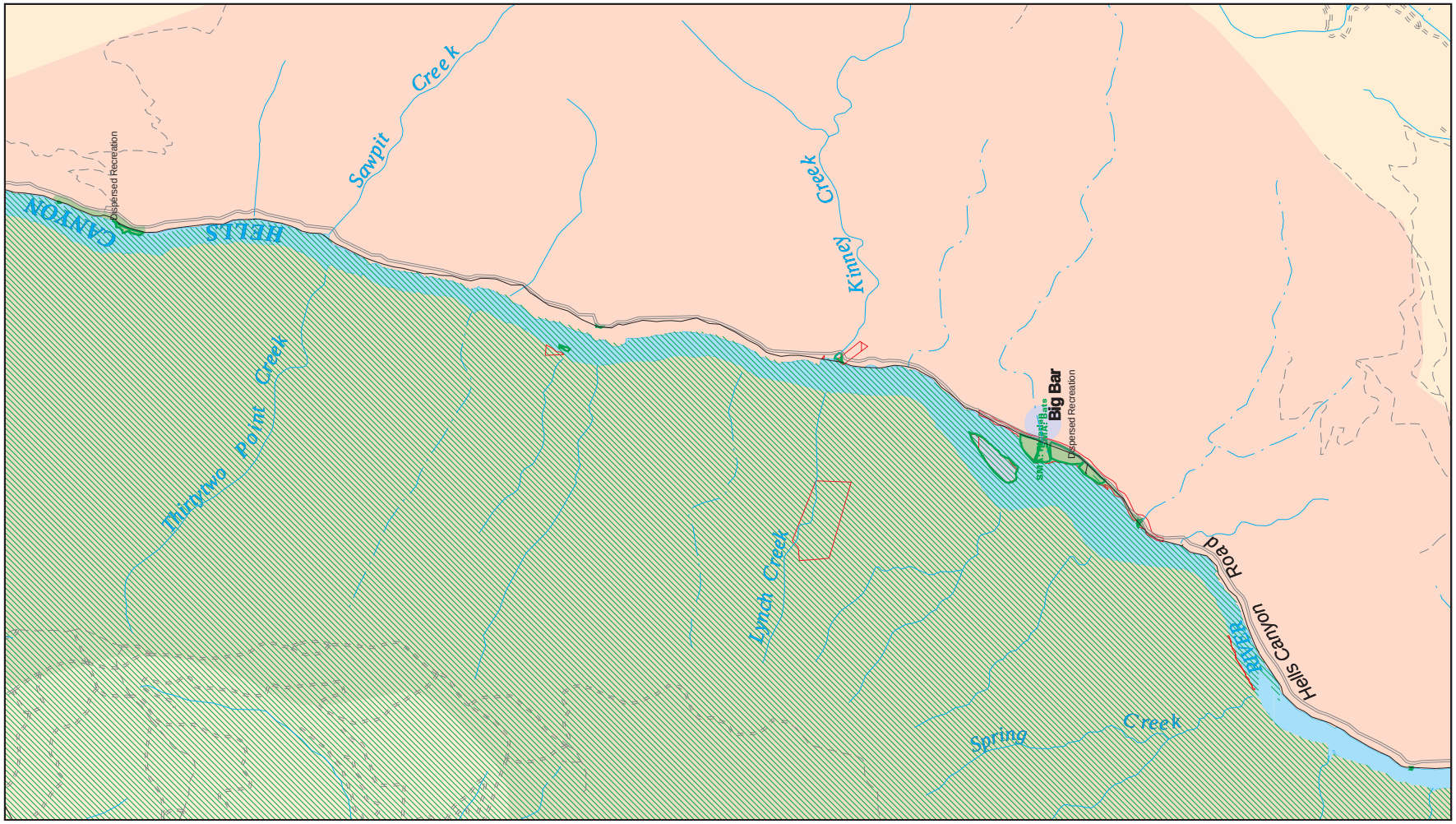

Study Area

Vicinity Map

Panel 10 of 16

Note: Only those panels (1,2,3,4,5,6,7,8,9,10,11,12,13) that contain thematic data are mapped

IDAHO POWER
Geographic Information Services

Base Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Trail
- Transmission Line
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Thematic Features Legend

- Community
- Utility Facility
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- Area of Critical Environmental Concern
- Wild & Scenic River
- Outside Planning Area
- Dispersed Recreation Site (acknowledged)
- Idaho Power-owned Lands

These designations and their accompanying policies will be applied only to Idaho Power Company-owned lands.

* Rare plant and cultural resource sites are also classified as SMAs, but are not shown on these maps.

N

HELLS CANYON PROJECT - F.E.R.C. No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan

Figure 3: Land and Water Classifications for the Planning Area

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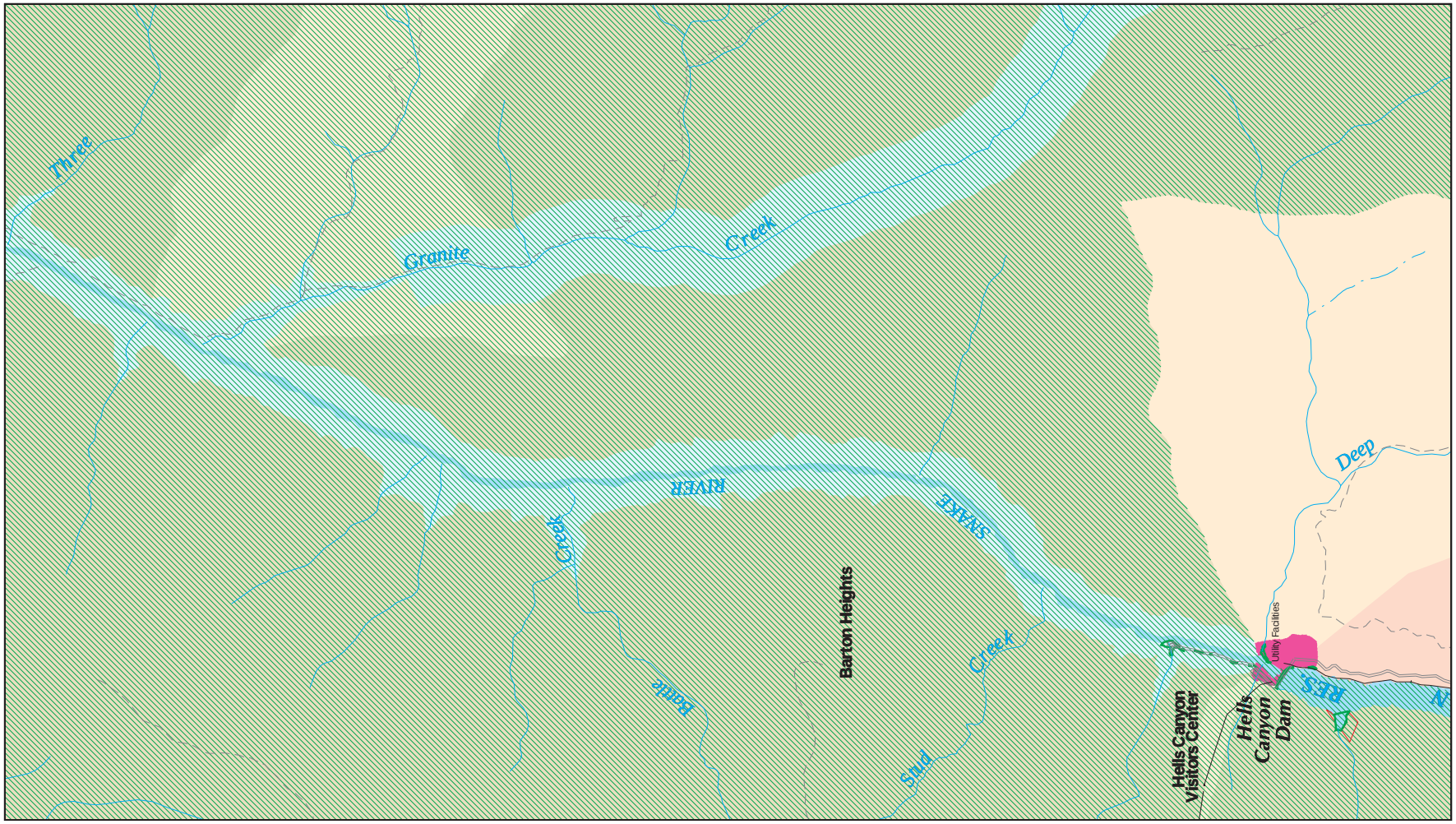

Study Area

Boise

Snake River

Vicinity Map

IDAHO POWER

Geographic Information Services

Panel 11 of 16

Note: Only those panels (1,2,3,4,5,6,7,8,9,10,11,12,13) that contain thematic data are mapped

Base Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Trail
- Transmission Line
- Perennial River or Stream
- Intermittent River or Stream
- Ditch or Canal
- Water Body

Thematic Features Legend

- Community
- Utility Facility
- Developed Recreation
- Dispersed Recreation
- Resource Conservation
- Resource Protection
- Special Management Area*
- Wilderness
- Hells Canyon National Recreation Area
- Area of Critical Environmental Concern
- Wild & Scenic River
- Outside Planning Area
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HELLS CANYON PROJECT - F.E.R.C. No. 1971

IDAHO POWER COMPANY - BOISE, IDAHO - 2002

Resource Management Plan

Figure 3: Land and Water Classifications for the Planning Area

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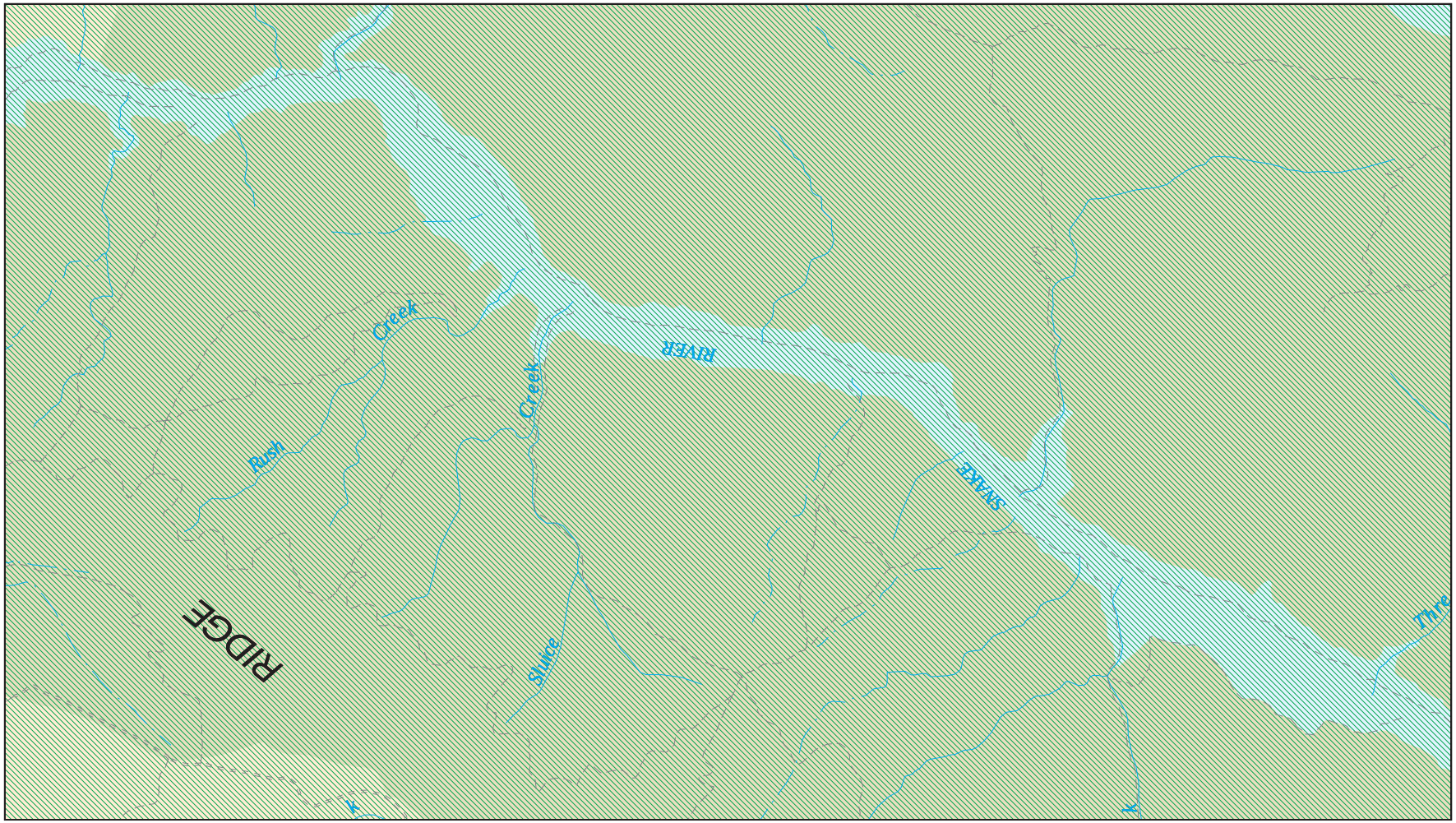

