



NWE-2188-4135

Ms. Kimberly D. Bose  
Secretary  
Federal Energy Regulatory Commission  
888 First Street, NE  
Washington, DC 20426

August 8, 2022

Re: NorthWestern Energy Response to Comments, Initial Study Report  
Thompson Falls Hydroelectric Project P-1869-060

Dear Secretary Bose:

As required by the Federal Energy Regulatory Commission's (FERC or Commission) regulations implementing the Integrated Licensing Process (ILP), NorthWestern Energy (NorthWestern) filed its Initial Study Report (ISR) for the Thompson Falls Hydroelectric Project No. 1869-060 (Thompson Falls Project or Project) on April 28, 2022; held its ISR Meeting on May 5, 2022; and filed its ISR Meeting Summary on June 9, 2022. Section 5.15(c)(4) of the Commission's regulations, 18 CFR § 5.15(c)(4), provides that any participant or Commission staff may file disagreements concerning the applicant's study report meeting summary, modifications to ongoing studies, or propose new studies within 30 days of the study report meeting summary being filed (i.e., by July 9, 2022). NorthWestern received comments from FERC staff, the U.S. Forest Service (USFS), the U. S. Fish and Wildlife Service (USFWS), Montana Fish, Wildlife, and Parks (MFWP), and the Confederated Salish and Kootenai Tribes (CSKT), including proposed modifications to ongoing studies and proposed new studies.

This letter is NorthWestern's response, as provided in section 5.15(c)(5) of the Commission's regulations 18 CFR § 5.15(c)(5).

## **I. New Study Proposed by NorthWestern**

### Environmental Justice Study

FERC staff requested that NorthWestern conduct an Environmental Justice Study to provide information they state is needed to assess Project effects. NorthWestern has no objection to conducting the requested Environmental Justice Study and will plan to conduct the study using the methodology described in FERC staff's request.

The methodology NorthWestern will employ involves using statistics from the U.S. Census Bureau's American Community Survey 5-year estimates for racial, ethnic, and poverty populations for each state, county, and census block group within the study area. Those statistics are then analyzed to determine if any environmental justice communities exist within the study area. For minority populations, the American Community Survey 2020 5-year estimates from table B03002 will be used for race and ethnicity data. That data will be analyzed to determine if an

environmental justice community exists based on the presence of minority populations by the following methods:

- 50-Percent Analysis Method: Determine whether the total percent minority population of any block group in the affected area exceeds 50-percent.
- Meaningfully Greater Analysis Method: Determine whether any affected census block group affected is 10-percent greater than the minority population in Sanders County.

For low-income populations, the American Community Survey 2020 5-year estimates from table B17017 will be used for income information. That data will be analyzed to determine if an Environmental Justice Community exists based on the “Low-income Threshold Criteria Method” which indicates such a community exists if the percent of the population below the poverty level in the identified block group is equal to or greater than that of Sanders County.

## **II. Study Modification Proposed by NorthWestern**

### Fish Behavior Study

The letters from MFWP, USFWS, USFS, and CSKT each request that the fish behavior study be extended into a third year. The justifications for the requests included that the first year study season started in June of 2021, thus missing the spring season; and subsequent extreme heat and drought conditions combined to limit the number of radio tags deployed to less than the targeted number of tags.

NorthWestern concurs that the 2021 study was conducted under anomalous conditions, particularly the extreme heat and drought, as described in 18 CFR § 5.15(d)(2). Although the requests did not explicitly address any of the criteria required for proposed study modifications found at 18 CFR § 5.15(d), NorthWestern agrees to modify the study to extend the study into a third study season. NorthWestern will attempt to deploy 30 tags in Rainbow Trout in the spring of 2023. If tagging efforts during fall of 2022 are not able to deploy 17 tags, there would be additional radio tags beyond the 30 for 2023. The fish to be tagged will be collected from the mainstem Clark Fork River, the upstream fish passage facility, and/or the lower Thompson River. Collection methods and locations will be consistent with the FERC-approved Study Plan.

NorthWestern’s Updated Study Report (USR) will be filed with FERC no later than May 10, 2023, and the Draft License Application (DLA) will be filed with FERC no later than August 3, 2023. The USR and DLA will include data from the second study season, but data from the third study season will not be available when those filings are due. NorthWestern’s Final License Application (FLA) is due to be filed with the Commission by no later than December 31, 2023. In order to have sufficient time to evaluate the third season of radio tagging data and incorporate the information into the FLA, NorthWestern plans to complete field data collection for the third season of the Fish Behavior Study by July 31, 2023.

