

MASTER PLAN REVISIONS: THE TIME IS NOW

A Presentation at the
National NRM Workshop
April 2017
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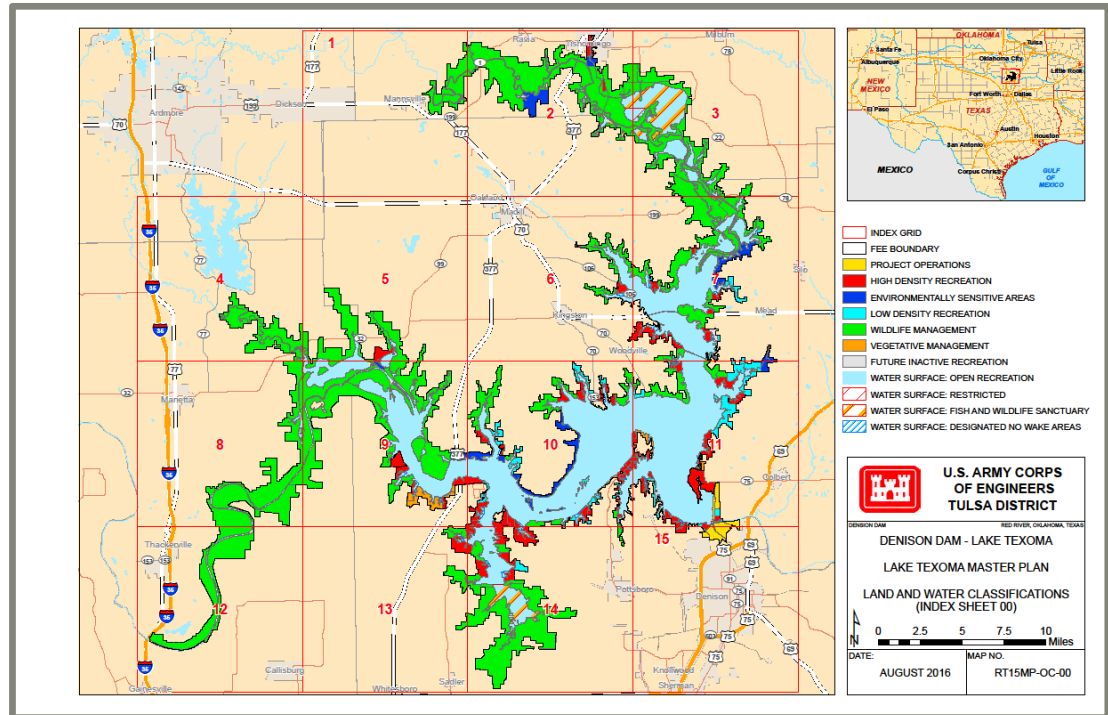
FACT: THE MASTER PLAN IS THE MOST IMPORTANT DOCUMENT USED BY LAKE MANAGERS AND RANGERS

- The Master Plan establishes the baseline from which project lands and water surface are managed
- It provides consistency in a world where leadership changes frequently
- Helps inform decisions made in response to land use proposals made by others



TOPICS FOR DISCUSSION

- Where have we been?
Looking back about 15 years
- Where are we now?
- Where are we headed?
- Lessons learned



WHERE HAVE WE BEEN?

Prior to about 2003 a very entrenched and unworkable view of master plans persisted – “new project” mentality and shrinking O&M budgets made revision of old MPs difficult in many Districts

After years of debate, in 2004-2005 the SAT succeeded in making master plan compliance a “national performance measure”...the SAT raised the red flag!

In 2007, the Army Inspector General determined:

“The MP process in USACE, as currently designed, is dysfunctional. Projects are not planning for the future. Until this problem is addressed, the ability of Corps projects to plan for future growth and changes will be severely limited.”



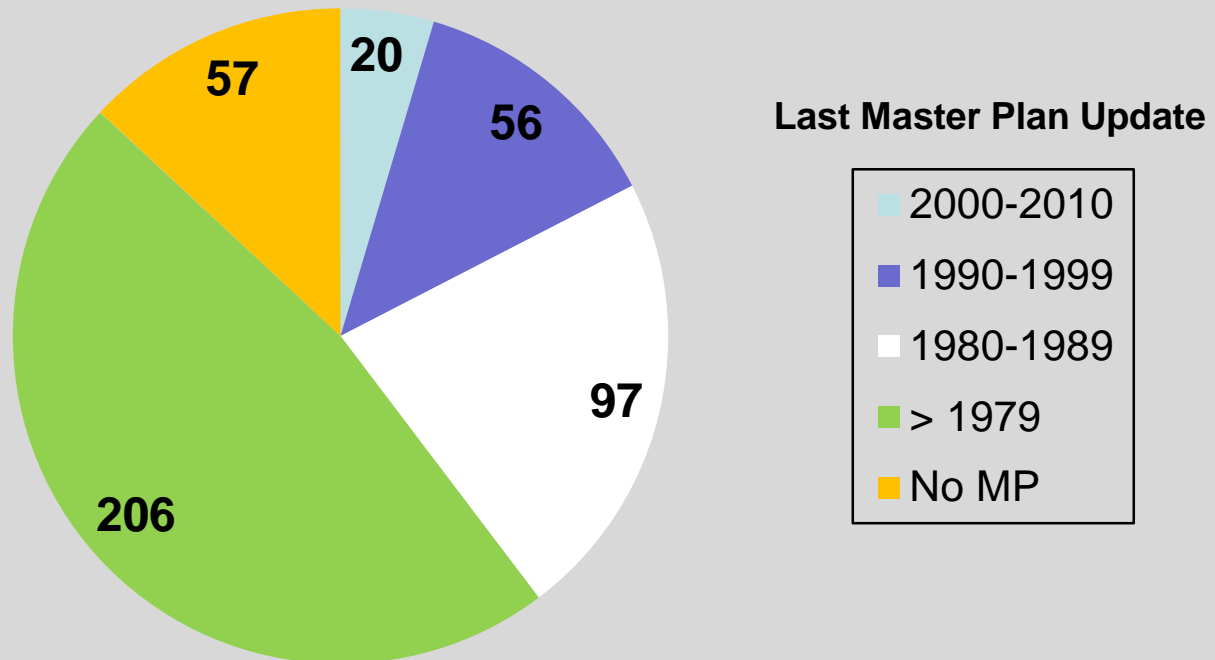
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WHERE HAVE WE BEEN?

- After IG report, Chief, OD directed formation of a PDT to address the problem – team formed April 2010. Team comprised of senior OD and NEPA professionals
- The team's charter was to streamline the MP process, eliminate unnecessary requirements, and provide templates and training material...make it work within the O&M budget
- That team revised the MP guidance in ER & EP 1130-2-550, final versions published in Jan 2013. Developed training materials in early 2015 (posted on NRM Gateway)
- Efforts to fund Master Plan Revisions began in earnest during FY 2014-2015

NUMBER OF MASTER PLANS BY AGE CIRCA 2011



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WHERE ARE WE NOW?