Study Area

Vicinity Map

Panel 12 of 16

Note: Only those panels (1,2,3,4,5,6,7,8,9,10,11,12,13) that contain thematic data are mapped

Geographic Information Services

Base Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Trail
- Transmission Line
- Perennial River or Stream
- Intermittent River or Stream
- Ditch or Canal
- Water Body

Thematic Features Legend

- Community
- Utility Facility
- Developed Recreation
- Dispersed Recreation
- Resource Conservation
- Resource Protection
- Special Management Area*
- Wilderness
- Hells Canyon National Recreation Area
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1 .5 0 MILES

HELLS CANYON PROJECT - F.E.R.C. No. 1971

IDAHO POWER COMPANY - BOISE, IDAHO - 2002

Resource Management Plan

Figure 3: Land and Water Classifications for the Planning Area

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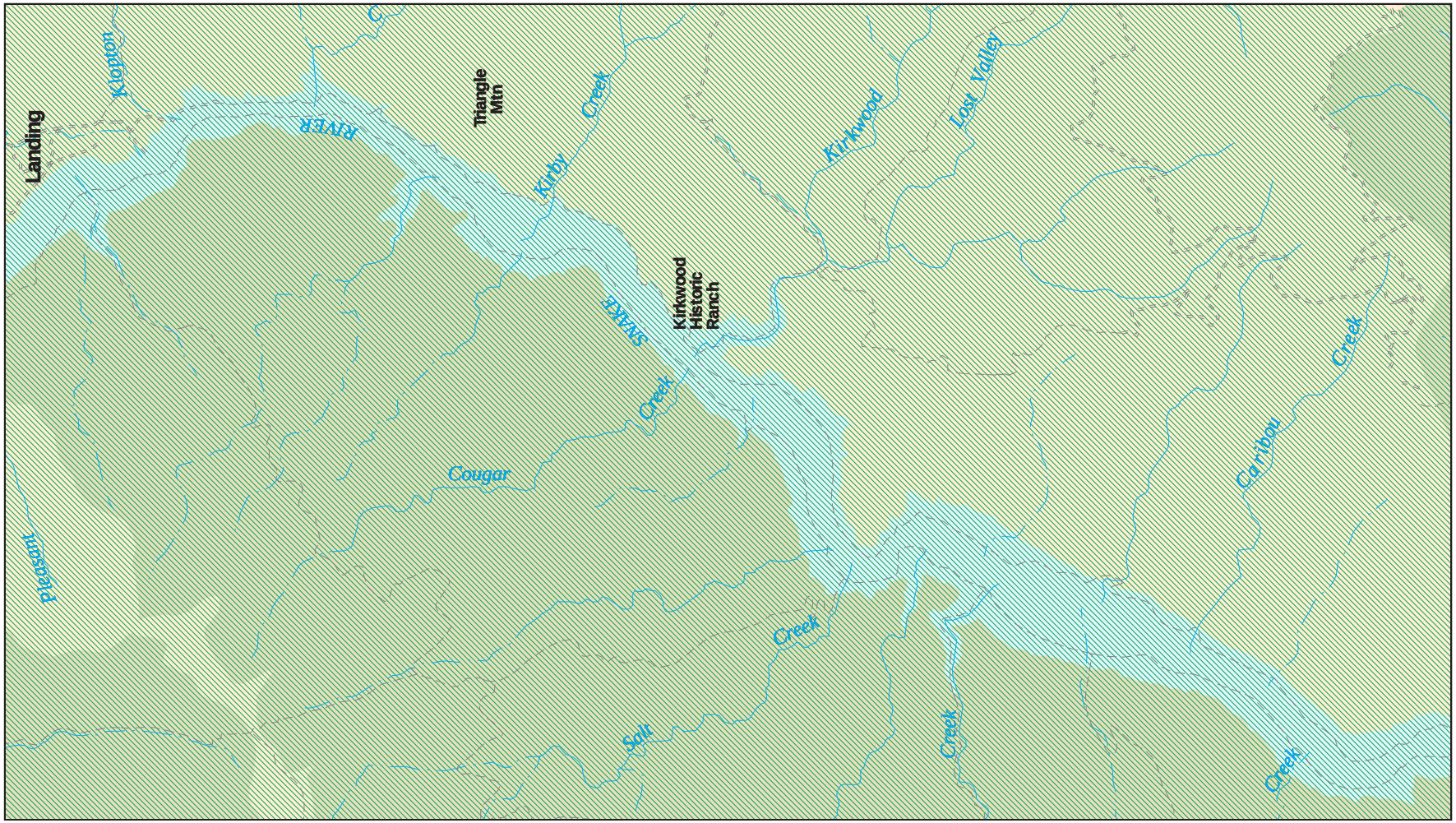

Vicinity Map

Panel 13 of 16

IDAHO POWER
Geographic Information Services

Note: Only those panels (1,2,3,4,5,6,7,8,9,10,11,12,13) that contain thematic data are mapped

Base Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Trail
- Transmission Line
- Perennial River or Stream
- Intermittent River or Stream
- Ditch or Canal
- Water Body

Thematic Features Legend

- Community
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HELLS CANYON PROJECT - F.E.R.C. No. 1971
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Resource Management Plan

Figure 3: Land and Water Classifications for the Planning Area

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Appendix 1. Hells Canyon Resource Management Planning Group Participants

The following people have participated to some extent in the development of the Hells Canyon Resource Management Plan. Inclusion on this list does not indicate regular attendance in the group or concurrence with the Draft HCRMP. These participants provided input to the plan at some point in time, and Idaho Power Company appreciates their contributions.

U.S. Forest Service—Linda McFadden, Lynn Roehm

U.S. Bureau of Land Management—Dorothy Mason, Polly Gribskov, John Martin

Idaho Department of Fish and Game—Scott Grunder

Oregon Department of Fish and Wildlife—Colleen Fagan

Idaho Department of Parks and Recreation—Mary Lucachick

National Park Service—Dan Haas

National Marine Fisheries Service—Ritchie Graves

Native American Tribes—Greg Haller, Nez Perce; Vinny Pero, Guy Dodson, Lindsey Manning, Shoshone Paiute

Non-Governmental Organizations—Errol Claire, Rocky Mountain Elk Foundation; Dick Pugh, Friends of Weiser River Trail; Sarah Denniston Eddy, Idaho Rivers United; Mike Nelson, Bev Stultz, Jim Groves, Fred Warner, Friends of Brownlee Reservoir

Local Governments—Brian Cole, Baker County, Oregon; James Grunke, Washington County (Idaho) Economic Development; Frank Stirm, Washington County, Idaho; Judy Ellis, Adams County, Idaho

Idaho Public Utilities Commission—Randy Lobb

Idaho Power Company—Allan Ansell, Dwayne Wood, Chris Randolph, Craig Jones, Gil Green, Ric Bobier, Mark Druss, Brett Dumas, Eileen Vanderpool, Brett Crow (consultant), Margaret Johnson

Recreation Resource Work Group—Mary Lucachick, Dan Haas, Linda McFadden, Dwayne Wood

Terrestrial Resource Work Group—Colleen Fagan, Dorothy Mason, Lynn Roehm, Errol Claire, Allan Ansell, Brett Dumas

Aquatics Resource Work Group—Colleen Fagan, Scott Grunder, Ritchie Graves, Chris Randolph, Greg Haller, Dorothy Mason, Vinny Pero

Cultural Resource Work Group—Susan Neitzel, Mark Druss, Lindsey Manning

Economics Resource Work Group—Brett Crow, John Martin, Greg Haller, Craig Jones

Collaborative Team—Randy Lobb, Brian Cole, James Grunke, Margaret Johnson

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Appendix 2. Hells Canyon Recreation Vision Statement, July 18, 2001.

RARWG Summary Document

ZONE 1: (USFS VISITOR INFORMATION FACILITY TO THE BOUNDARY OF THE NRA)

Vision Statement

The landscape in Zone 1 represents the power of natural forces. The physical scale and ruggedness of the canyon walls towering over the corridor of water below, create an awe-inspiring landscape that envelopes the visitor. It's a landscape that supports wildlife and vegetation of a semi-arid canyon. Bighorn sheep and mountain goats are among the species that can be observed in this area. Recreation opportunities include fishing for anadromous and resident fish, as well as whitewater boating. This landscape provided winter residence for Native American tribes and demanded strength, endurance and ingenuity of the early homesteaders. Congress recognized the special character of Hells Canyon by designating the Hells Canyon National Recreation Area (HCNRA) and the Hells Canyon Wilderness Area, portions of which lie on the Oregon side in this zone. The Forest Service Hells Canyon Creek Launch Site and Visitor Information Facility and Hells Canyon Dam form the only major activity node here. This relatively remote landscape, now enjoyed by many who recreate in and explore the area, offers a powerful experience.

The recreational experience afforded those that visit this zone will, above all, reflect and respect the character and essence of the landscape described above. The zone will retain its natural, relatively undeveloped character. Upland and riparian vegetation will be protected and enhanced toward this goal. This zone will continue to serve as a portal for the visitor to the HCNRA and the Wild and Scenic River corridor below the dam. Those visitors not proceeding into the HCNRA will, nevertheless, leave the zone impressed by its grandeur and immensity, its history, and an idea of the recreational experiences available in this area.

Findings

Upslope conditions remain natural -scenic quality, ruggedness
Rugged canyon characteristics, scenic experience
Prominent historic attributes *(e.g., Eagle Bar, Big Bar)*
Fewer people/lower frequency of contact - no major *developed* campground
Wilderness (OR) - Wilderness boundary goes to the water line
Paved road to HC Visitor Center/Destination to the HCNRA/boating/bat caves
2 largest alluvial fans *(potential for flooding, riparian development)* - developable land (Big Bar, Eagle Bar)
Rock climbing opportunities
Prime view point (Black Point)
Expect continued low fishing pressure due to narrowness of canyon
Inappropriate area for jet/water ski facilities because of narrowness, quiet wilderness transition area (support through interpretive signage)
Uncrowded, pretty, quiet
Transition to NRA
Less water fluctuation *(then Brownlee);* water is clearer/cleaner
Remote, more wilderness type experience
Access to developed and maintained Forest Service trials. Jump off area to Wilderness area (gateway)
Visitor is enveloped within, and subordinate to, the landscape
Dam - *opportunities for hydro, historic interpretation*

Mule deer data shows only low and moderate densities of deer (mostly low on Oregon side, mostly medium on Idaho side)
Most scenic area upstream of Hells Canyon Dam - aesthetic transition from developed to wilderness (both Eagle Bar and Big Bar appear to be in low density areas)

Activity nodes: 2 alternatives - (1) Big Bar (2)/Eagle Bar (3) Hells Canyon Dam and Visitors Center OR (1) Big Bar (2) Eagle Bar/Hells Canyon Dam and Visitors Center

Guidelines for recreational activities and facilities

The recreational opportunities are:

Compatible with the cultural and biophysical environment
Legal and manageable
Safe and considerate for all users

The facilities that support the use in this area should provide:

Resource protection and safety of the user
Minimal to moderate comfort and convenience in support of recreational activities
An interpretive structure that develops awareness, and appreciation (see interpretive goals)
Information for managerial requirements and recreational opportunities

The architectural elements that reflect the character of the landscape:

Dominant materials are indigenous (e.g., stone and wood)
Craftsmanship, attention to detail
Historic influence
Rustic character
Durable, functional
Minimal visual clutter
Dominant materials in rough, weathered or natural appearance
Simple in form
Fitting to topography
Compliment and/or enhance natural colors and features

The interpretive elements should:

Serve to protect resources by education
Increase awareness of geological and biophysical
Increase appreciation for cultural history
Recognize the social values and how they impact our environment

The managerial setting should:

Provide necessary control for safety and resource protection
Allow individual choice and personal experience
Set a tone of recreational welcome
Allow natural settings to be experienced

The recreational settings should vary in characterization:

To provide different experience/opportunities on the reservoir
To allow for differing site conditions
To focus or interpret the many different aspects of natural and cultural history

Note: These settings should vary from semi-primitive to rural, but the overall experience of the area should be roaded natural.