## **III. Responses to Comments**

### A. Fish Behavior Study

In addition to the proposed extension of the Fish Behavior Study adopted by NorthWestern and discussed above, MFWP requested an additional tag frequency be used to alleviate concerns

with code collision. Code collision was averted in 2022 by limiting the number of tags deployed at one time. Code collision is not anticipated to be an issue with the number of tags proposed to be deployed in 2023.

The USFS commented that since 2011, the fish passage facility has only provided upstream fish passage for 18 Bull Trout and recommended collecting additional information to improve this number. NorthWestern does not agree that additional information will increase the number of Bull Trout ascending the ladder. An accurate estimate of Bull Trout available to be captured in the upstream fish passage facility is not available, or feasible to obtain, given the extremely low numbers below the Thompson Falls Project. The only Bull Trout available to be collected at the fish passage facility are those that pass downstream of the Thompson Falls Project and residualize in Noxon Rapids Reservoir. Bull Trout that continue their migration further downstream, into either Noxon Rapids Reservoir or Lake Pend Oreille, cannot return upstream for capture at the fish passage facility. Furthermore, Bull Trout migrating upstream from Lake Pend Oreille that are captured at Cabinet Gorge Dam and genetically assign to the region above the Thompson Falls Project are transported upstream of the Thompson Falls Project via truck. Thus, these migratory fish are not part of the available population to be captured at the fish passage facility.

The use of Rainbow and Brown Trout as surrogates for Bull Trout in the telemetry study, as recommended by the upstream passage Scientific Review Panel, is intended to evaluate the effectiveness of upstream fish passage for both Bull Trout and these species.

#### B. Operations Study

The CSKT letter expressed concern that future flexible operations may influence hydraulics, various attraction flows, fish behavior, and ultimately passage effectiveness under different discharge and operational scenarios. They suggest that this potential should be examined and addressed, taking into account current and foreseeable conditions by integrating information from all three studies (Fish Behavior, Hydraulic Conditions, and Operations).

To the extent information from the Fish Behavior, Hydraulic Conditions and Operations studies, as approved, provide relevant information, NorthWestern will include information on observed fish behavior related to proposed operations in the USR.

#### C. Hydraulic Modeling Study

USFS, USFWS, MFWP, and CSKT requested substantial changes to the FERC-approved Hydraulic Modeling Study. These comments seek to extend the area included in the hydraulic model far beyond the study area described in the FERC-approved Study Plan. Given the breadth of the changes sought by these commenters, it is not clear whether they constitute requests for a modification of the existing Hydraulic Modeling Study, or an entirely new study. In fact, none of these comments addressed the FERC requirements for a modified study described in 15 CFR § 5.15(d), or for a new study as described in 18 CFR §§ 5.15(e)(1)-(5) and 18 CFR § 5.9. Regardless of whether these comments are considered a requested study modification or new study request, the rationales provided by these commenters fail to demonstrate why expanding the FERC-approved Study Plan is warranted. The justifications provided are as follows:

- The rationale provided in the USFWS letter is that “... *the Service and NorthWestern are working on a collaborative, long-term approach to assessing fish behavior at and near the Project, and integration of an extended hydraulic modelling study is an important component to any such effort.*”
- The USFS letter<sup>1</sup> notes that it “*was supportive of the Revised Study Plan as written and requested no additional studies.*” However, USFS is now requesting expansion of the hydraulic modeling to address areas, “*that are meaningful to assist understanding how fish approach the near-field areas.*” No further rationale for the additional study request was included.
- The CSKT letter states that, “*Including the entirety of the project in the hydraulics condition study could yield insight for optimizing fish passage across a range of flows and operational conditions, which may require modifying the existing facility, providing additional alternative routes of passage, or installing capture facilities.*”
- The MFWP letter states that “*hydraulic modeling of additional areas, along with the fish behavior data, will help us understand the Project given the large footprint.*” MFWP also state that, “*The hydraulic and fish behavior studies are vital to understanding the relationship of fishes to the project, particularly regarding migration and passage efficiency.*”

These requests do not address the criteria, nor do they meet the criteria, for modifying an existing study or adding a new study during the second year of the ILP process. Accordingly, NorthWestern requests that FERC not adopt the requested study modifications or requested new study on hydraulic modeling study when issuing its study plan determination under 18 CFR § 5.15(c)(6).