- Master Plan revisions are funded through the ES business line via budget packages that you develop
- Funds at the top of the national ES budget are being set aside for the purpose of funding revisions
- Districts and Divisions decide which master plan revisions should be in the budget.
- HQ and Divisions select those to be funded through a ranking process



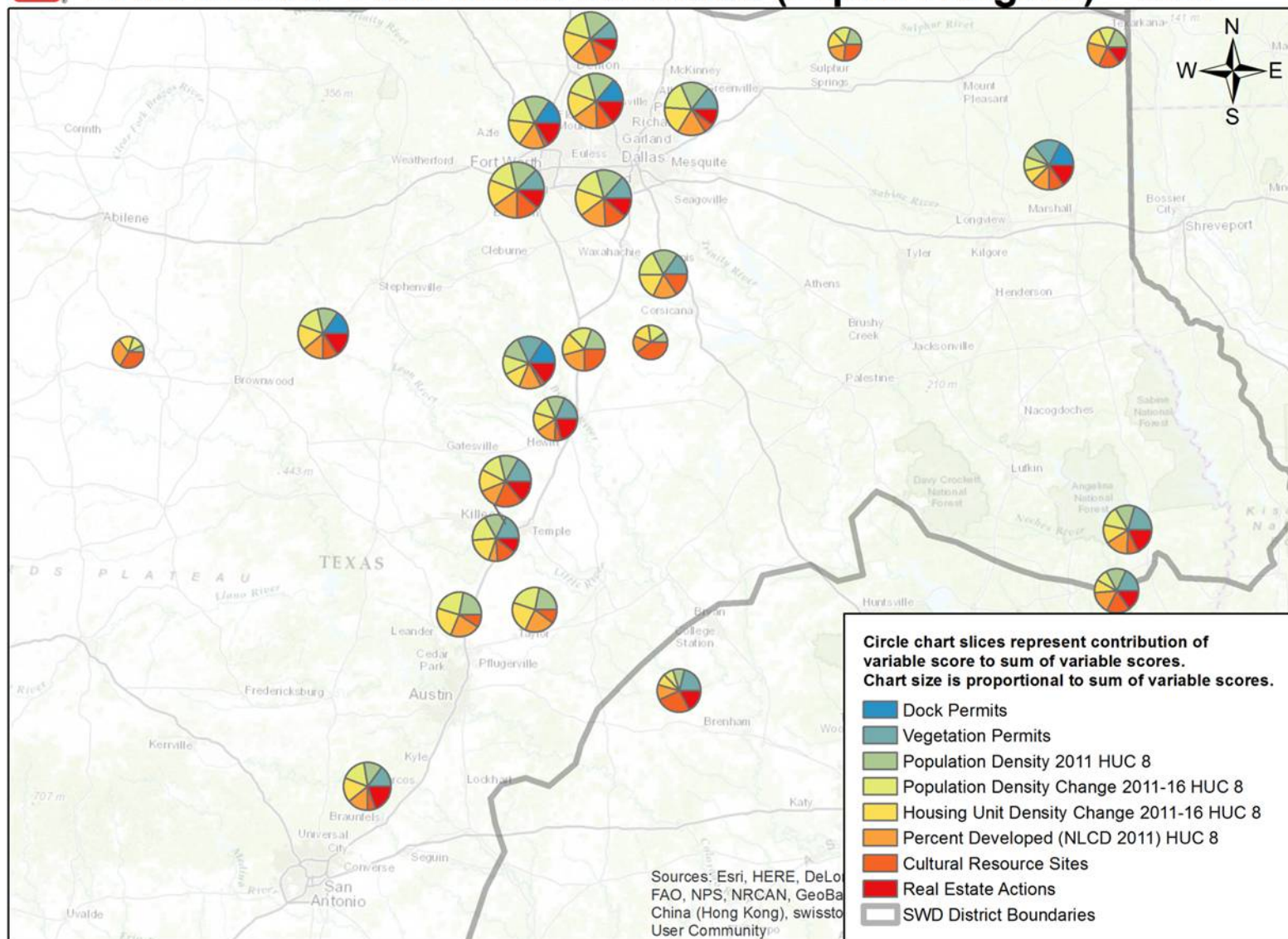
HOW IS RANKING DONE?

- There is no required ranking process or criteria. Districts generally decide which master plan revisions should be funded based on complexity of the project and age of the master plan. District choices are then competed at the Division level
- The objective should be to fund the highest priority master plans first
- Bottom line is that all MSCs are getting a share of MP funding and Districts are putting their greatest needs up front
- Tools have been developed and used in some instances to show how packages can be competed.