Objectives

Terminate roaded area
Provide welcome/launch to HCNRA, boating
Maintain, enhance remote feeling- visitor fits into landscape and is subordinate
Provide welcome/portal to Hells Canyon; establish as hub of the area; provide full range of activities, *experiences*

Interpretation

Landscape shapes/limits/constrains people and their activities
Native American (Big Bar)
Homesteading (Big Bar)
Hydropower (Hells Canyon Dam)
Mining, hydropower development (Eagle Bar)

Concept: Major Nodes/Minor Nodes/Points

Major Nodes:

Hells Canyon Dam / Visitors' Center and Deep Creek parking lot

Minor Nodes:

Big Bar A,B,C,D
Eagle Bar

Points and Linear Features - see matrix below

Potential PM&E Measures

In addition to the specific measures outlined in the matrix below, the RARWG is working on measures related to the following topics:

An overall signage plan for the canyon which will cover basic information on the sites, along with needed regulatory information and education and interpretive signs and kiosks.
Specific measures from the aesthetics subgroup
A plan for placement of guardrails and barriers as needed for safety
Operation and Maintenance activities and plans
Roads (maintenance and new construction)
Potential acquisition sites
Law enforcement and safety
Communications

ZONE 1 - POTENTIAL PM&E MEASURES		
	Site name	**Potential PM&E measures**
Major Nodes		

USFS	HCVC / DCP (Hells Canyon Visitor's Center and Deep Creek Parking Area	Update the previous MOU with the FS regarding the Visitor Center and amenities. Bury counter weight, Stain concrete road Darken and textures tunnel Replaced Jersey barriers Relocate stop logs Re-vegetate slopes below dam Weed control Define parking spaces at DC parking area Camouflage Stairway # 218
Minor Nodes		
USFS	EAGL (Eagle Bar)	Preliminary site plan developed by Tom South, plus suggestions from workgroup: Provide areas for the rafters Trail head on other side of road One-way loop system Define boat ramp. Provide parking for trailhead and horse trailers. Buffer area along site, 20 feet, earthen or rock berm. Vault toilet, tent areas, covered picnic shelter, dispersed RV sites. Gravel roads, re-vegetate area. Remove existing pads, slope a path down to ADA fishing area Shade trees Irrigation Potable water Docks Aesthetics - screening...
	Big Bar D (BGBD)	Improve existing boat ramp and access Improve existing boat dock and provide handicap access Develop vehicle and boat trailer parking facilities Redesign toilet to meet guidelines Upgrade toilet to meet design standards
	Big Bar C (BGBC)	Construct a developed campground of 15-20 universal sites Improve/construct access roads as needed for campground Provide toilet facilities. May need 2 double vault toilets Provide campground landscaping & vegetations suited to areas dry environment Continue to maintain and protect the historic grave site
	Big Bar B (BGBB)	Emphasis on protecting the cultural site and providing interpretation displays Protect the cultural site Protect/enhance the native trees and vegetation including planting where needed Maintain - organize/define -current dispersed camping use. Maintain or improve toilet facilities and information/interpretation displays

	Big Bar A (BGBA)	Maintain current dispersed/primitive camping emphasis Provide a new toilet facility-the nearest existing one is in section BGBB Maintain/improve access roads as needed
		The following items are to be considered as possible future amenities - if the need and demand arise - in the development of the Adaptive Management Plan for Big Bar: Expansion of drinking water, irrigation, restroom and shower facilities. Additional boat dock RV dump station Fish cleaning station Handicap accessible fishing pier Development of day use picnic area Interpretive center Concession and marina facilities Small rustic rental cabins
Points		
A Point is a location with a single recreation activity. The Points will remain in their current single recreation-use condition with minimal resource protection and other measures as noted below.		
USFS	BLPT (Black Point)	Replace Jersey barriers (aesthetics) I&E Assess pole and guide wire (aesthetics)
USFS / IPC	KNYC (Kinney Creek Trailhead)	Improve parking for 2-4 vehicles I & E plans Safety signs: speed limit, approach, entrance, directional, etc. Consider additional parking on non-reservoir side of the road
USFS	ALSC (Allison Creek Trailhead)	Improve parking for 2-4 vehicles Interrp / info kiosk Site signs (speed limit, approach, entrance, directional, etc.)
USFS	EKLC (Eckels Creek Dispersed site)	Develop site plan for universal camping site(s) Improve parking for 2-4 vehicles Safety site signs (speed limit, approach, entrance, directional, etc.) Protect vegetation Look at shoreline and the privately maintained dock that now exists
Linear Features and misc. areas		
USFS	Allison Creek Trail # 514	3 trail bridges 0.5 miles of trail relocation
USFS	Midslope Trail #222	Major reconstruct of upper 4 miles of trail (Grassy Ridge)
USFS	Kinney Creek Trail #221	Trail reconstruction of 3.2 miles (Grassy Ridge area)
	Deep Creek Trail #219	4 trail bridges 1 trailhead sign Trail reconstruction as needed

USFS	Eckels Creek Trail #223	3 trial bridges Trail route reassurance signing Trailhead signs at reservoir end and at Lynes Saddle) 1 mile trail reconstruction
USFS	Eckels CR-Kinney CR Trail #222 Linear/Other	3 miles trail tread reconstruction 3 trail bridges
USFS	Hailey Ridge #220	Reconstruct lower 1.5 miles of trail
USFS	Redfish Cave Trail #513	Obliterate trail to discourage access to cave, for cave and bat protection
USFS	Lime Point Trail #224	Major trail reconstruction 5.0 miles
USFS	Reservoir Trail 1890	Paint guardrail sections along trail Remove 4 pit toilets located close to shore, along trail Monitor and repair sections of trail damaged by wave action, primarily the portion from Copper Creek to Spring Creek, about 3 miles

ZONE 2 - NRA BOUNDARY TO UPPER END BROWNLEE CREEK ARM

Vision Statement - Zone 2

Numerous man-made facilities lie within Zone 2, including hydroelectric facilities, transmission lines, residential homes and recreational developments. Oxbow and Brownlee Dams are located here, and the majority of recreation use in the Hells Canyon Complex occurs within the zone. The following four highly developed recreation facilities are in Zone 2: Hells Canyon Park, Copperfield Park, McCormick Park, and Woodhead Park. Two of the four major access points into the Hells Canyon Complex enter into this zone. Numerous dispersed camping areas, most of which are in Oregon and are accessible by vehicle, are also popular with visitors. In contrast to the major recreation sites and vehicular-accessed dispersed sites is the roadless area on the Idaho side between McCormick Park and Oxbow Dam where little activity occurs.

From upstream at Upper Brownlee Arm to downstream at Copper Creek, the landscape changes substantially from high rolling hillsides to a ruggedness characterized by rock outcrops and steeper slopes. Within this zone a visitor can gain a sampling of the various landscapes and recreational experiences within the entire canyon.

The recreational experience afforded visitors in Zone 2 will continue to recognize and sustain the existing urban and rural settings within this area. The zone will also continue to serve as a major portal to and activity center of the canyon. Services to meet recreation user needs will be encouraged and provided within and near the zone in order to focus higher intensity recreation where it now occurs. Opportunities may be allowed in these major nodes for concessionaires to provide goods and services, although special use permits to allow such concessions would need to be reviewed on a case-by-case basis. To sustain the recreational experience enjoyed in this area actions will be taken to: protect the riparian vegetation in and near the dispersed camping and fishing sites; provide appropriate levels of law enforcement for visitor safety and regulatory compliance; provide a choice of camping experiences, including inexpensive alternatives; develop and implement a sanitation and litter management plan; and enhance amenities and services at existing developed campgrounds.

Findings:

Subzone - Hells Canyon - NRA Boundary to bridge at Oxbow Village

Lower level of development (no institutional/industrial development) rural to primitive in character
Fully roaded on both Idaho and Oregon sides
Residential development in Homestead area and north of Oxbow Village
Major park- Hells Canyon
Developable land - numerous dispersed sites (Oregon)
Much flat land on Oregon side
Access to canyon from Hess Road (OR) and Kleinschmidt Grade (ID) - (relatively minor use)
IPC air strip on Oregon side
Substantial historic value (Homestead area)
Multi-generational accessible/opportunities
Destination recreation point (campgrounds)
Jump off to wilderness area (Hess road, Copper Creek)
Major activity nodes - Hells Canyon Park
Minor activity nodes - Homestead, BOB and West complex, north end of Oxbow Village

Findings:

Subzone - Hells Canyon - NRA Boundary to bridge at Oxbow Village

Lower level of development (no institutional/industrial development) rural to primitive in character
Fully roaded on both Idaho and Oregon sides
Residential development in Homestead area and north of Oxbow Village
Major park - Hells Canyon
Developable land - numerous dispersed sites (Oregon)
Much flat land on Oregon side
Access to canyon from Hess Road (OR) and Kleinschmidt Grade (ID) - (relatively minor use)
IPC air strip on Oregon side
Substantial historic value (Homestead area)
Multi-generational accessible/opportunities
Destination recreation point (campgrounds)
Jump off to wilderness area (Hess road, Copper Creek)
Minor activity nodes - Homestead, BOB and West complex, north end of Oxbow Village

Subzone - Oxbow/Brownlee - Bridge at Oxbow Village to upper end Brownlee Creek Arm

Major access from Oregon and Idaho
"The Hub" Oregon access is scenic byway
Oxbow Village and adjoining dam and plant facilities are major settlement. This is the "real Hub", with major access points intersecting here
"Tourist Center"
Brownlee Village is additional small settlement
Three major parks -Copperfield, McCormick, Woodhead
Oregon side mostly roaded, Idaho side mostly unroaded
Transition in topography occurs near Brownlee Dam (narrower canyon on Oxbow Reservoir, broadening substantially approaching Brownlee Dam)
Hot Springs (ID)
Trailer Park (developable)
Tailwater below Brownlee Dam - unique fishery
Unique bass fishery - slot limit
Brownlee Reservoir fluctuations
Relatively few dispersed sites

Adjacent to Andrus Wildlife Management Area
Only major boat ramp on north end of Brownlee Reservoir
Only usable boat ramp on Brownlee during extreme low water levels
Major activity nodes - Oxbow Village and hydroelectric facilities, Brownlee Village, McCormick Park, Woodhead Park
Minor activity nodes - Oxbow boat ramp/Carters Landing area
Mule deer densities - Idaho side; moderate to low at Oxbow Village/facilities area, high just south of the oxbow to just north of McCormick Park, moderate McCormick Park to Brownlee Dam, high Brownlee Dam to Brownlee Arm, except for thin line of low density between road and reservoir. Oregon side; moderate Oxbow Village to Brownlee Village, low Brownlee Village to Brownlee Dam, moderate Brownlee Dam to Upper Brownlee Arm.

Objectives

Woodhead and Hewitt/Holcomb have somewhat similar functions of portals
Woodhead is portal to Brownlee, Oxbow Village is portal to Hells Canyon Oxbow Village - should have community feeling (currently feels like company facility)
Portal/welcome center concept
Developed recreation, information, interpretive facilities should be focused in this zone

Interpretation

Hydropower zone (primary zone for interpretation)
Mining
Homesteading (Oxbow Homestead)
Native American

Concept: Major Node/Minor Node

Major Nodes:
Hells Canyon Park
Oxbow Village / Copperfield and facilities (northern boundary Copperfield boat ramp / Oxbow to and including Oxbow Dam)
Brownlee/McCormick area (Brownlee / McCormick Park upstream to and including Brownlee Dam
Woodhead Park

Minor Nodes:
TRHD - Trailhead (Copper Creek)
BOBA/ BOBB / BOBC- Bobs A,B,C
WEST - Westfall
OXBL - Oxbow boat launch
CART - Carter's Landing (including Old Carters)
AIRA / AIRB Airstrip A&B

Points and Linear Features: see matrix

IPC	Hells Canyon Park	Preliminary Site Plan developed by Tom South with the following additions from aesthetics subgroup: Redesgin to meet standards and guides Screen caretakers house Change facade of toilet building Remove or modify fence Expand site plan to include east side of road
IPC	Oxbow Village / Copperfield Park	Aesthetics subgroup: Develop overall improvement plan to minimize contrast and road cuts, imp and mitigate aesthetic impact of fences and spillway. Develop standards and guides for building design
IPC	CPBL (Copperfield Boat Launch) Include in Oxbow/Copperfield Major Node	Site plan for day use, moorage and docks I&E Overall aesthetic improvement plan for area including minimizing contrast Minimize road cuts Improve chain link fence Mitigate the impact of spillway Standards and guides for building design
IPC	MCMK (McCormick Park) Brownlee area	Preliminary Site Plan developed by Tom South with the following additions suggested: Expand the site plan to include improvement to the entrance to the park and the parking lot (Rehabilitated entry to its natural state, an unfinished area.) Oxbow bridge to dam: Reconstruct rock cage Develop and implement a plan to clean up the dam yard. From Tom South (get updated in for from Dwayne) Talked to maintenance- 34 spurs are there now-want better defined spurs, day use area. Did a couple of concepts-entrance with parking and a kiosk. Left the rest room in the same place for reasons of the flood issue. Single loop for RVs with a spur off main loop for tents. 25 RV spaces will be provided. Defining boat parking area and day use area; 26 boat trailer parking with some overflow area. Want separation from road, biggest concern is the septic system. The second concept will have more defined sites, tent area with vegetation and low rail fencing between the areas for privacy. The rest remains the same, bridge for day use area.
	WDHD - Woodhead Park	Modify aesthetics of the facility during its regular maintenance cycle to meet design standards