#### C.1 Request for Modification of Study

To the extent the comment letters from USFS and USFWS request a modification to the existing FERC-approved Study Plan, section 5.15 (d) requires that one of two criteria must be met to justify modifying a FERC-approved Study Plan in the second year of study. Here, neither criterion was met:

1. *Did these requestors demonstrate that the study was not conducted as required in the FERC-approved Study Plan?*

USFS and USFWS did not demonstrate or otherwise include any statements indicating that the Hydraulic Modeling Study was not conducted as required in the FERC-approved Study Plan. NorthWestern is unaware of any variance in its implementation of the FERC-approved Hydraulic Modeling Study during the first study season nor did NorthWestern’s ISR identify any such variance.

2. *Did the requestors demonstrate that the study was conducted under environmental anomalous conditions or have such conditions changed in a material way?*

USFS and USFWS did not identify any anomalous or changed environmental conditions that would warrant a modification of the FERC-approved Study Plan. NorthWestern is unaware of any

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<sup>1</sup> The USFS previously provided comments on the FERC-approved Hydraulic Modeling Study to NorthWestern Energy on March 16, 2022, which were addressed by NorthWestern in the ISR.

such anomalous or changed environmental conditions since the Commission's study plan determination that would warrant a modification to the approved Hydraulic Modeling Study.

### 3. Other considerations

Beyond not meeting the regulatory requirements under 18 CFR § 5.15(d) for modifying studies, the proposed modifications are simply unwarranted. They are not needed to meet the goals and objectives of the FERC-approved Study Plan. Nor is there any linkage between the requested modification and assessing the capabilities of the Project's fish passage facility. Furthermore, there is no evidence that the existing fish passage structure does not provide adequate fish passage. Finally, the cost to collect, analyze and report on the requested modification would result in a material increase in Project costs. Please also see "Section C.2 Other Considerations" for additional information relevant to NorthWestern's decision not to adopt the modification requests

Accordingly, USFS and USFWS failed to meet the criteria in 18 CFR § 5.15(d) required to modify a FERC-approved Study Plan in the second year of study, and there is no basis for the Commission, when issuing its study plan determination under 18 CFR § 5.15(c)(6), to recommend a modification to the Hydraulic Modeling Study.

#### C.2 Request for New Study

MFWP and CSKT appear to request that the Commission consider adding a new hydraulic modeling study for the purposes of identifying alternative fish passage facilities or other means to capture and transport fish around the Project. This would be a new study with new goals and objectives not consistent with the goals and objectives of the FERC-approved Study Plan.

MFWP states:

*"FWP has emphasized the importance of evaluating additional passage facilities or capture options that may increase passage effectiveness at the Project beyond potential improvements to the current fish ladder.*

*There are at least three other potential trapping or capture locations associated with the Project that FWP requests should be evaluated using hydraulic modeling and to better inform what is learned with the fish behavior study. This could help improve fish passage at flows beyond the capacity at which the ladder was built to function, especially with some of the higher velocities identified below the main channel dam. Site one is located on river right on the right side of the old powerhouse. Site two is located on the left side of the new turbine. Site three is located on the dry channel dam."*

CSKT states:

*"Including the entirety of the project in the hydraulics condition study could yield insight for optimizing fish passage across a range of flows and operational conditions, which may require modifying the existing facility, providing additional alternative routes of passage, or installing capture facilities."*

To the extent that these comments constitute a new study request, the Commission should not adopt the new study for the following reasons under 18 CFR § 5.15 (e):

- (1) *Any material changes in the law or regulations applicable to the information request;*

Neither CSKT nor MFWP identified any changes in the law or regulation applicable to this new study request and NorthWestern is not aware of any such change in law or regulation.

*(2) Why the goals and objectives of any approved study could not be met with the approved study methodology;*

Neither CSKT nor MFWP explained why the goals and objectives of the existing Hydraulic Modeling Study could not be met under the methodology already approved by FERC. NorthWestern is already conducting a robust modeling effort and studies to investigate the adequacy of the existing passage facility. Moreover, as discussed below, there is no basis to the premise of this proposed new study—i.e., that the existing facility's location or functionality are inadequate, and it is well-settled that a relicensing study is warranted only if there is evidence of a Project effect, which is absent here. See *City of Centralia v FERC*, 213 F.3d 742 (D.C. Cir. 2000).