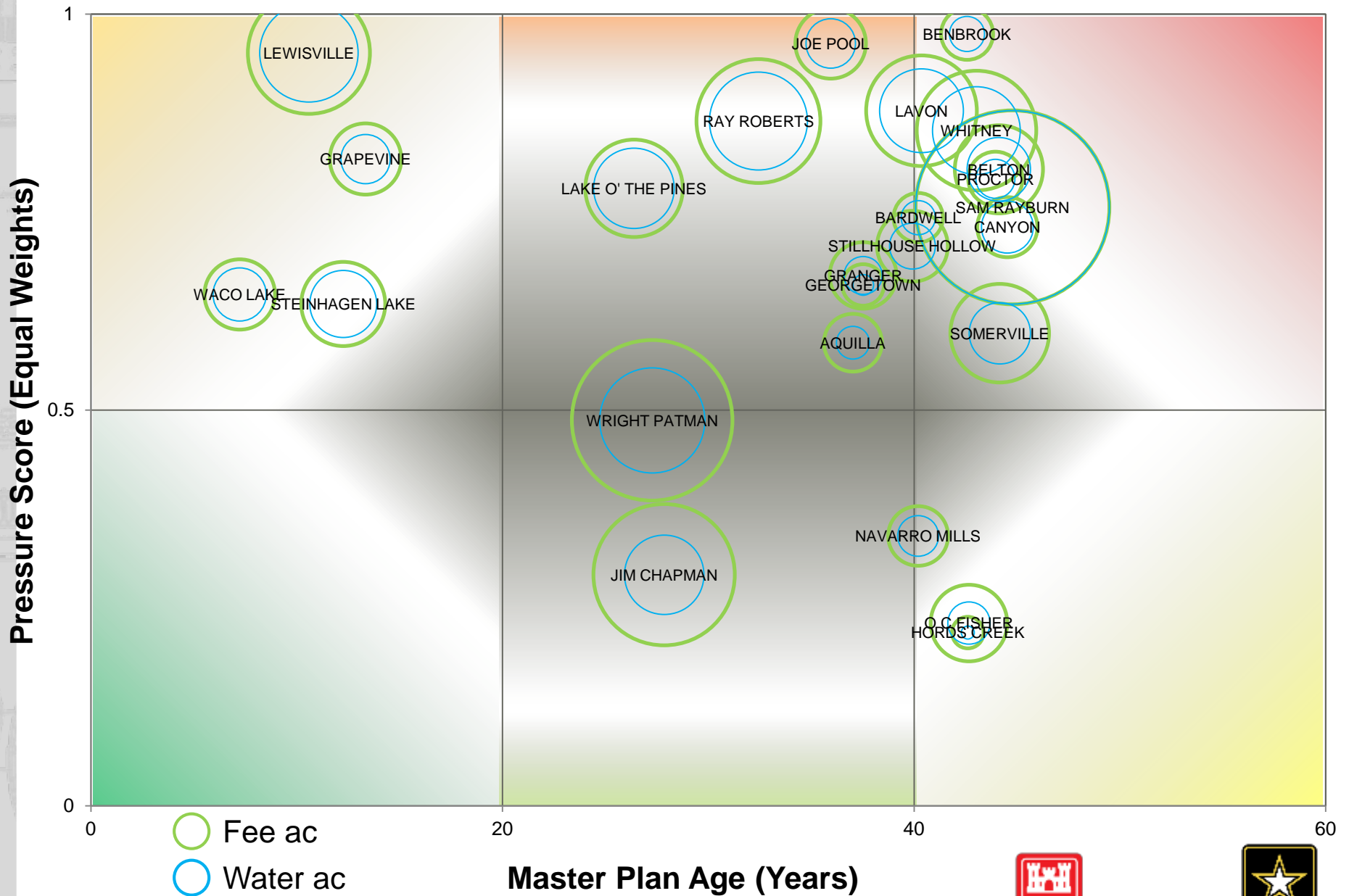


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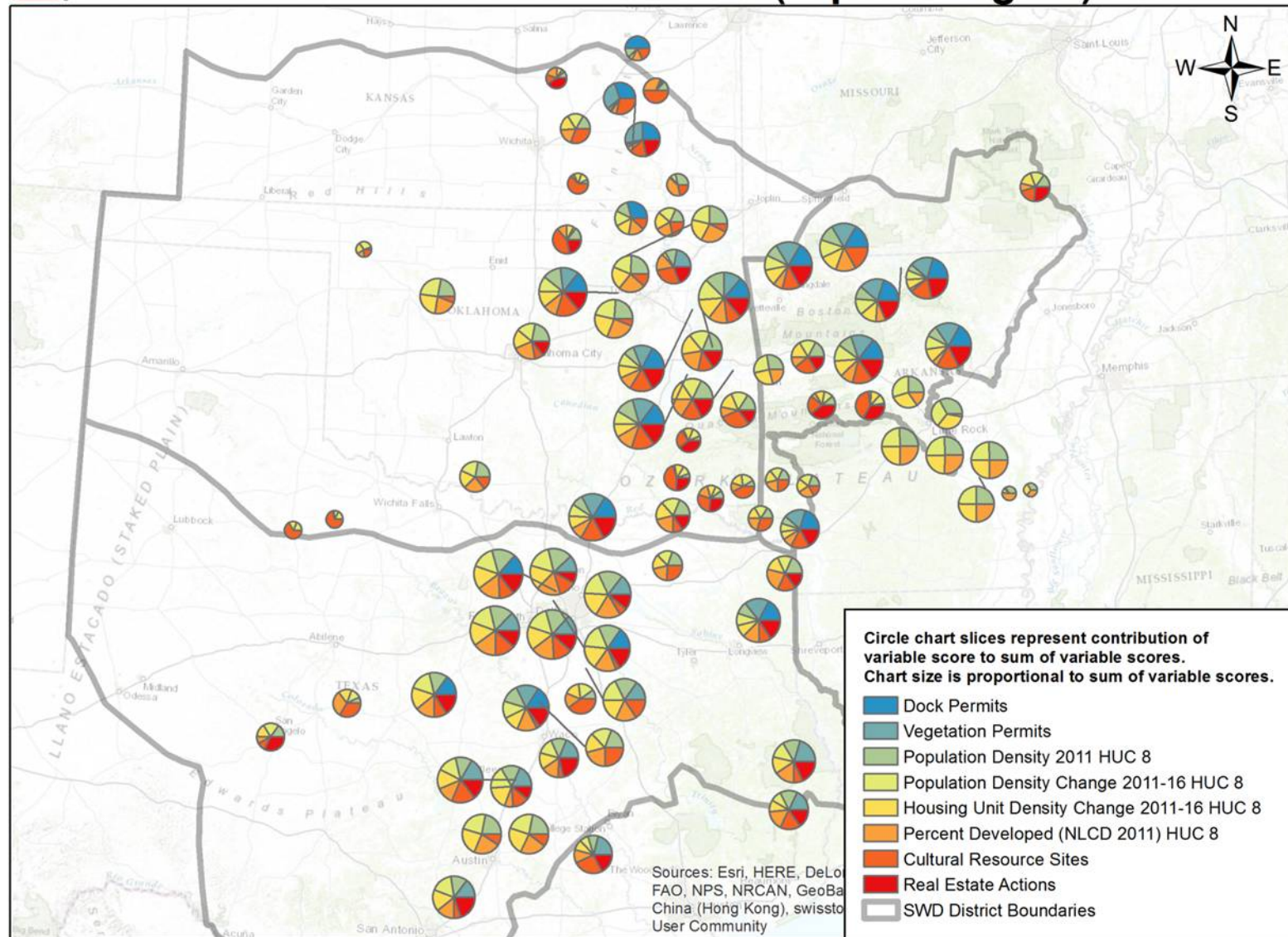