MINOR NODES		
BLM	TRHD (Trailhead Site - Copper Creek)	Develop site plan for overnight and day use. (Define 10-14 universal camping sites) Partner with agencies to implement the plan and O&M activities.
IPC IPC BLM	BOB - all BOBA (Bob Creek Section A) BOBB (Bob Creek Section B) BOBC (Bob Creek Section C)	Develop site plan for overnight and day use. (Define 8-12 universal camping sites) Partner with agencies to implement the plan and O&M Upstream 2/3 will be day use only to maintain the natural setting. Protect terrestrial resources Define shoreline for day use swimming area between BOB B & C Eliminate boat launching in swim area Define 8-12 universal camping sites for improved recreation experience, efficient use of space, and resource protection.
BLM	WEST (Westfall Creek)	Develop site plan for overnight and day use. (Define 5 - 8 universal camping sites) Partner with agencies to implement the plan and O&M.
BLM	OXBL (Oxbow Boat Launch)	Develop day-use site plan Aesthetics - design standards and guides
BLM	CART (Carter's Landing, including Olds Carter's Landing)	Preliminary Site Plan developed by Tom South with addition of Old Carters Landing.
BLM IPC	AIRA&B (Airstrip Section A &B)	Develop site plan for overnight and day use. (Define 5 - 6 universal camping sites) Partner with agencies to implement the plan and O&M. Possibility of removing or blocking access to some unimproved ramps.
Points **A Point is a location with a single recreation activity. The Points will remain in their current single recreation-use condition with minimal resource protection and other measures as noted below.**		
Private	HOLB (Holbrook Creek Section B)	
Private	HOLA (Holbrook Creek Section A)	
IPC	HOME (Homestead Site)	
	AHCL (Across From Hells Canyon Park Boat Launch	
IPC	BALL (Ballard Creek	
IPC	SXTW Sixteen West)	

BLM	ASHB (Ashby Creek	
	Kleinschmidt Grade View Point	Establish viewpoint I&E
BLM	BHCB Below Hells Canyon Bridge)	
Oregon	HCBG Hells Canyon Bridge)	
IPC	FLUX Water Fluctuation Site	
IPC	CHKR Chuckar Site	
BLM	TRPA (Trailer Park Section A	
BLM	TRPB (Trailer Park Section B	
BLM	TRPC (Trailer Park Section C)	
BLM	CATE Catfish Eddy)	
BLM	BLOB (Below Oxbow Bridge)	
BLM	AOXB (Above Oxbow Bridge)	
IPC	OXBG Oxbow Bride)	
IPC	GRVL Gravel Pile Site)	
IPC	TREE (Tree Site)	
	DEND (Dead End Site)	
	GROX (Gene Ralston's Oxbow Site	
IPC	DEAD (Dead Man Site	
IPC	CTWD (Cottonwood Creek	
PRIVATE	HOTS (Oxbow Hot Springs)	
PRIVATE	SUMM Summer Creek	Possible acquisition - add moorage
BLM	WILS (Williamson Creek)	Moorage for boating and camping
BLM	HCBI (Huckleberry Island)	
BLM	REPT Reflection Point	
BLM	AOCV (Angry Otter Cove)	
BLM	BICA (Boat In Camping Area Section A)	Alternative for Summer and Willimason
BLM	BICB (Boat In Camping Area Section B)	
BLM	BIGH (Bighorn Viewing Area)	
BLM	BLCA (Black Canyon Section A)	
BLM	BLCB (Black Canyon Section B)	
IPC	DUKES Creek	
BLM/IPC	NETA	
	HCAP	
	DUKI	
	BGCH	
	BROWNLEE CREEK ARM	
	PNKB	

Linear Features and misc. areas		
	Lake Fork Campground	
	N. Pine Creek-dispersed sites	
	N. Pine Creek -rest stop	
	I&E Facility at Halfway	
	Brownlee Summit- I&E facility	

ZONE 3 - UPPER BROWNLEE ARM TO JUST NORTH OF SWEDE'S LANDING

Vision Statement

Zone 3 is primarily roadless and thus accessed only by boat. The landscape is steep and rocky. The area is primarily used by anglers, with minor use for picnicking, hunting, sight-seeing, camping and water skiing.

The recreational experience afforded visitors to Zone 3 will be consistent with its current unroaded status, continuing to provide opportunities for solitude. The area will be maintained as it presently exists, offering isolation and privacy for boaters. Sanitation facilities may be needed at more heavily used boat-in sites in the future as use increases to protect natural resources and the recreational experience. Riparian vegetation will be protected.

Findings:

Unroaded
Boat-in camping
Undeveloped, self-discovery area with opportunities for solitude
Water-based transportation corridor
Remote - primitive - open - uninhabited
Reservoir fluctuations
Major tributary access
Floating fishing shacks
Great views from summit
Mule deer density: Idaho side - high Brownlee Arm to Cottonwood Creek; low Cottonwood Creek to confluence with Powder River; moderate for remainder. Oregon side - moderate to Powder River; high for remainder.

Objectives:

Ensure solitude
Provide dispersed recreation
Fishing docks with shacks detract from natural reservoir appearance (docks level with water do not alter line, form of view)

Concept: Reach

Major: none
Minor: none
Points: below

Points **A Point is a location with a single recreation activity. The Points will remain in their current single recreation-use condition with minimal resource protection and other measures as noted below.**		
	PWPT -	
	STUR -	
	LICK -	
	SHEP - Sheep	

ZONE 4 - POWDER RIVER

Vision Statement

Zone 4 is predominantly unroaded. Road access is limited to two points, one of which is private (Sag Road). The other public access point terminates at the existing activity node of the zone (Hewitt and Holcomb Parks), located at its western end. Therefore, nearly all recreational activity that occurs in the zone is either at the parks or via boat. The warm water fishery in the reservoir is the primary recreational draw, along with other boating activities. Substantial reservoir drawdowns in the later summer season usually makes the boat ramps at the parks unusable and eliminates boating opportunities.

Public access to the parks in this zone is one of three paved access points into the canyon from the Oregon side. This highway receives heavy use by the local communities of Baker City and Richland, as well as the region. The parks are maintained by Baker County, and this zone serves as a community recreation area.

The landscape in Zone 4 varies substantially; the relatively flat river valley at the west end of the area in rural agricultural use and developed parks, indicates human occupation. Substantial amounts of private land ownership occur here, interspersed with areas of public lands. In the privately owned flatter areas, a number of docks and fishing "huts" have been constructed. The remainder of the area is steep hillside in natural vegetation, with very limited sites available for recreation. The reservoir is narrow and the shoreline is generally shadowed by the steep hillsides.

The recreational experience afforded people in Zone 4 will concentrate land-based activity and boating access at Hewitt and Holcomb Parks. Facilities will be provided to accommodate a variety of recreational activities. Improvements will be needed at the parks to achieve this vision and will incorporate wildlife habitat enhancement along with recreation improvements. The remainder of the zone will be maintained for semi-primitive, recreation that will protect the natural environment. Riparian vegetation will be protected. Low impact practices will be encouraged, trash and sanitation will be managed, and the existing aesthetics of the area will be improved.

Findings:

Main access from Oregon communities, *particularly Baker, Richland*
County parks/ Hewitt and Holcomb
Good fishing when populations of crappie and bass are strong
Must have Oregon license to fish Powder River
High fishing use by minorities
Municipal dependency on Brownlee recreation
Fluctuation of reservoir affects use and fishing
Roaded, developed (agriculture) area
High density mule deer area; important migration corridor
Private land, cattle grazing, private docks

Objectives:

Enhance feeling of community backyard; more private, intimate area then remainder of Brownlee

Provide welcome/portal to Brownlee

Broaden recreational activities to provide alternatives to boating, fishing, swimming, picnicking

Interpretation:

Powder River Valley
Homesteading
Agriculture

Concept: Nodes/ Reaches

Major:

- Holcomb Park
- Hewitt Park

Minor: none

Points:
SAGR

Major	**Hewitt / Holcomb**	Develop site plan in cooperation with Baker County
Point	***SAGR***	

ZONE 5 - SWEDE'S LANDING TO BURNT RIVER

Vision Statement

The landscape in Zone 5 is considerably broader than that of the areas downstream. Areas of flat or gently sloping lands adjacent to the reservoir give way to steeper slopes of the hills. Considerable private land exists in this zone on which a number of residences and other structures have been constructed. Some of these structures are poorly maintained, which along with power lines, gravel piles, weeds and trash and other remnants of recreation use result in less than desirable visual conditions. The Snake River Road on the **Oregon side closely parallels the reservoir throughout** the zone. Although well maintained by

Baker County, the road's gravel surface and relatively narrow width is a limiting factor to the type and amount of recreational use. The Idaho side of the reservoir is predominantly unroaded.

Fishing for crappie, bass and catfish is the major recreational pursuit in this zone as in others on Brownlee Reservoir. Few lands open to the public provide any shade, and in the heat of summer this area offers little attraction for land-based activities. During the recreation season when the pool is stable, many anglers park and camp along the shoulder of the road, in various dispersed sites adjacent to the road, and in the two developed recreation facilities of the zone (Spring Rec on the Oregon side and Steck Park on the Idaho side). In years with substantial pool drawdown (40 to 100 feet), recreational use is much lower in this zone. The upstream end of the reach has some navigability constraints; the downstream end has no such constraints, and is therefore generally more desirable for boating when the pool is at accessible elevations.

The recreational experience provided in Zone 5 will be primarily for boating, fishing and hunting. The two developed recreation facilities will provide a range of amenities focused on camping, fishing and boating. A boat launch site that would provide an alternative to Hewitt and Holcomb Park ramps when the pool becomes inaccessible there might be located in this zone. Dispersed recreation sites will be improved only to protect and enhance natural resources. Design controls will define use areas and protect vegetation; trash and sanitation will be managed; shade trees will enhance habitat and provide greater comfort to users.

Findings:

Improved road (OR); Unimproved gravel road (ID)
Road access to great views
Catfishing opportunities
High level private ownership; homes, docks
Swede's Landing, Mountain Man Resort (closed)
Potential alternative area to Hewitt/Halcomb boat access
Wide valley
Subject to reservoir fluctuations *(less than on Powder River)*
Numerous dispersed recreation sites
Railroads/trestle
Spring Rec/Steck Park development potential
Interpretive opportunities (Connor Creek, Baker Fruit Ranch)
Important to community (Huntington)
Community use of road between Richland and elsewhere
Fishing primary use - few other amenities
Low density area for mule deer

Concept: Nodes/ Reaches

Major:

Spring Recreation Site
Steck Park

Minor:

Swede's Landing
RAL A&B

Points:

CNCV
MGDP
LDCC
MTMN
CONN
HOPE
HIBB
MORG
ROCK
BAYR
IBXA
IBXB
AFCC
MILL
SFAN
PICH
AROC
BROC
CROC
KEYA
KEYB
KEYC
KEYD
KFAN

Nodes: Swede's Landing, Spring Rec, Steck Park

BLM	Swedes Landing	Pursue more suitable location for a boat ramp in this vicinity (may need private land acquisition).
	Site plan Potential boat ram	Acquire road access and upgrade to passable: Steck Park to Rock Creek.
	6-8 sites	Acquire easements for developing a motorized trail system for Rock Creek to Trail Creek for ATV's and motorcycles OHV's .
		Acquire rx abandonment (bike trail) future possibility (pending abandonment) runs entire length of zone 6.
		Acquire road access and upgrade to passable: Steck Park to Rock Creek.
		acquisition at Kevin's Alluvial Fan
		Acquire scattered parcels near Snake River boat launch (for future dispersed rec sites near COBB raids ID side of river.
		Access road improvements and maintenance.
		Kiosk posters and area maps
		Interpretative displays
		Day use picnic ads and tables
		Connecting trail from campground to boat launch.
		Shade cabana at host site
		Upgrade to full hook-ups for 50-75% of sites, develop amphitheatre.
	Spring Rec.	Develop site plan

	RAL A&B	Guidelines for use- management plan
	KFAN	Access road improvements Toilets I&E Weeds
	JFAN	

Objectives:

Maintain, enhance as Huntington's backyard Anticipate, accommodate local fishing use

Interpretation:

Railroads
Agriculture and Robinette - produce for the mines (relate to railroads)

Evaluate Swede's Landing as alternative boat ramp/camping area for Richland/Baker
Steck Park is multi-purpose facility serving Weiser area

ZONE 6 - BURNT RIVER TO HEADWATERS OF BROWNLEE RESERVOIR

Vision Statement

The Snake River in Zone 6 runs through relatively level agricultural lands and rolling hills. The gentler landscape has encouraged substantial human use going back 7000 years or more. Native American peoples traveled to Cobb Rapids for salmon fishing and hunted in the nearby hills. A section of the Oregon Trail passes through the reach, where the pioneers left the river at Farewell Bend and headed westward. The transportation route they established is now Interstate 84, which carries thousands of people through the area each day. Motorists often stop at Farewell Bend State Park for a break from their travel. A number of facilities and services for the traveler are available at Farewell Bend today.