Finally, the goals and objectives of studying new passage at the Project could not possibly be met in this new study requested by MFWP and CSKT. Determining whether there is a need for new fish passage would require a thorough investigation of multiple resources.

*(3) Why the request was not made earlier;*

MFWP raised the issue of new fish passage in its initial comments on the Pre-Application Document and Proposed Study Plan, but did not request a related study. The CSKT raised this issue for the first time following the ISR and did not provide any explanation as to why it did not raise this issue earlier in the ILP.

*(4) Significant changes in the project proposal or that significant new information material to the study objectives has become available; and*

Neither CSKT nor MFWP identified any significant new information material to the study objectives, and NorthWestern is not aware of any new information.

*(5) Why the new study request satisfies the study criteria in 18 CFR § 5.9(b). Specifically, 18 CFR § 5.9(b) requires that any information or study request must:*

- *Describe the goals and objectives of each study proposal and the information to be obtained;*
- *If applicable, explain the relevant resource management goals of the agencies or Indian tribes with jurisdiction over the resource to be studied;*
- *If the requester is not a resource agency, explain any relevant public interest considerations in regard to the proposed study;*
- *Describe existing information concerning the subject of the study proposal, and the need for additional information;*
- *Explain any nexus between project operations and effects (direct, indirect, and/or cumulative) on the resource to be studied, and how the study results would inform the development of license requirements;*
- *Explain how any proposed study methodology (including any preferred data collection and analysis techniques, or objectively quantified information, and a schedule including appropriate field season(s) and the duration) is consistent with generally accepted practice*

*in the scientific community or, as appropriate, considers relevant tribal values and knowledge; and*

- *Describe considerations of level of effort and cost, as applicable, and why any proposed alternative studies would not be sufficient to meet the stated information needs.*

The MFWP and CSKT letters did not address the study criteria from 18 CFR § 5.9(b).

### Other Considerations

Beyond not meeting the regulatory requirements under 18 CFR § 5.15(e) for new studies, the study proposal advanced by MFWP and CSKT is unwarranted, for several reasons.

1. The requested study is not needed to meet study objectives identified in the FERC-approved Study Plan.

The goals and objectives of the FERC-approved Hydraulic Modeling Study are “to assess the velocity field downstream of the fish passage facility to understand if the flow field created by discharge from the fish passage facility provides a sufficient behavioral cue (attraction flow) to Bull Trout and other species, and whether velocities are low enough as to not fatigue fish attempting to approach the fish passage facility entrance. The hydraulic model will provide velocity fields that can be used as indirect indicators of effectiveness of the fish passage facility. The modeling will include features such as below the Main Channel Dam and the natural falls area.” These goals can be met using the methodology in the FERC-approved Study Plan. Expanding the study into areas further downstream will not provide information relevant to assessing approach velocities at the fish passage facility entrance or attraction flows at the fish passage facility. The request for an additional study is directed at informing the potential for new fish passage facilities.

2. There is no evidence of problems with passage that further hydraulic modeling data collection would inform.

The existing fish passage facility location was determined following a three-year (2004 – 2006) long fish behavior study, which concluded that a large proportion of radio tagged fish that entered the Thompson Falls Project area made their way to the Main Channel Dam (GEI Consultants, 2007)<sup>2</sup>. During that same period, engineering evaluations were also conducted to assess suitable sites for the fish passage facility (GEI Consultants, 2006)<sup>3</sup>.