Draft Master Plan "Pressure" Index - SWF



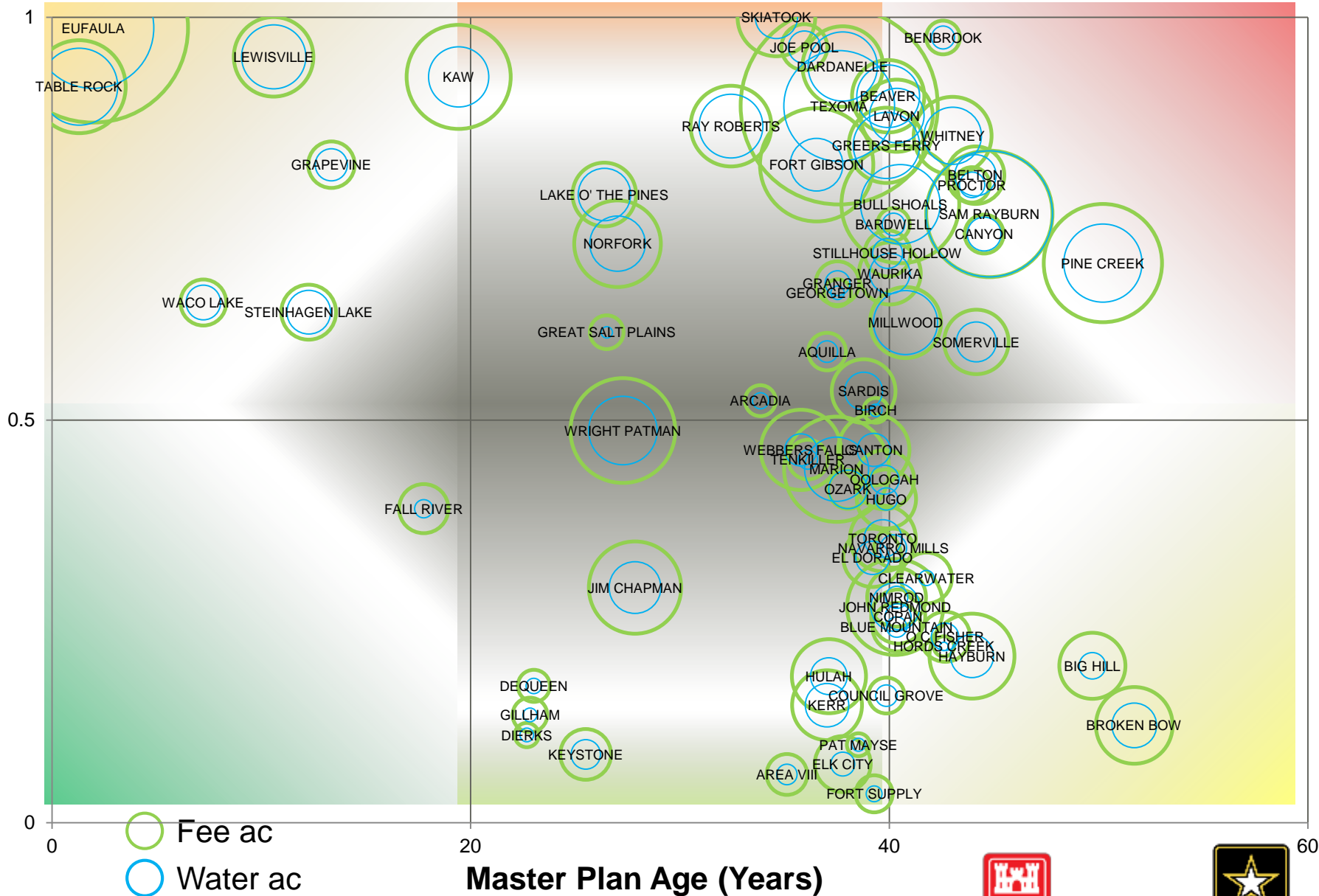


Draft Master Plan Index Variables (Equal Weights) - SWD



Draft Master Plan "Pressure" Index - SWD

Pressure Score (Equal Weights)



Fee ac
Water ac

Master Plan Age (Years)



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WHERE ARE WE NOW?

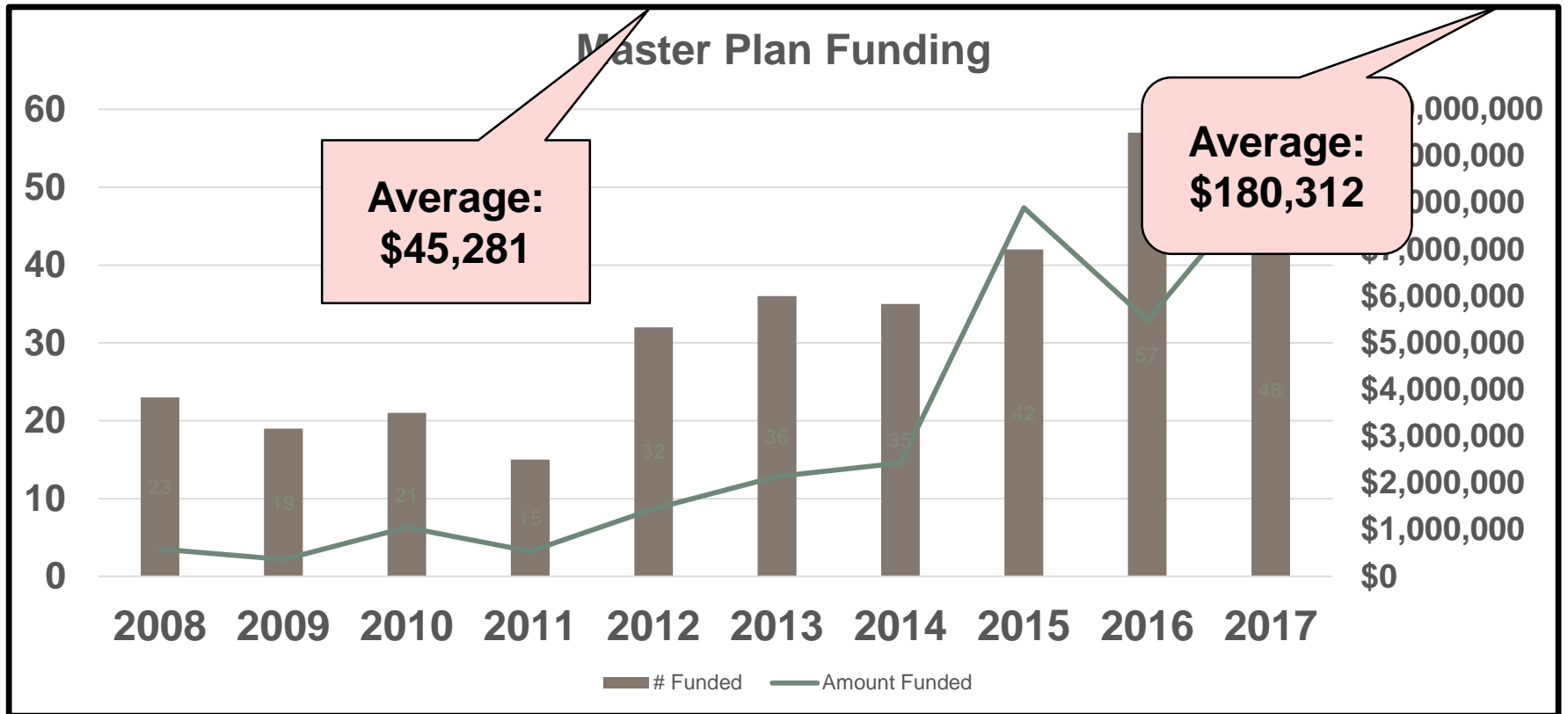
Number of Funded Master Plan Revisions by Fiscal Year