Improved roads serve land along both sides of the river. Visitors passing through the area and local residents are the primary recreation users. While bank fishing remains important in this reach, many other varied activities are enjoyed including camping, fishing, birding and wildlife observation, and OHV riding in the Weiser Dunes. Waterfowl is prevalent in the strips of riparian vegetation along the river corridor. Several commercial camping and recreation facilities operate on the Oregon side in this reach, and Weiser Dunes, a BLM site, lies on the Idaho side. Several dispersed sites occur, primarily on the Oregon side of the river.

The recreational experience afforded the visitor in Zone 6 will provide rest and recreation for the traveler and a variety of recreation opportunities for local residents. The existing rural, pastoral characteristics of the area will be maintained. Farewell Bend State Park will continue to serve as the primary destination in the zone for travelers, while dispersed recreation areas will continue to provide a less developed experience for local area residents. The privately owned Snake River and Oasis RV parks will continue to provide highly developed camping alternatives. Riparian vegetation, as well as other resources, will be protected and OHV use will be maintained on the trails.

Findings:

Major freeway access (connects area to regional commerce/activities, rather than just local)
Improved roads on both sides
Major park - Farewell Bend State (OR) Park
Important location on Oregon Trail - historic sites
Two privately owned campgrounds
Weiser sand dunes (OHV area)
Hotel, truck stop, convenience store
Transition to riverine
Mule deer density moderate below Burnt River; low elsewhere
Railroad tracks - line on Idaho side; main UP line parallels freeway (OR)
Bank fishing - catfish
Waterfowl - wetlands
Agriculture
Grazing/winter feed lots
Feeling is rural/settled, not remote
Navigation concerns/reservoir fluctuations
Many varied uses in this zone (travelers passing through area use it, as well as locals, regional population
River is an "accessory" here, not reason for visiting
Transportation corridor (interstate, highways, trains)

Major:

Farewell Bend State Park
- Interpretation of the draw down
- Improve appearance of floating pump

Snake River RV Park and Oasis Park
- Allow for status quo

Minor:

Weiser Dunes
Cobb A & B
- Private, potential acquisition

OASC
- Site Plan to include both sides of the road
- Foot trail

Points:

CRPC
NADT
UNNA
DUNB Dune A and B
BRCH
COLE
TURN
SQEK

	Weiser Dunes Minor	Develop site as an OHV Play Area, include camping and other facilities via BLM's master plan. Acquire small private parcels upriver of site. Secure matching grants where possible. BLM is currently working on plan, should be ready by Summer 2002 Weed control
		Steck Road upgrade- BST (Bituminous Surface Treatment) blacktop surface. County is currently looking for partnerships and matching grants.
	Linear and Points	

Concept: Nodes/Reaches

Nodes: Farewell Bend, Weiser Dunes, Snake River RV Park and Oasis Park

Objectives:

Enhance the feeling of this area as a transition to the rural/agricultural area
Strengthen the concept of the area for travelers' rest
Emphasize multiple recreation uses in the area
Boating hazards - need to contribute to boating safety

Interpretation:

Oregon Trail (a subset of Transportation)
Transportation (address how landscape shapes human use)

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April 2, 2003

Zone 5

CONN
FOXA
FOXB
FOXC
HORE
HIBB
MORG
PVTA
PVTB
BGRK
KLDR
MRBO
PVTC
BAYR
SFAN
IBXA
IBXB
AFCC
MILL
UFCC
RALA
RALB
PICH
JFAN
AROC
KEYA
BROC
KEYB
KEYC
CROC
KEYD
KFAN
GRED
STNR
GVOL
BRNT
ROCK
TRCV
WOLF
BROWNLEE RES.
Sumac Creek
Wolf Creek
Trail Creek
Hibbard Creek
Morgan Creek
Horse Bay
Rock Creek
Creek
SNAKE RIVER
Snake River Road
Spring Rec. Site
Steck Rec. Site
Olds Ferry Road
Burnt River
Grouse Creek
Lime
Huntington
Farewell Bend
NADT
DUNE
DUNA
DUNB
BRCH
HOFI
TURN
SQEK
COLE
COIA
COIB
COBA
COBB
OAIA
OAIB
OAIC
OASC
Oasis
Snake River R.V. Park
POIA
POIB
Porter Island
Darrows Island
Huffman Island
Westlake Island
McRea Island
Weiser Warm Spring
84
201

Zone 6

Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Streams
- County
- Transmission Lines
- Lakes and Reservoirs
- Major Node
- Minor Node
- Points
- Hells Canyon National Recreation Area

Vicinity Map

WASHINGTON
OREGON
IDAHO

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Hells Canyon Hydroelectric Project - FERC No. 1971
Hells Canyon Resource Management Plan
Appendix 2
Figure 2-1
Recreation Vision Statement
(Panel 1 of 4)

0 0.5 1 2 3 4 Miles

Scale = 1:100,000

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April 2, 2003

Zone 4

Zone 3

Zone 5

Richland

Holcomb Park

Hewitt Park

Woodhead Park

SAGR

MPNI

TGCV

CCCV

FCCV

RCCV

PNKB

BDCV

NETA

BGCH

DUKI

DUKE

BRDE

FXSB

STUR

LICK

SHEP

PDCV

SWLD

CNCV

MGDP

LDCC

MTMN

CONN

Mountain Man Resort

BROWNLEE RES.

SNAKE RIVER

Powder River Arm

Posy Valley

Fossil Gulch

Ditch Creek

Hollow Long

Jackson Gulch

Sturgill Creek

Sheep Creek

Quicksand Creek

Canyon Creek

Soda Creek

Big Deacon Creek

Raft Creek

Dennett Creek

Douglas Creek

Connor Creek

Cottonwood Creek

Brownlee Creek

West Creek

Middle Creek

Dukes

Boa

Daly

86

71

Vicinity Map

WASHINGTON

OREGON

IDAHO

Features Legend

Primary Route

Secondary Route

Light Duty Road

Unimproved Road

Streams

County

Transmission Lines

Lakes and Reservoirs

Major Node

Minor Node

Points

Hells Canyon National Recreation Area

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Hells Canyon Resource Management Plan

Appendix 2

Figure 2-1

Recreation Vision Statement (Panel 2 of 4)

0 0.5 1 2 3 4 Miles

Scale = 1:100,086

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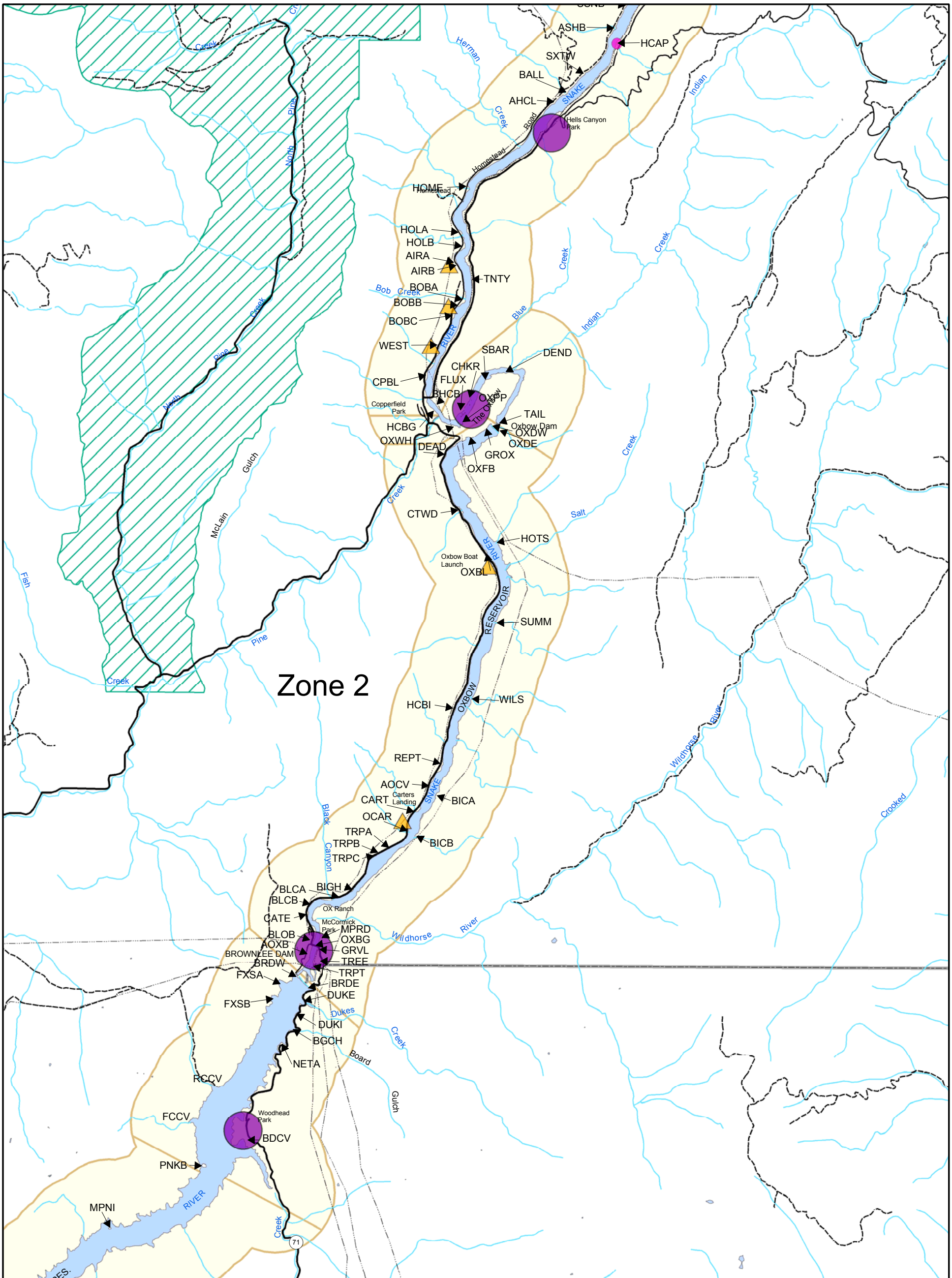
April 2, 2003



Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Streams
- County
- Transmission Lines
- Lakes and Reservoirs
- Major Node
- Minor Node
- Points
- Hells Canyon National Recreation Area

Vicinity Map

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Hells Canyon Resource Management Plan
Appendix 2
Figure 2-1

Recreation Vision Statement
(Panel 3 of 4)

0 0.5 1 2 3 4 Miles

Scale = 1:100,086

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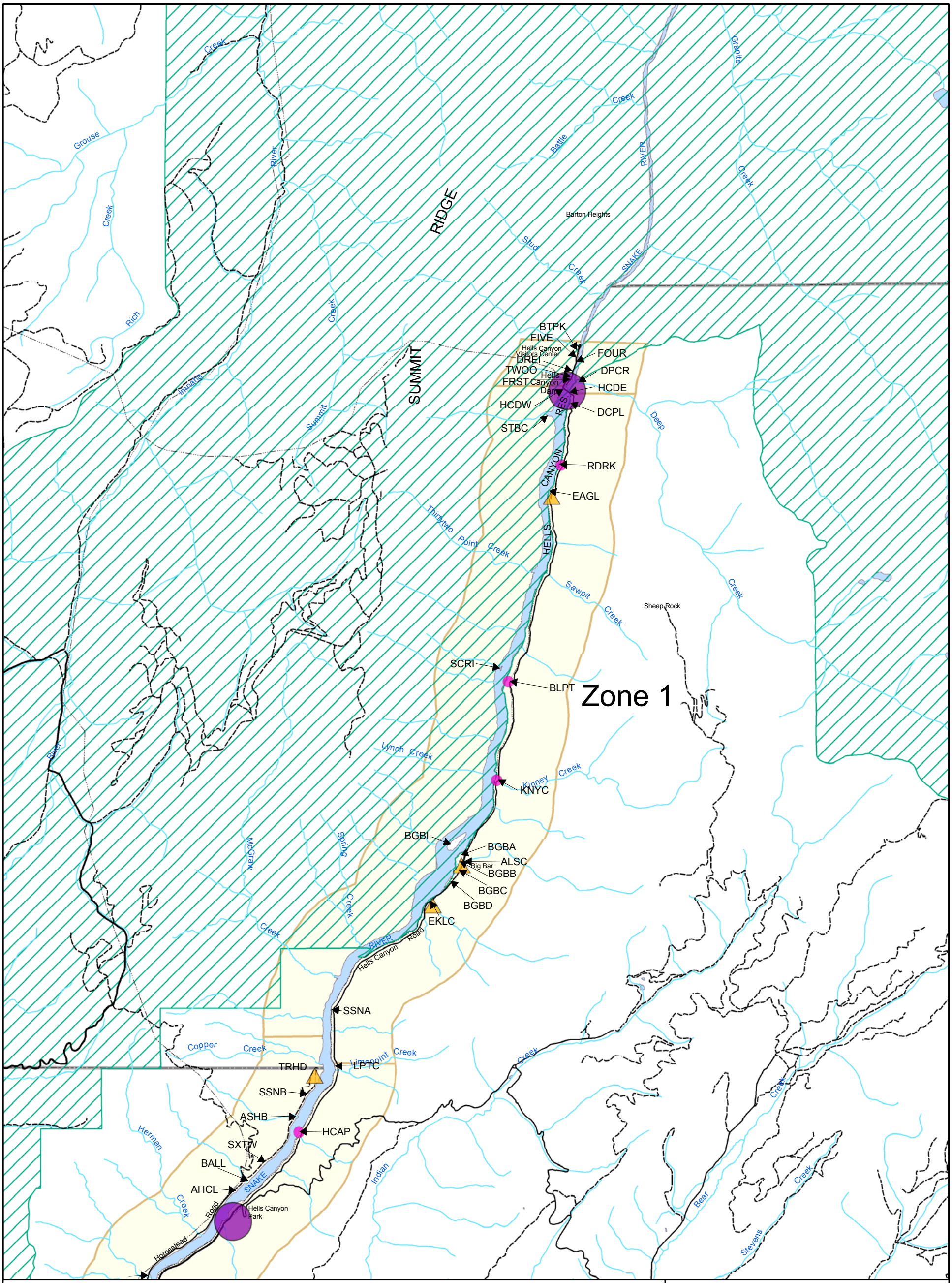