The Thompson Falls Interagency Technical Advisory Committee (TAC) composed of the Licensee, USFWS, CSKT, and MFWP, met in October 2006 to review the biological and engineering studies conducted at the Project. The consensus decision of the TAC was that the

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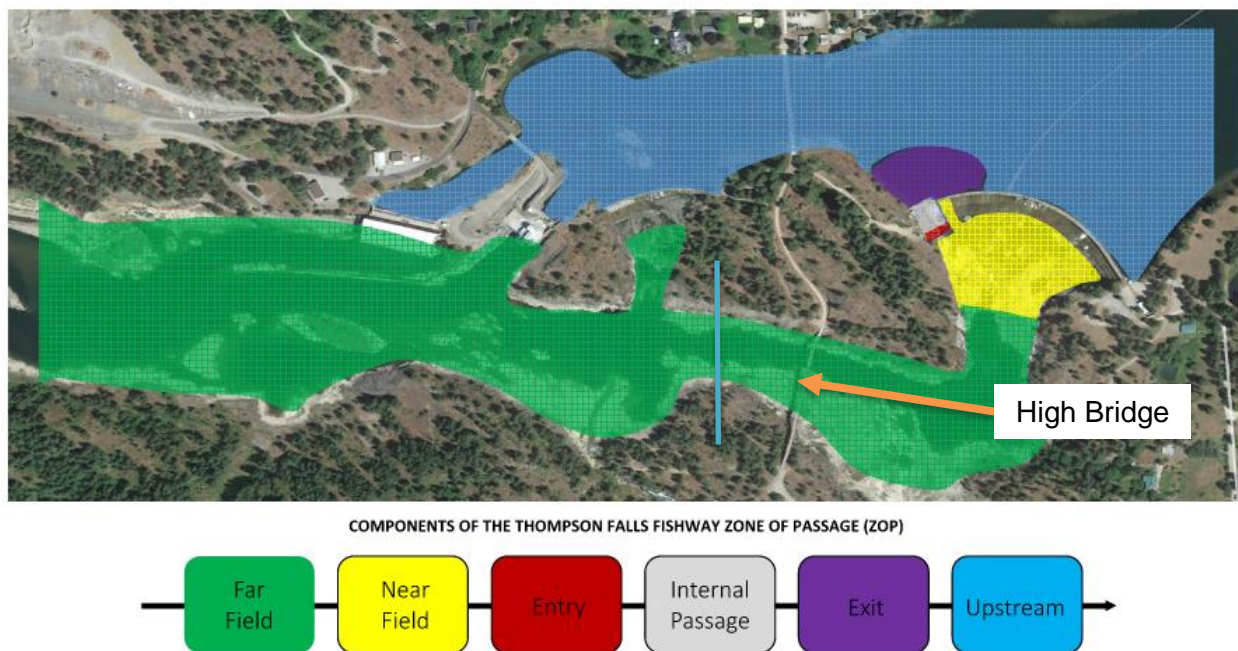
<sup>2</sup> GEI Consultants, Inc. 2007. Results of 2006 Fish Telemetry Study Thompson Falls Dam. Prepared for PPL Montana, Butte, Montana. [https://www.northwesternenergy.com/docs/default-source/default-document-library/clean-energy/environmental-projects/thompson-falls/thompson\\_falls\\_results\\_of\\_fish\\_telemetry\\_study\\_2006.pdf?sfvrsn=6c741b8\\_7](https://www.northwesternenergy.com/docs/default-source/default-document-library/clean-energy/environmental-projects/thompson-falls/thompson_falls_results_of_fish_telemetry_study_2006.pdf?sfvrsn=6c741b8_7)

<sup>3</sup> GEI Consultants, Inc. 2006. Final Letter Report. Thompson Falls Upstream Fish Site Selection Prepared for PPL Montana, Butte, Montana. [https://www.northwesternenergy.com/docs/default-source/default-document-library/clean-energy/environmental-projects/thompson-falls/thompson\\_falls\\_final\\_letter\\_report\\_upstream\\_fishway\\_site\\_selection\\_2006.pdf?sfvrsn=988b109\\_7](https://www.northwesternenergy.com/docs/default-source/default-document-library/clean-energy/environmental-projects/thompson-falls/thompson_falls_final_letter_report_upstream_fishway_site_selection_2006.pdf?sfvrsn=988b109_7)

right bank full height fish ladder at the Main Channel Dam was the preferred alternative design and location. The Licensee subsequently constructed the upstream fish passage facility at the preferred location, as recommended by the TAC.

Since construction was completed in 2011, nearly 39,000 fish representing 15 species and three hybrids have ascended the upstream fish passage facility, a very significant number and variety of fish.