- FY-13 - 36
- FY-14 - 35
- FY-15 - 42
- FY-16 - 57
- FY-17 - 48
- FY-18 - TBD



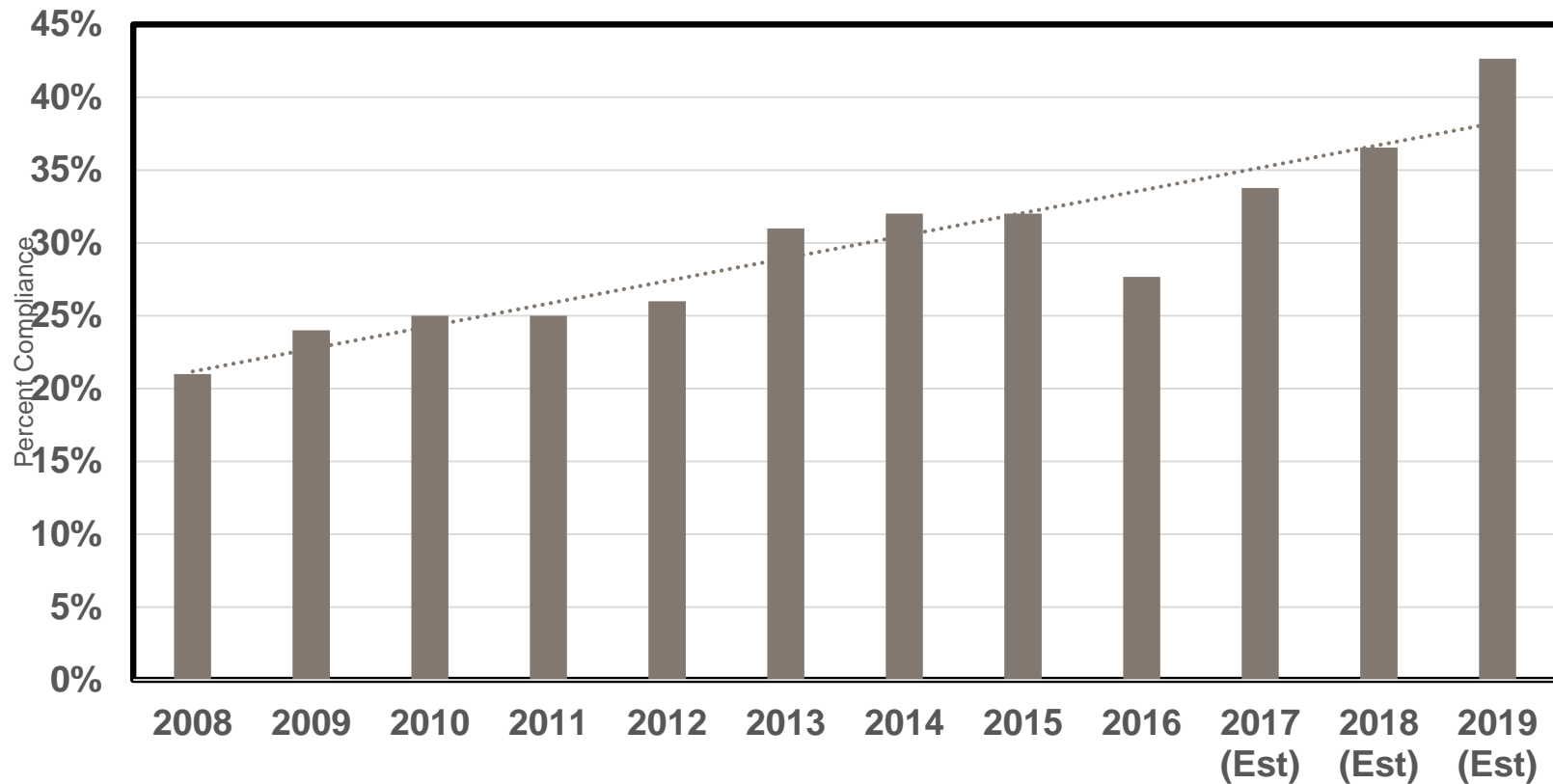
WHERE ARE WE NOW?

2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
23	19	21	15	32	36	35	42	57	48
\$584,000	\$360,000	\$1,052,000	\$539,000	\$1,449,000	\$2,138,000	\$2,428,000	\$7,895,000	\$5,480,000	\$8,655,000



WHERE ARE WE NOW?

USACE Master Plan Compliance Trend



WHERE ARE WE HEADED?

- There is no guarantee that we will continue to receive the level of funding that has taken place the last several years
- The political climate is always different with a new Administration so we can all expect some degree of change
- The minimum that we should strive for is to continue funding those Master Plan Revisions that have been initiated until they are completed
- It is too early to tell if new master plan budget packages will be possible. Bottom line: Ride the Wave!



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LESSONS LEARNED: WHO MAKES IT HAPPEN? THREE MOST IMPORTANT ITEMS

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- Operations Division must be committed to getting the job done. Leadership must ensure a strong PDT
- Shared effort between OD and PD in many Districts
- Lake staff must remain fully engaged throughout the process....especially the Lake Manager
- The PDT must be interdisciplinary and be skillful:
 - Follow a schedule and demand efficiency – a job for the PM
 - Excellent writing skills – at least two people
 - Excellent GIS skills
 - NRM, Outdoor Rec, Cultural expertise needed
 - NEPA expertise

LESSONS LEARNED – WRITING THE TEXT

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- Follow the basic format in EP-1130-2-550. Use Chapter 6 to bring in unique information
- Use existing data from outside, reliable sources (it's free!):
 - SCORP
 - State fish & wildlife strategic plans
 - Local government master plans
 - Studies by regional planning organizations
 - State and local transportation plans (road networks)
- Use available USACE data
 - Comment Card results
 - NRRS zip code data
 - Results from any special surveys



LESSONS LEARNED – WRITING THE TEXT

- Use photos to reinforce the text



Used in Chapter 5 – Resource Plan



Used in Chapter 3 - Objectives



LESSONS LEARNED – KEY INFORMATION

- Special studies may be needed to provide important missing data. Examples include:
 - Recreational boating survey on lakes where boating congestion is a factor (do this only where needed)
 - Wildlife habitat analysis (HEP, FQA, etc)...needed to classify ESAs....may not be needed on projects with limited land base
 - Assessment of visual shoreline aesthetics
- Be sure to include funding for these special studies when preparing MP revision budget packages (a relatively simple recreational boating survey will cost \approx \$100K)



Excerpt from "Recreational Boating Use Study, Table Rock Lake"
March 9, 2010

2.11.1 Boat Traffic Density

Boat traffic density is a measurement of the available water surface per boat in an area. This density data was gathered by recording all boats on the water during peak use periods, which were from 1:00PM to 3:00PM. The lake was divided into boat count "zones" that permit the recording on-the-water boats within a two-hour time period. The location and type of craft are recorded onto a map.