Vicinity Map

Features Legend

- Primary Route
- Secondary Route
- Light Duty Road
- Unimproved Road
- Streams
- County
- Transmission Lines
- Lakes and Reservoirs
- Major Node
- Minor Node
- Points
- Hells Canyon National Recreation Area

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Hells Canyon Resource Management Plan
Appendix 2
Figure 2-1

Recreation Vision Statement
(Panel 4 of 4)

0 0.5 1 2 3 4 Miles

Scale = 1:100,086

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Hells Canyon Dam
Eagle Bar
Big Bar
Eckels Creek
Hells Canyon Park
Copperfield Park
McCormick Park
Oxbow Dam
Carters Landing
Brownlee Dam
Hewitt Park
Woodhead Park
Holcomb Park
Swedes Landing
Spring Recreation Site
Steck Recreation Site
Snake River RV Campground
Farewell Bend State Park
Oasis Campground

IDAHO
WALLOWA
UNION
BAKER
ADAMS
WASHINGTON
MALHEUR

Halfway
Richland
Cambridge
Midvale
Weiser

86
71
84
95

Vicinity Map

Features Legend

- Primary Route
- Secondary Route
- Light Duty
- Unimproved Road
- County
- Transmission Lines
- Hydro Zone
- Local Use
- Multiple Use
- National Attraction
- Unroaded
- Wilderness
- Major Node
- Minor Node
- Urban Areas
- Hells Canyon NRA

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Hells Canyon Resource Management Plan
Appendix 2
Figure 2-2

Developed recreation sites in the Hells Canyon Complex

0 1.5 3 6 9 12 Miles

Scale = 1:340000

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Appendix 3. Suitability Analysis

The Purpose

The purpose of the suitability analysis is to identify areas most suitable for particular activities (human- and resource-oriented) so that those areas can be classified in the Resource Management Plan for activities for which they are appropriately suited. This is done by combining information that indicates the relative suitability of land or water for the activity or resource. For example, indications of land particularly suitable for wildlife habitat might include the type of vegetative cover and number of sightings of a species, combined for important species in the area.

The Model

The first step in setting up the suitability model is identifying important "activities" in Hells Canyon by reviewing the goals and objectives of the Resource Management Plan. Information must be available about the activities selected to incorporate in the next steps of the model. For Hells Canyon, recreation, wildlife (terrestrial) and aquatic life were major activities or resources that must be provided for and protected (in terms of use conflicts) in the canyon. The next step is to identify criteria that will indicate positive and/or negative aspects of an area for that activity. For example, for recreation, the amount of slope to the land, accessibility to paved roads, and proximity to water bodies are factors that enable or discourage recreation. A weight is assigned to each criterion identified, according to the relative importance of that criterion to the activity. In this example, slope is more important than the other criteria, and access to roads is more important than proximity to water bodies.

Within each criterion, "values" are identified that contribute to it. Taking the criterion of slope, values that express the degree of slope of the land – 5 percent or less, 6 to 10 percent, and so on, are established. A rating is assigned to each value based on their importance to the relation of the criterion to the activity. In the example, since 5 percent or less is the value representing the least slope (most level land), it receives the highest rating, and so on. Table 3-1 summarizes these model elements for the suitability analysis. The weighting of the criterion is then multiplied by the rating of each value in the computerized model, the results for the criteria are summed, and the resulting "intensity" of suitability is shown in the mapping of the area. The highest level of suitability is shown as red in the maps, the lowest intensity as green. The result will be an analysis of suitability throughout the study area for that resource activity, showing where it is most suitable, least suitable, and variations between the extremes.

When the results of the analysis are compared, some areas will be designated as highly suitable for one resource or activity, some may be highly suitable for several activities, and some may even be suitable for all activities considered. Where overlap in strong suitability occurs, judgments must be made as to the use for which the area should be classified. Considerations on which to base this judgment might be the amount of land highly suitable for that activity, the extent of suitability for each activity, and anticipated future needs for that activity. In some cases, no single priority may be identified, and it would be noted that management techniques to minimize potential conflicts between or among activities would be required.

The Findings

Figures 3-1 through 3-3 show the results of the suitability analysis, although the scale of these figures is limiting for analysis, and the computer allows one to look at smaller areas in much greater detail. Detailed examination of the results on the computer enables many other conclusions to be drawn than are presented here, but a general overview is provided. Since two of the three criterion for aquatic suitability are locations of ESA-listed species, even the lower suitable areas are important and must be protected, but relative suitability is still of interest. The upstream project area has little higher intensity suitability waters; the higher intensity suitability waters are found in waterways near Richland, OR, the system in the Halfway, OR, area that feeds Pine Creek, Indian Creek on the Idaho side that converges with the Snake just below Oxbow Dam, the Imnaha River and several creeks downstream of Hells Canyon Dam.

For recreation, the analysis shows that the most suitable lands have already been developed for recreational use. Moderately suitable lands run along the reservoir shorelines in some, but not all locations. Existing dispersed recreation sites are generally located on these lands.

Terrestrial resource suitability is lower in the upstream end of the project, with a few higher intensity areas, particularly between Cobb Rapids and Steck Park on the Idaho side, and in several tributary channels on the Oregon side. Continuing downstream, Sturgill Creek and the area around Woodhead and McCormick Parks on the Idaho side show high suitability.

Table 3-1. Hells Canyon Resource Management Plan GIS Suitability Analysis.

Activity: Recreation/Recreation Development			
Criterion/Weight	**Rationale**	**Coverage/Value/Rating**	**Rationale**
Slope/10	Critical to recreational suitability	**Topography** 5 percent and less—10 6 to 10 percent—8 11 to 15 percent—6 16 to 20 percent—4 21 to 25 percent—2	Flat or gently sloping land most useful; steeply sloping land not useful
Access to main roads/8	Reasonable access is critical, but new roads, extensions can be constructed	**Roads** Closer than 250'—10 251' to 750'—7 751' to 1,000'—4 Over 1,000'— 0	Recreationists will not carry equipment long distances; minimize habitat disturbance from new accesses; minimize cost for new access
Proximity to reservoirs/river/7	Water features important to recreational activities, but for some activities not essential; removal from riparian areas will protect important wildlife/aquatic habitat	**Land/water** Closer than 250'—10 251' to 750'—8 751' to 1,000'—5 Over 1,000'—3	Significant distances between developed recreation areas and river/reservoirs will result in impromptu land use for recreation closer to water
Activity: Aquatic Resources/Sensitive Species and Native Fishery Protection			
Known locations of bull trout/10	Endangered species under the ESA	Locations of bull trout—10	Only value considered in this criterion
Perennial streams tributary to Snake River/ 9	Provide habitat for red-band trout, state sensitive species, and other trout species	**Perennial streams** Habitat for red-band and other trout—10	Only value considered in this criterion
Occurrence of Bliss Rapids snail/10	Threatened species under the ESA	Locations of Bliss Rapids snail—10	Only value considered in this criterion

Table 3-1. (Cont.)

Activity: Wildlife Community Protection			
Criterion/Weight	**Rationale**	**Coverage/Value/Rating**	**Rationale**
Protection of riparian areas/10	Provides habitat for diversity of species and other important environmental functions (minimizes erosion, lowers water temperatures); limited to areas close to water; vulnerable to recreationsists and other human-related activity focused along reservoirs, river	**Riparian cover types** Forested wetland—10 Scrub shrub wetland—8 Emergent wetland— 8	Amount of species diversity provided by different cover types
Protection of upland areas/7	Provide habitat to larger species valuable to man; more available than riparian areas; less focused human use locally than riparian areas	**Upland cover types** Forested upland—6 Shrubland—10 Tree savannah—5 Shrub savannah—8 Desertic woodland—5 Desertic shrubland—5 Desertic herbland—5 Grassland—8 Forbland—8 Barrenland—1 Cliff/talus slope—5	Level of affect by project; value for wildlife diversity; availability locally; habitat for important species (e.g., mountain goat)
Protect amphibian habitat/9	Several sensitive species	Columbian spotted frog distribution—8 Tailed frog distribution—8 N. Leopard frog distribution—8 Western toad breeding habitat—10	Limited populations
Protect raptors and their habitat/10	Though falcons are no longer listed and eagles are to be removed, these species will be monitored and therefore remain important	**Nest locations and buffers, winter roosts and concentration areas** Peregrine falcon—10 Bald eagle—10	Both species remain sensitive to human activity
Protect woodpecker habitat/6	Single species, population diminished in Oregon	Tree cover types—10	Only value considered in this criteria
Protect neotropical migrant habitat/8	Largest number of avian species nesting in riparian areas; use decreasing shrublands	**Cover types** Tree cover types/Vaux's swift—8 Forested wet and scrub shrub/flycatcher,warblers, vireo—8	Though none are sensitive, some have an affinity to specific tree and shrub species, or frequent old growth
Protect other passerines/8	Declining populations, use decreasing shrubland	**Shrubland areas** Loggerhead shrike, Brewer's sparrow—7	Shrike locally abundant but fewer locations in Oregon; sparrow has declining populations
Protect bat habitat/8	Relatively limited knowledge about status; limited distribution of many species; significantly limited to Snake River, Imnaha and Grand Ronde canyons	Spotted bat/ buffered, known roosts—8 Townsend's big-eared/ buffered known roosts—9 Fringed myotis/ buffered known roosts—6 Western pipistrelle/ buffered known roosts—6	Not abundant, generally; some are vulnerable

Table 3-1. (Cont.)

Activity: Wildlife Community Protection			
Criterion/Weight	**Rationale**	**Coverage/Value/Rating**	**Rationale**
Protect rodents and their habitat/9	Candidate, or submitted for candidate, species on ESA	Southern Idaho ground squirrel/population area—10 Northern Idaho ground squirrel/population area—10	Populations declining rapidly; candidate species and submitted for candidate species; Northern is on our land
Protect big horn sheep/9	Extinct in Hells Canyon in 1940s; reintroduced; sensitive to certain human activites; species of high concern	**RMEF year-round covereages** Current year-round habitat—9 Migratory habitat—10	Migratory habitat limited compared to year-round habitat
Protect elk and their habitat/7	Generalist grazers; important to Native American tribes and for game hunting; however, single species and not sensitive	**RMEF winter coverages** Crucial winter range—10 Non-crucial winter range—6	“Crucial” and “non-crucial” define priority
Protect mule deer and their habitat/7	Generalist grazers; important to Native American tribes and for game hunting; however, single species and most numerous big game animal	**IPC mule deer density counts** High densities—9 Moderate densities—6 Low densities—3	Densities suggest areas of most desirable habitat
Protect mountain goats and habitat/8	Very limited populations and distributions; desired for hunting; priority for research	**RMEF year around coverage** Current habitat—9 Potential habitat—7	Habitat currently used is preferred for certain reason(s) to potential habitat

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Connor Creek
RES.
Mountain Man Resort
Dennett Creek
BROWNLEE
Wolf Creek
Trail Cr.
Rock Creek
SNAKE
Oregon
Idaho
Spring Rec. Site
Steck Rec. Site
Grouse Cr.
Burnt River
Huntington
Farewell Bend
Cobb Rapids
Snake Rv. R.V. Park
Oasis
Weiser

One of Three species habitats
Two of Three species habitats
Three of Three species habitats

N

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Hells Canyon Project - FERC No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan
Figure 3 - 1

Aquatic Resource Suitability

Panel 1 of 5

0 0.5 1 2 3 4 Miles

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Filename: C:\GISwork\projects\Margaret\RMP-Models\RMP-Fig3a-p2.mxd

Oregon

Idaho

North Fish Creek

McLain Gulch

Copperfield Park

Indian Creek

Oxbow Dam

Salt Creek

Oxbow Boat Ramp

Pine Creek

SNAKE

Carters Landing

Halfway

OX Ranch

Brownlee Dam

McCormick Park

Posy Valley

Dukes Creek

Woodhead Park

TOBIN DITCH Creek

Richland

DITCH

RES.