NorthWestern proposed the Hydraulic Modeling study in response to recommendations from a Scientific Review Panel to study water depths and velocities in the near field downstream of the Main Channel Dam (Figure 1). The Biological Opinion issued by the USFWS in 2008 required that the Licensee conduct a scientific review to determine if the Thompson Falls fish passage facility is functioning as intended, and whether operational or structural modifications are needed. The scientific review convened in January 2020, with the formation of the Thompson Falls Scientific Review Panel (Scientific Panel). On March 27, 2020, the Scientific Panel issued a memo (Scientific Panel 2020) summarizing its evaluation of the fish passage facility and provided recommendations on how to better evaluate the facility in the future. The FERC-approved Study Plan for the Hydraulic Modeling Study was initially developed in response to recommendations from the Scientific Panel to conduct a “2-D Computational Fluid Dynamics study that incorporates measured or approximated bathymetry to resolve, at minimum, a depth-averaged velocity field and water depths in the **near field downstream of the dam/project**” [emphasis added]. The near field is shown in yellow in Figure 1.



**Figure 1. Zone of Passage, as described by the Scientific Panel, 2020. Arrow points to High Bridge, blue line shows downstream extent of Hydraulic Modeling Study**

NorthWestern volunteered to extend the modeling further downstream than the near field area recommended by the Scientific Panel. The FERC-approved Study Plan describes the geographic



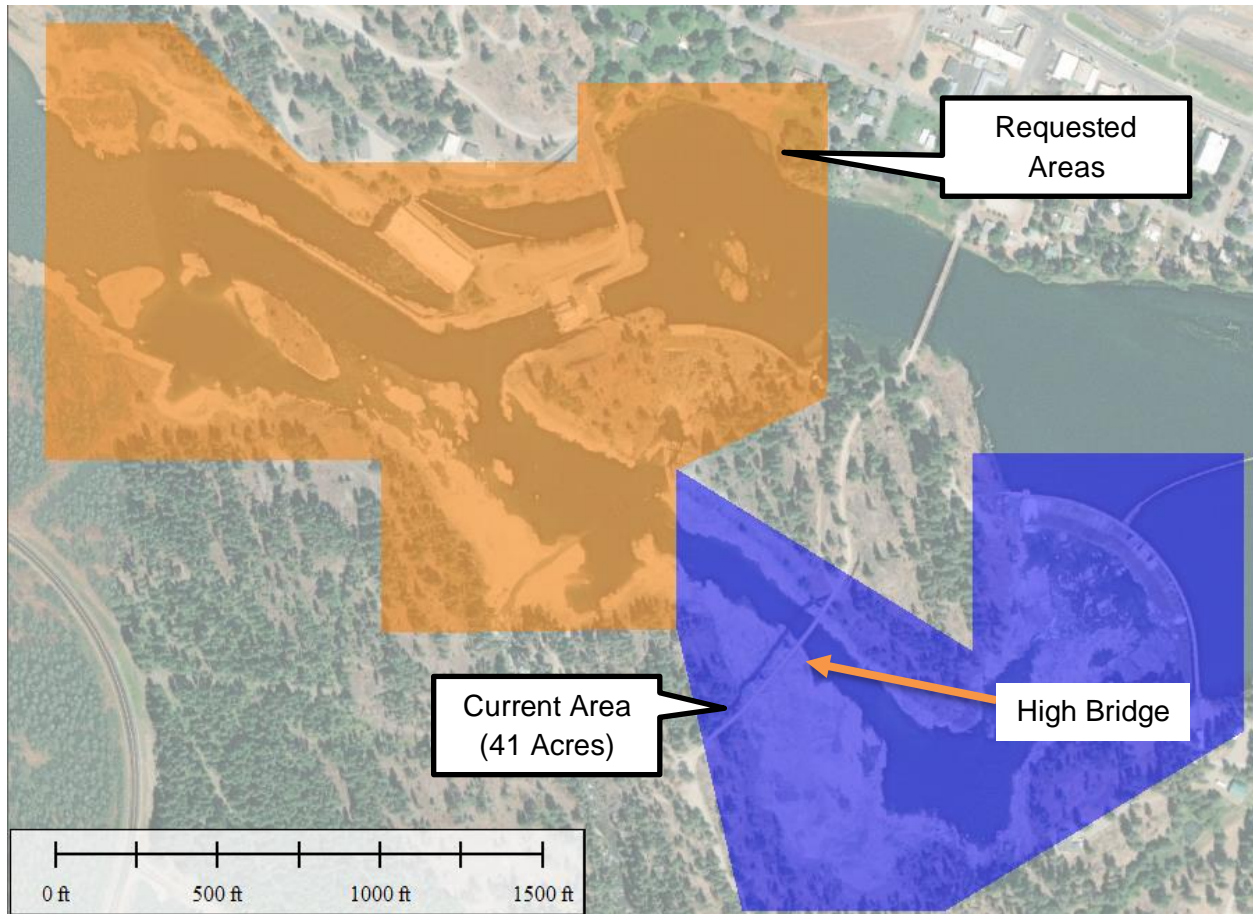
extent of the hydraulic modeling as, “the spillway, downstream river channel and surrounding terrain. The downstream river channel will extend to just upstream of the High Bridge, or approximately 1,500 feet downstream of the dam the channel downstream of the Main Channel Dam to the High Bridge”. Note the High Bridge is shown on Figure 2, significantly downstream of the near field.