Table 6. Boat Traffic Density	
Use Level	Density
Very High	< 10.0 acres/boat
High	10.0 – 15.0 acres/boat
Moderate	15.1 – 20.0 acres/boat
Low	20.1 – 25.0 acres/boat
Very Low	> 25.0 acres/boat

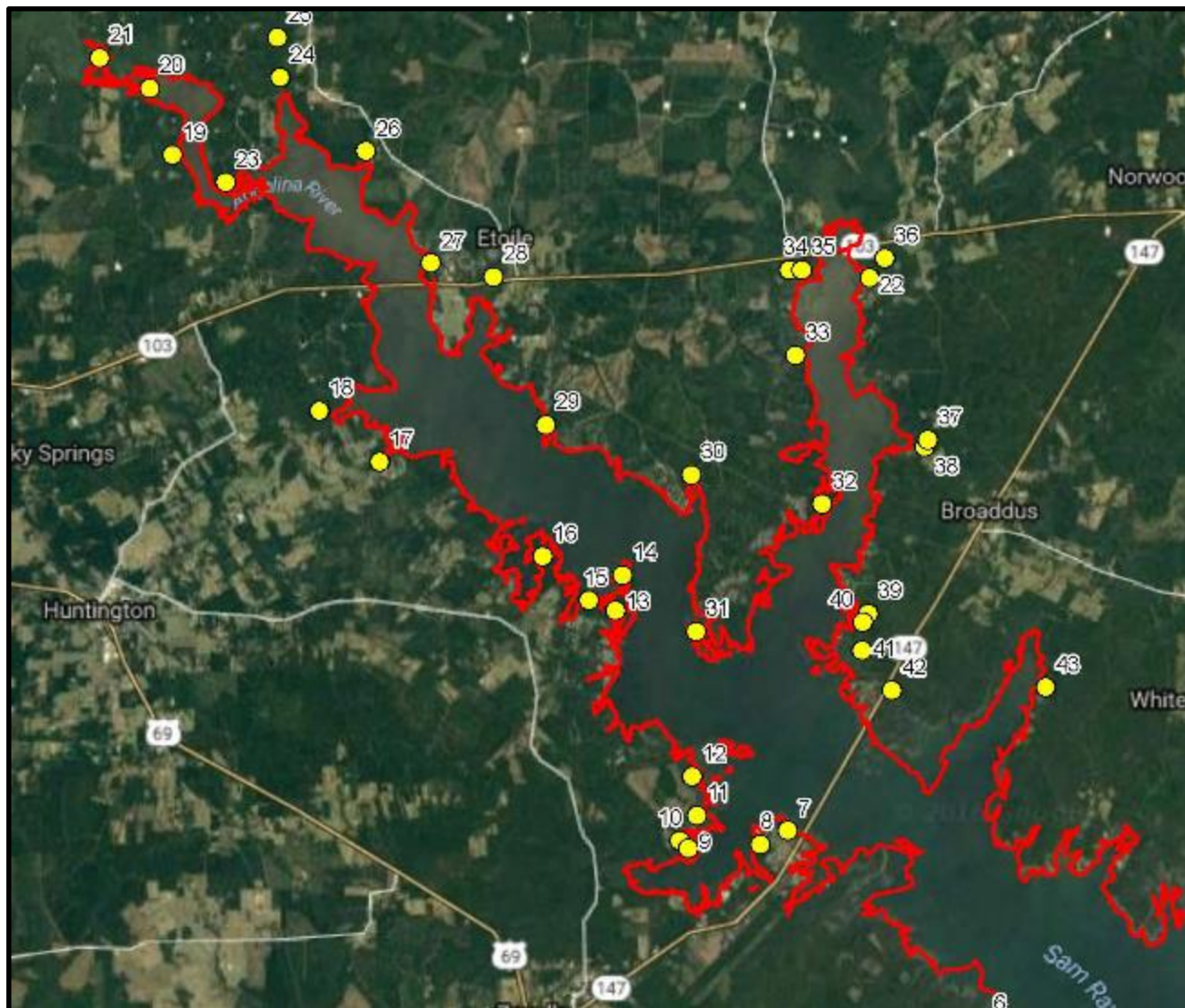
A boat traffic density table was developed based on over 30 boating capacity studies as a guideline to compute acres per boat (Table 6). A condition where acres per boat are less than 10 is considered a threat to safety and enjoyment.

Excerpt from boating capacity survey at Table Rock Lake



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Map of habitat survey points taken at Sam Rayburn Reservoir – August 2016