Creek

Hewitt and Holcomb Parks

River

BROWNLEE

East Brownlee Creek

Cottonwood Creek

Long Hollow Creek

Middle Fork Daly Creek

Sturgill RIVER

West Creek

WASHINGTON

OREGON

IDAHO

Hells Canyon Dam

Oxbow Dam

Brownlee Dam

Baker

Weiser

Nampa

Boise

N

IDAHO POWER
An IDACORP Company

One of Three species habitats

Two of Three species habitats

Three of Three species habitats

Hells Canyon Project - FERC No. 1971

IDAHO POWER COMPANY - BOISE, IDAHO - 2002

Resource Management Plan

Figure 3 - 1

Aquatic Resource Suitability

Panel 2 of 5

0 0.5 1 2 3 4 Miles

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Filename: C:\GISwork\projects\Margaret\RMP-Models\RMP-Fig3a-p3.mxd

Oregon

Idaho

Three Creek

Saddle RIDGE

Granite Creek

SNAKE

Barton Heights

Grouse Creek

Imnaha Creek

SUMMIT

Hells Canyon Cr. Rec. Site

Hells Canyon Dam

Deep Creek

Rich Summit

River

Creek

McGraw Creek

North Creek

Big Bar

Creek

Creek

Creek

Creek

Creek

Imnaha River

RIVER

Hells Canyon Park

Pine Gulch

Indian Creek

Bear River

Copperfield Park

Oxbow Dam

WASHINGTON

OREGON

IDAHO

Columbia River

Salmon

Snake River

Hells Canyon Dam

Oxbow Dam

Brownlee Dam

Baker

Weiser

Nampa

Boise

N

IDAHO POWER
An IDACORP Company

One of Three species habitats

Two of Three species habitats

Three of Three species habitats

Hells Canyon Project - FERC No. 1971

IDAHO POWER COMPANY - BOISE, IDAHO - 2002

Resource Management Plan

Figure 3 - 1

Aquatic Resource Suitability

Panel 3 of 5

0 0.5 1 2 3 4 Miles

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Filename: C:\GISwork\projects\Margaret\RMP-Models\RMP-Fig3a-p4.mxd

Oregon

Idaho

SNAKE RIVER

SUMMIT RIDGE

Getta Creek

Deep Creek

Lightning Creek

Cow Creek

Imnaha River

Jones Cr.

Big Canyon Creek

Kurry Creek

Pleasant Valley

Island

Pittsburg Landing

Klopton Creek

Cougar Creek

Corral Cr.

Triangle Mtn

Kirby Cr.

Salt Cr.

Kirkwood Historic Ranch

Kirkwood Creek

Temperance Creek

Caribou Creek

Sleepy Creek

Horse Creek

Rush Creek

Sheep Creek

Clarks Fork

Sluice Cr.

Imnaha River

SUMMIT RIDGE

Creek

RIVER

WASHINGTON

OREGON

IDAHO

Columbia River

Snake River

Salmon R.

Hells Canyon Dam

Oxbow Dam

Brownlee Dam

Baker

Weiser

Nampa

Boise

N

IDAHO POWER

An IDACORP Company

One of Three species habitats

Two of Three species habitats

Three of Three species habitats

Hells Canyon Project - FERC No. 1971

IDAHO POWER COMPANY - BOISE, IDAHO - 2002

Resource Management Plan

Figure 3 - 1

Aquatic Resource Suitability

Panel 4 of 5

0 0.5 1 2 3 4 Miles

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Filename: C:\GISwork\projects\Margaret\RMP-Models\RMP-Fig3a-p5.mxd

Washington
Oregon
Idaho
Cochran Rapids
Cougar Rapids
SNAKE RIVER
CRAIG Mountain
Wapshilla Ridge
Rattlesnake Ridge
Divide
Creek
Cherry Creek
Cook Creek
Salmon River
Wolf Creek
Deep Creek
Lightning Creek
Imnaha River
Cow Creek
SUMMIT RIDGE
Coyote Springs

WASHINGTON
OREGON
IDAHO
Columbia River
Salmon River
Snake River
Hells Canyon Dam
Oxbow Dam
Brownlee Dam
Baker
Weiser
Nampa
Boise

N

IDAHO POWER
An IDACORP Company

One of Three species habitats
Two of Three species habitats
Three of Three species habitats

Hells Canyon Project - FERC No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan
Figure 3 - 1

Aquatic Resource Suitability

Panel 5 of 5

0 0.5 1 2 3 4 Miles

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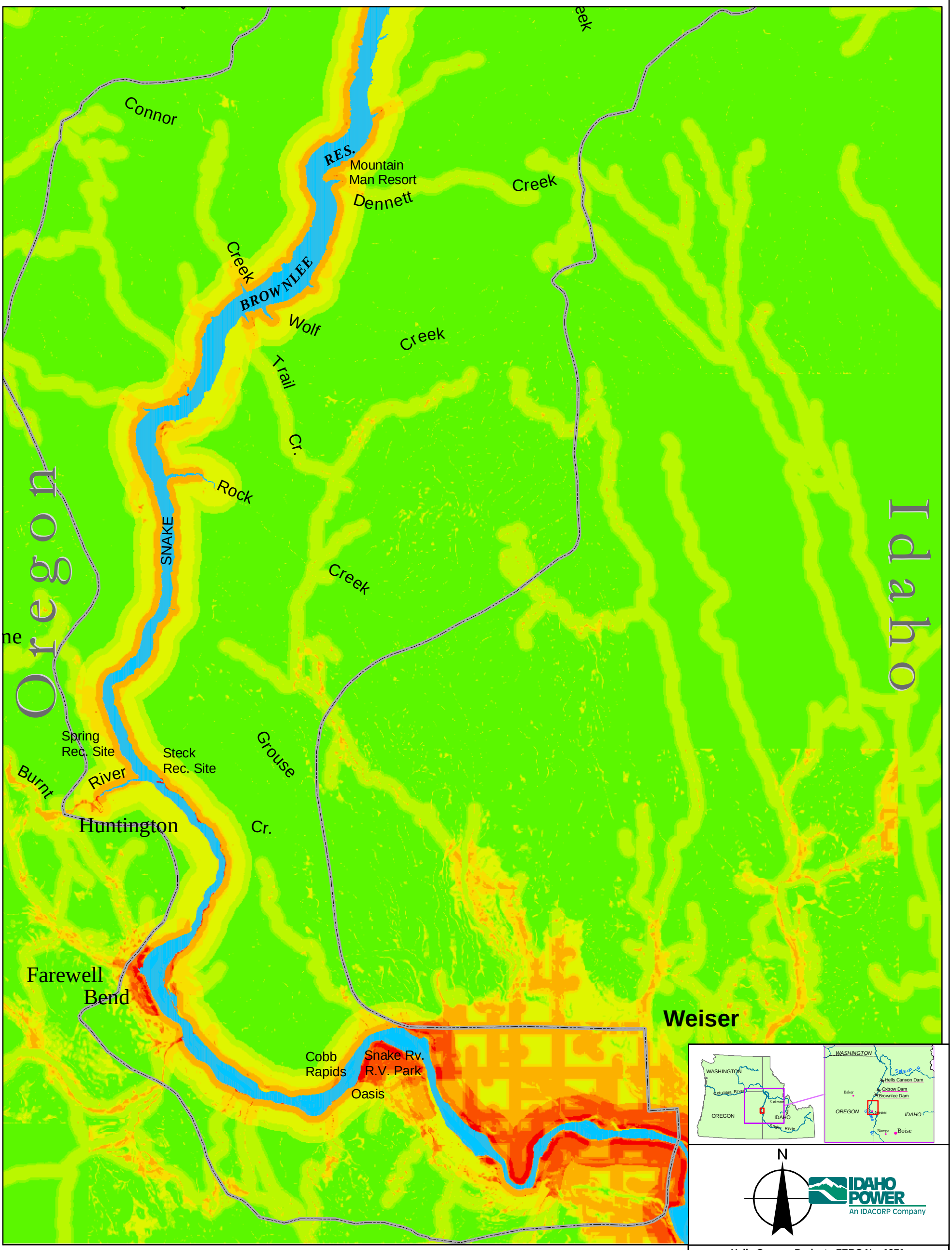

Hells Canyon Project - FERC No. 1971

IDAHO POWER COMPANY - BOISE, IDAHO - 2002

Resource Management Plan

Figure 3 - 2

Recreation Suitability

Panel 1 of 5

Miles

0 0.5 1 2 3 4

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Filename: C:\GISwork\projects\Margaret\RMP-Models\RMP-Fig3b-p2.mxd

Oregon

Idaho

Halfway

Richland

Brownlee Dam

Oxbow Dam

Copperfield Park

Oxbow Boat Ramp

Carters Landing

OX Ranch

McCormick Park

Dukes

Woodhead Park

Hewitt and Holcomb Parks

North Fish Creek

McLain Creek

Pine Creek

Indian Creek

Salt Creek

SNAKE RIVER

Wildhorse

Posy Valley

TOBIN DITCH Creek

DITCH Creek

Long Hollow Creek Fork

Sturgill Creek

RIVER

Daly Creek

Cottonwood Creek

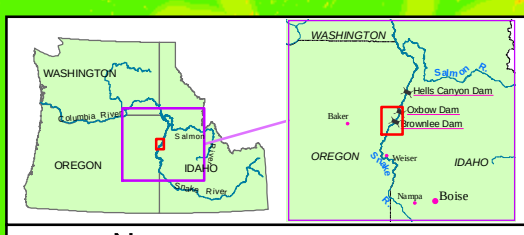
Brownlee East

Middle West

BROWNLEE RES.

Least Suitable (0) — Most Suitable (9)

Study Area Boundary



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IDAHO POWER
An IDACORP Company

Hells Canyon Project - FERC No. 1971

IDAHO POWER COMPANY - BOISE, IDAHO - 2002

Resource Management Plan

Figure 3 - 2

Recreation Suitability

Panel 2 of 5

Miles

0 0.5 1 2 3

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Filename: C:\GISwork\projects\Margaret\RMP-Models\RMP-Fig3b-p3.mxd

Oregon

Idaho

Saddle

RIDGE

Three

Creek

Granite

SNAKE

Barton Heights

SUMMIT

Hells Canyon Cr. Rec. Site

Hells Canyon Dam

Deep

Creek

Grouse

Creek

Imnaha

Creek

Rich

Summit

River

Creek

Creek

McGraw

North

Creek

Big Bar

Creek

Creek

Creek

Creek

Creek

RIVER

Hells Canyon Park

Bear

Pine

Gulch

Indian

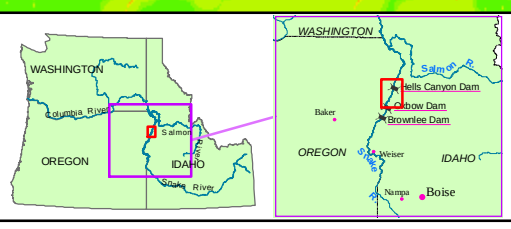
North

Copperfield Park

Oxbow Dam

Creek

River



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IDAHO POWER
An IDACORP Company

Least Suitable (0) — Most Suitable (9)

Study Area Boundary

Hells Canyon Project - FERC No. 1971

IDAHO POWER COMPANY - BOISE, IDAHO - 2002

Resource Management Plan

Figure 3 - 2

Recreation Suitability

Panel 3 of 5

0 0.5 1 2 3 4 Miles

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Filename: C:\GISwork\projects\Margaret\RMP-Models\RMP-Fig3b-p4.mxd

Oregon

Idaho

Imnaha River

Lightning Creek

Cow Creek

SUMMIT RIDGE

Deep Creek

Wolf Creek

SNAKE RIVER

Getta Creek

Jones Cr.

Big Canyon Creek

Kurry Creek

Pleasant Valley Island

Pittsburg Landing

Klopton

Cougar Creek

Corral Cr.

Triangle Mtn

Kirby Cr.