The ISR notes that the study was conducted over an even longer reach of river than proposed in the FERC-approved Study Plan, from the Main Channel Dam to 500 feet downstream of the High Bridge, which was an enhancement of the study.

3. The proposed new Hydraulic Modeling Study would be complex, expensive, and produce potentially unreliable results.

The USFWS and the MFWP letters are most specific in their request for expanded modeling, describing the request for an expanded area as, “portions of the Clark Fork River near the Dry Channel Dam, New Powerhouse and Old Powerhouse” (USFWS) or “river right on the right side of the powerhouse, ... left side of the new turbine, and ...Dry Channel Dam” (MFWP).

The addition of these three new study areas would be a significant new study in addition to the FERC-approved Study Plan. A comparison of the current and requested study areas is shown below in Figure 2. The model area shown in orange on Figure 2 would be necessary to understand the hydraulics of these specific locations in the context of the larger Thompson Falls system. The upstream and downstream boundaries would also have to be expanded from the specific areas of interest so that they would not have a significant impact on the results.



**Figure 2. Current and requested Thompson Falls hydraulic modeling study areas. Note location of High Bridge.**

On simply an aerial basis, adding the requested study extents would increase the study area by approximately 173% (71 additional acres requested compared to 41 acres in the FERC-approved Study Plan).

In addition to the significant increase in study area, it is also important to consider the increase in model complexity and detail that adding the three additional structures (Dry Channel Dam, Original Powerhouse, New Powerhouse) would involve. The development of the model geometry for these structures would require substantial effort to translate the engineering record drawings into three-dimensional objects to be imported as the model solid surfaces. Though these structures are smaller than the Main Channel Dam, their complexity and detail are similar to if not greater than that of the structures already developed. These detailed structures would require numerous mesh blocks with small cell spacings to properly render the structures for hydraulic modeling. This would increase the total cell count of the model exponentially which would become computationally demanding and require substantial effort to perform the requested modeling. A rough estimation of the expanded model domain indicates that the cell count for the expanded model would have approximately 350% more computation cells than the current extents. Further, the computational effort that would be required to model all of the discharge structures together would be significantly greater. NorthWestern estimates a significant cost for performing this study.

Following the model development, adding the requested areas would require troubleshooting and verification of discharge relationships for the three new structures. This could potentially require making significant assumptions, especially to account for inflows from Prospect Creek. These assumptions could produce unreliable results. Lastly, beyond the hydraulic modeling effort, the increase in study area would require a considerable effort to coordinate with the results of the Fish Behavior Study especially when considering the potential impacts that temperature profiles could have on the results.

For these reasons, NorthWestern does not propose to adopt the request for a new hydraulic modeling study which would significantly increase the cost and effort of implementing FERC's Study Plan Determination.

#### **IV. Conclusion**

NorthWestern appreciates the comments submitted by relicensing participants in response to the ISR and looks forward to the Commission's study plan determination under 18 CFR § 5.15(c)(6).

Should you have any questions, please contact me at (406) 497-3382, or via email at [marygail.sullivan@northwestern.com](mailto:marygail.sullivan@northwestern.com).

Sincerely,



**Mary Gail Sullivan**

*Director, Environmental and Lands Permitting & Compliance*

CC: Andy Welch, NorthWestern  
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Attachment: Distribution List

**Distribution List for the Thompson Falls Project P-1869**  
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