Assessing visual resources for an EIS
on a land disposal at Lake Texoma



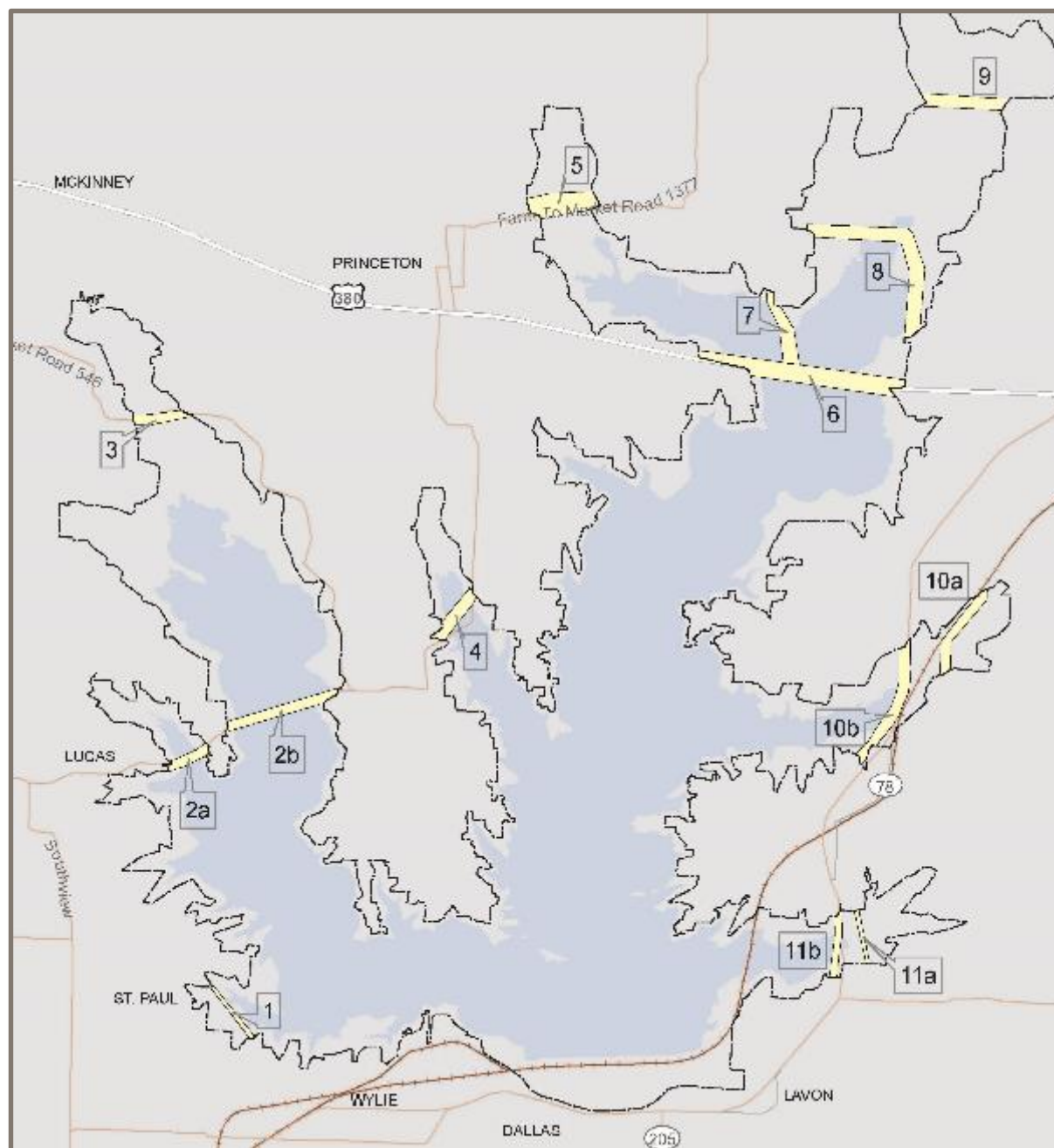
LESSONS LEARNED – FOCUS ON KEY CHAPTERS

- USACE Master Plans are strategic land management plans. Detailed information goes in the OMP, not the MP. Focus effort on:
- Writing achievable management objectives
 - NRM, Recreation, Outreach, Cultural Resources, and General objectives
- Revising land classifications to reflect actual and projected use
 - Clean up HDR areas (in most cases the footprint shrinks)
 - Reduce LDR areas (far too much of this in the past)
 - Increase WM & VM areas
 - Designate ESAs (don't be too conservative but have justification)
- Prepare concise, meaningful Resource Plans

LESSONS LEARNED – SPECIAL TOPICS: UTILITY CORRIDORS

- Primarily an issue in urban settings where population growth is high
- Very beneficial where needed
- Corridors generally parallel existing roads and utility easements





Utility corridors
established at
Lavon Lake
during
MP revision
October 2016



LESSONS LEARNED – OTHER SPECIAL TOPICS

- Exponential population growth
- Oil and Gas Activity
- Nationally Acclaimed Fishery
- Regional Trails Plan
- Major Invasive Species Issue
- Major T&E Species Issue



LESSONS LEARNED – MAPS

- Need a good boundary line in GIS
- Lake staff often have the needed mapping skills...this can significantly reduce overall mapping cost
- Borrow templates from others...try not to reinvent the wheel
- Typical minimum map plates needed:
 - Map Index
 - Agency Management Map
 - Land Classification Maps
 - Park Plates





INDEX TO MASTER PLAN MAPS

GENERAL

MAP NO.	TITLE
RT15MP-OI-00	PROJECT LOCATION & INDEX TO MAPS
RT15MP-OM-01	AGENCY LAND MANAGEMENT
RT15MP-OP-01	SEA PLANE GUIDE

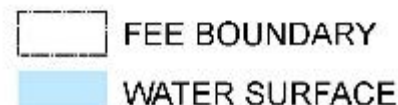
LAND CLASSIFICATION

MAP NO.	TITLE
RT15MP-OC-00	LAND AND WATER CLASSIFICATIONS (00)
RT15MP-OC-01	LAND AND WATER CLASSIFICATIONS (01)
RT15MP-OC-02	LAND AND WATER CLASSIFICATIONS (02)
RT15MP-OC-03	LAND AND WATER CLASSIFICATIONS (03)
RT15MP-OC-04	LAND AND WATER CLASSIFICATIONS (04)
RT15MP-OC-05	LAND AND WATER CLASSIFICATIONS (05)
RT15MP-OC-06	LAND AND WATER CLASSIFICATIONS (06)
RT15MP-OC-07	LAND AND WATER CLASSIFICATIONS (07)
RT15MP-OC-08	LAND AND WATER CLASSIFICATIONS (08)
RT15MP-OC-09	LAND AND WATER CLASSIFICATIONS (09)
RT15MP-OC-10	LAND AND WATER CLASSIFICATIONS (10)
RT15MP-OC-11	LAND AND WATER CLASSIFICATIONS (11)
RT15MP-OC-12	LAND AND WATER CLASSIFICATIONS (12)
RT15MP-OC-13	LAND AND WATER CLASSIFICATIONS (13)
RT15MP-OC-14	LAND AND WATER CLASSIFICATIONS (14)
RT15MP-OC-15	LAND AND WATER CLASSIFICATIONS (15)

RECREATIONAL AREAS

MAP NO.	TITLE
RT15MP-OR-0A	GOVERNMENT MANAGED RECREATIONAL AREAS
RT15MP-OR-0B	PRIVATELY MANAGED RECREATIONAL AREAS
RT15MP-OR-01	LAKE TEXOMA OVERLOOK AND SPILLWAY
RT15MP-OR-02	DAM SITE - TEXAS
RT15MP-OR-03	DAM SITE - OKLAHOMA
RT15MP-OR-04	EAST BURNS RUN
RT15MP-OR-05	WEST BURNS RUN
RT15MP-OR-06	PLATTER FLATS
RT15MP-OR-07	LAKE SIDE
RT15MP-OR-08	JOHNSON CREEK
RT15MP-OR-09	CANEY CREEK
RT15MP-OR-10	BUNCOMBE CREEK
RT15MP-OR-11	JUNIPER POINT
RT15MP-OR-12	PRESTON BEND