Salt Creek

Kirkwood Historic Ranch

Kirkwood Creek

Caribou Creek

Temperance RIDGE

Rush Creek

Sheep Creek

Clarks Fork

Sleepy Creek

Lightning Creek

Cow Creek

Creek

Horse Creek

Sluice Creek

Imnaha River

SUMMIT RIDGE

Creek

RIVER

Least Suitable (0) — Most Suitable (9)

Study Area Boundary

N

IDAHO POWER
An IDACORP Company

Hells Canyon Project - FERC No. 1971

IDAHO POWER COMPANY - BOISE, IDAHO - 2002

Resource Management Plan

Figure 3 - 2

Recreation Suitability

Panel 4 of 5

0 0.5 1 2 3 4 Miles

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Filename: C:\GISwork\projects\Margaret\RMP-Models\RMP-Fig3b-p5.mxd

Washington
Oregon
Idaho
Cochran Rapids
Cougar Rapids
SNAKE RIVER
CRAIG Mountain
Wapshilla Ridge
Rattlesnake Divide
Idaho
Oregon
Spurgeon Creek
Cook Creek
Cherry Creek
Salmon River
Creek
Ridge
Creek
Wolf
SNAKE
River
SUMMIT RIDGE
Deep
Lightning Creek
Cow
Imnaha
Least Suitable (0)
Most Suitable (9)
Study Area Boundary
WASHINGTON
OREGON
IDAHO
Columbia River
Snake River
Salmon River
Hells Canyon Dam
Oxbow Dam
Brownlee Dam
Baker
Weiser
Nampa
Boise
N
IDAHO POWER
An IDACORP Company
Hells Canyon Project - FERC No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan
Figure 3 - 2
Recreation Suitability
Panel 5 of 5
Miles
0 0.5 1 2 3

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Filename: C:\GISwork\projects\Margaret\RMP-Models\RMP-Fig3c-p1.mxd

Connor Creek
RES.
Mountain Man Resort
Dennett Creek
BROWNLEE
Wolf Creek
Trail Cr.
Rock Creek
SNAKE
Oregon
Idaho
Spring Rec. Site
Steck Rec. Site
Burnt River
Huntington
Grouse Cr.
Farewell Bend
Cobb Rapids
Snake Rv. R.V. Park
Oasis
Weiser

15 14 13 12 11 10 9 8 7 6 5 4 3 2 1 0
Most Suitable
Least Suitable

Study Area Boundary

WASHINGTON
OREGON
IDAHO
Hells Canyon Dam
Oxbow Dam
Brownlee Dam
Baker
Boise
Nampa

N

IDAHO POWER
An IDACORP Company

Hells Canyon Project - FERC No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan
Figure 3 - 3

Terrestrial Resource Suitability

Panel 1 of 5

0 0.5 1 2 3 4 Miles

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Filename: C:\GISwork\projects\Margaret\RMP-Models\RMP-Fig3c-p2.mxd

Oregon

Idaho

Halfway

Richland

Brownlee Dam

Oxbow Dam

Copperfield Park

Oxbow Boat Ramp

Carters Landing

OX Ranch

McCormick Park

Woodhead Park

Hewitt and Holcomb Parks

BROWNLEE RES.

SNAKE RIVER

Pine Creek

Fish Creek

McLain Creek

Gulch

Indian Creek

Salt Creek

Dukes Creek

Posy Creek

Valley Creek

Cottonwood Creek

East Brownlee Creek

Middle Creek

West Creek

Sturgill Creek

Long Hollow Creek

Daly Creek

Fork

Ditch Creek

Ditch

Most Suitable 15 14 13 12 11 10 9 8 7 6 5 4 3 2 1 0 Least Suitable

Study Area Boundary

N

IDAHO POWER
An IDACORP Company

Hells Canyon Project - FERC No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan
Figure 3 - 3

Terrestrial Resource Suitability

Panel 2 of 5

Miles
0 0.5 1 2 3 4

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Filename: C:\GISwork\projects\Margaret\RMP-Models\RMP-Fig3c-p3.mxd

Oregon

Idaho

Saddle

RIDGE

SUMMIT

SNAKE

Three Creek

Granite Creek

Barton Heights

Hells Canyon Cr. Rec. Site

Hells Canyon Dam

Deep Creek

Grouse Creek

Imnaha Creek

Rich Creek

Summit Creek

Imnaha River

McGraw Creek

North Creek

Big Bar Creek

Creek

Creek

Creek

Creek

Creek

Creek

Creek

Pine Creek

Gulch

RIVER

Hells Canyon Park

Indian Creek

Bear River

Copperfield Park

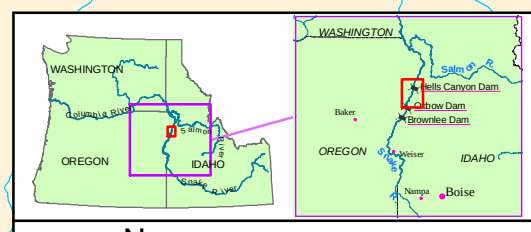
Oxbow Dam

15 14 13 12 11 10 9 8 7 6 5 4 3 2 1 0

Most Suitable

Least Suitable

Study Area Boundary



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IDAHO POWER
An IDACORP Company

Hells Canyon Project - FERC No. 1971

IDAHO POWER COMPANY - BOISE, IDAHO - 2002

Resource Management Plan

Figure 3 - 3

Terrestrial Resource Suitability

Panel 3 of 5

0 0.5 1 2 3 4 Miles

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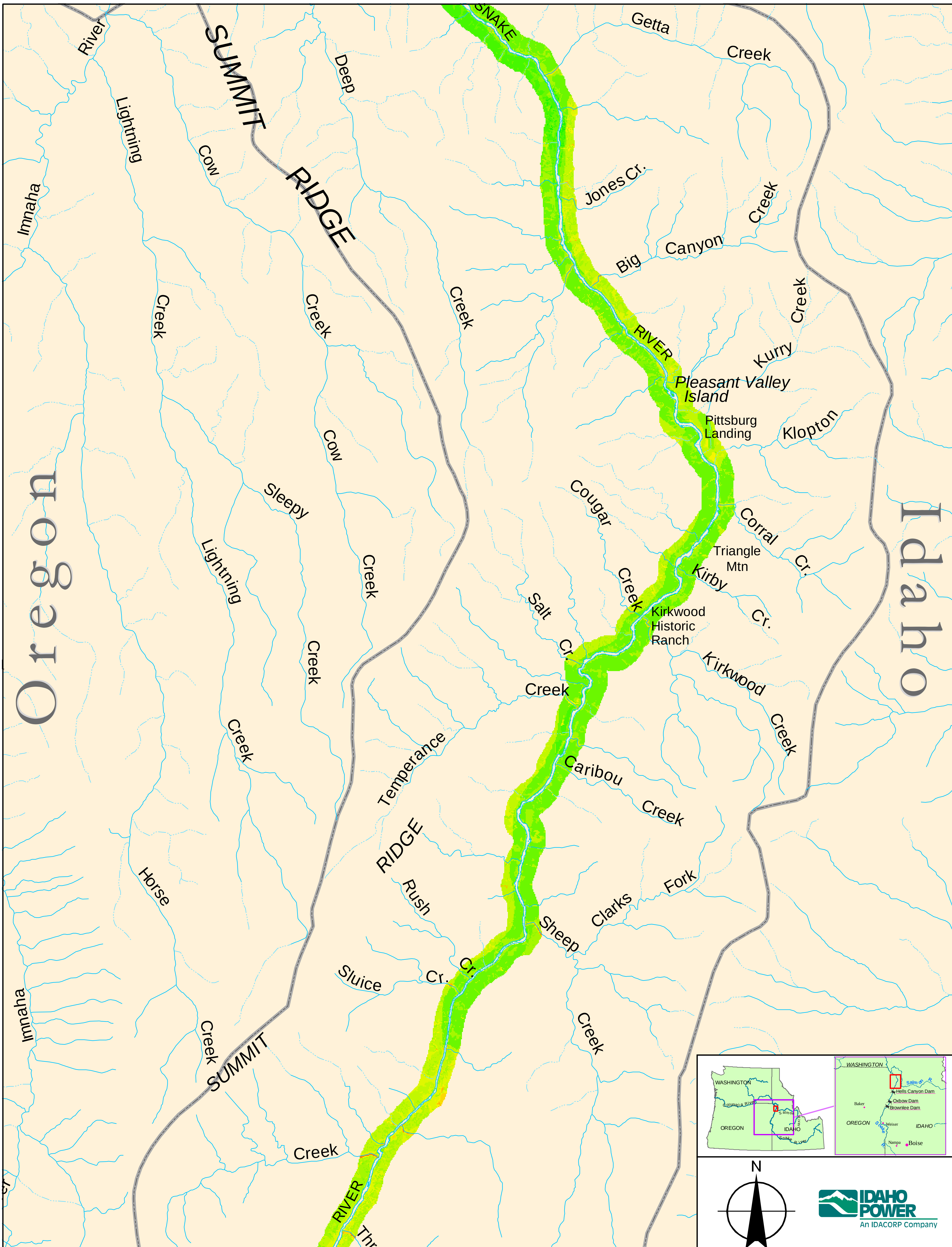
Filename: C:\GISwork\projects\Margaret\RMP-Models\RMP-Fig3c-p4.mxd



15 14 13 12 11 10 9 8 7 6 5 4 3 2 1 0

Most Suitable — Least Suitable

Study Area Boundary

Hells Canyon Project - FERC No. 1971

IDAHO POWER COMPANY - BOISE, IDAHO - 2002

Resource Management Plan

Figure 3 - 3

Terrestrial Resource Suitability

Panel 4 of 5

0 0.5 1 2 3 4 Miles

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Filename: C:\GISwork\projects\Margaret\RMP-Models\RMP-Fig3c-p5.mxd

Idaho

Oregon

Getta Creek

Wolf

SNAKE

Deep

Creek

Ridge

Rattlesnake

Divide

MOUNTAIN Ridge

SUMMIT RIDGE

Cow

Creek

Lightning

River

Imnaha

Wapshilla

CRAIG

Salmon

River

RIVER

Cherry

Creek

Cook

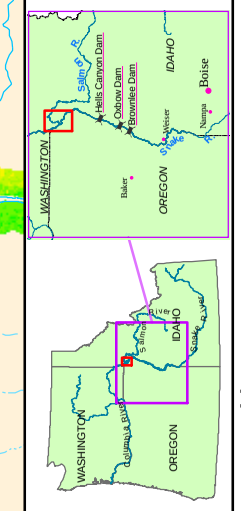
Creek

SNAKE

Cochran Rapids

Cougar Rapids

Idaho



IDAHO POWER
An IDACORP Company

N

Hells Canyon Project - FERC No. 1971
IDAHO POWER COMPANY - BOISE, IDAHO - 2002
Resource Management Plan
Figure 3 - 3

Terrestrial Resource Suitability

Panel 5 of 5

Miles
0 0.5 1 2 3 4

Least Suitable
0 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15
Most Suitable

Study Area Boundary

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Appendix 4. 6.3.1.9.A. Use Authorization Procedures

Application Procedures

Applicant: To obtain an agreement, the user applies to the Company in writing and submits the following information, along with the application fee:

Written evidence that the proposed use is approved by a local planning agency, when applicable.

A map, such as a county assessor's parcel map, showing the exact location of the proposed use.

Plans showing the design, dimensions, and construction materials of the proposed use. A site plan is required for all applications. Elevations, sections, a grading plan and a landscape plan may be required, depending on the use. If the proposed use does not involve construction, the location and extent of the use shall be clearly described and/or mapped.

Specific directions to the property where the use will be located.

Other studies and documentation including, but not limited to, an environmental assessment, if required by the Company.

- A schedule for construction and/or commencement of the use.

Company: The Company reviews the information submitted and notifies the user about the status of the agreement:

If the Company preliminarily approves the use based on information provided by the user, it issues a letter to the user stating that the Company has reviewed and pre-approved the application.

- If the Company does not preliminarily approve the proposed use, the Company informs the user why the proposed use did not comply with the Company's plans, policies, standards or guidelines. The user then has the opportunity to correct any deficiencies, and may resubmit the application within 90 days from notification of the deficiency. An additional non-refundable application fee is required if the application is resubmitted more than 90 days after the date the notice is sent.

Applicant: Upon receiving pre-approval from the Company, the user is responsible for obtaining any other permits which are required from federal, state and local agencies. The Company will not allow any use that has not previously received from the required agencies.

Company: After obtaining the user's proof of required approval from the agencies, the Company issues an agreement for the use. The user has one year from the date the permit is issued to start the use or complete construction. If the use is not started or construction is not completed within one year, the agreement will be canceled and the owner must apply for a new agreement.

Appendix 4. (Cont.)

Change in User/Permittee

Both the current user and the prospective user shall make a written request to the Company identifying the name and mailing address of the transferee. Additional studies and documentation may be required by the Company. A transfer is effective only upon written approval by the Company and payment of the transfer fee by the transferee. Approval or denial of the transfer is at the sole discretion of the Company.