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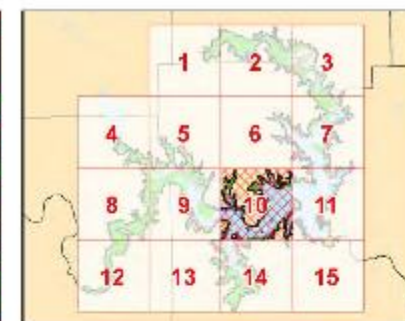
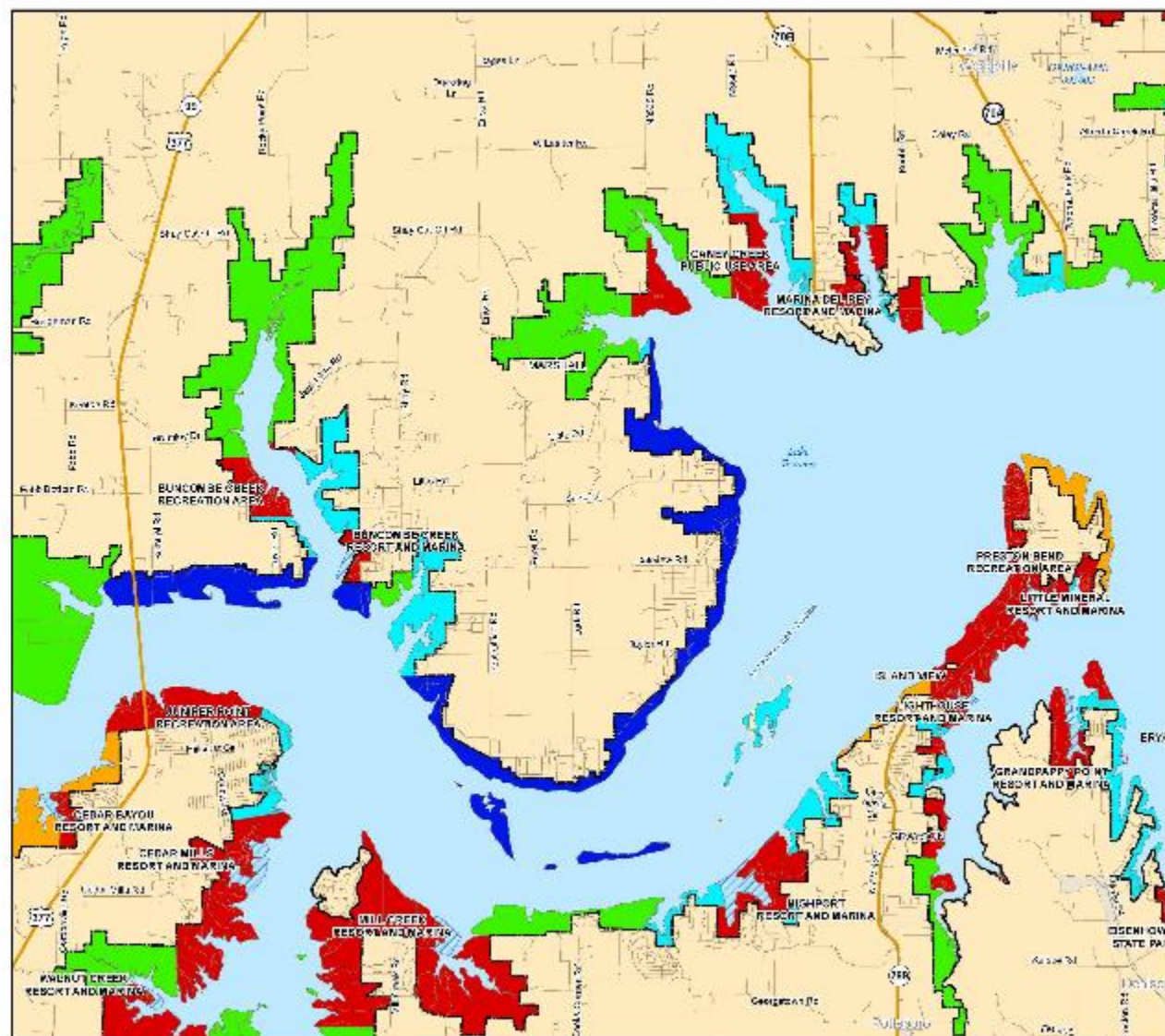


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DENISON DAM - LAKE TEXOMA
LAKE TEXOMA MASTER PLAN
PROJECT LOCATION AND MAP INDEX

DATE
AUGUST 2016

MAP NO.
RT15MP-OI-00



- INDEX GRID
- PFR BOUNDARY
- PROJECT OPERATIONS
- HIGH DENSITY RECREATION
- ENVIRONMENTALLY SENSITIVE AREAS
- LOW DENSITY RECREATION
- WILDLIFE MANAGEMENT
- VEGETATIVE MANAGEMENT
- FUTURE INACTIVE RECREATION
- WATER SURFACE OPEN RECREATION
- WATER SURFACE RESTRICTED
- WATER SURFACE FISH AND WILDLIFE SANCTUARY
- WATER SURFACE DESIGNATED NO WAKE AREAS

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DENISON DAM - LAKE TEXOMA

LAKE TEXOMA MASTER PLAN

LAND CLASSIFICATION (INDEX SHEET 10)

0 0.8 1.6 2.4 3.2
Miles

MAP NO.
RT15MP-DC-10

DATE
AUGUST 2018

MAP NO.
RT15MP-DC-10



ITEM	EXISTING
BOAT RAMP	2
COURTESY DOCK	1
CAMPSITES	47
ELECTRICAL HOOK-UP	44
GROUP PICNIC SHELTER	2
PICNIC SITES	11
VAULT TOILET	4
RESTROOMS	1
SHOWERS	1

FEE BOUNDARY	SHOWER
WATER SURFACE RESTRICTED	PLAYGROUND
DESIGNATED NO-WAKE AREAS	GROUP SHELTER
ENTRANCE GATES	SWIM BEACH
DISPLAY STATIONS	VAULT TOILET
BOAT RAMP	SANITARY DUMP STATIONS
COURTESY DOCK	
RESTROOM	

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TULSA DISTRICT**

DENISON DAM - LAKE TEXOMA

LAKE TEXOMA MASTER PLAN

RECREATIONAL AREAS
(EAST BURNS RUN)

DATE

JANUARY 2017

MAP NO.

RT15MP-OR-04



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LESSONS LEARNED – PUBLIC MEETINGS

- Initial scoping meeting is relatively simple but needs good display maps of current land classifications
- Meeting is preceded by:
 - General news release (some lakes may want to place commercial advertisements in local papers to ensure coverage)
 - Mailing to stakeholder list and resource agency list
- Meeting format: Can be “come-and-go workshop style” with no formal presentation, but a brief introductory presentation has proven helpful. Follow presentation by inviting participants to visit with Corps staff at information tables



LESSONS LEARNED – PUBLIC MEETINGS

- A second and final meeting is usually needed to announce the final draft Master Plan (also subject to 30-day comment period)
In situations where the first meeting resulted in little or no public interest, the second meeting may not be needed
- Meeting is preceded by:
 - NOA to resource agencies
 - General news release (some lakes may want to place commercial advertisements in local papers to ensure coverage)
 - Mailing to stakeholder list
 - Mailing to those who attended the first meeting



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Park Ranger Sam Gramlich explaining a point at the April 2015 public meeting to announce the Sam Rayburn Lake Master Plan revision



LESSONS LEARNED – SHOULD A MP AND SMP BE REVISED CONCURRENTLY?

- Answer: The decision, yes or no, should normally be made by the OPM and/or Lake Manager
- The MP is the parent and the SMP is the child, but the child will try to take over if allowed
- Ideally, MP land classification and carrying capacity decisions are paramount and should be made independent of SMP shoreline allocation decisions. Note that ER 1130-2-406 states: “These (shoreline) allocations should compliment, but certainly not contradict, the land classifications in the project master plan”
- Politically, it may not be possible to separate the MP from the SMP...especially where the SMP footprint is significant



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NEPA COMPLIANCE

- Per EP 1130-2-550, Appendix V, Master Plans must comply with NEPA.
- With few exceptions, an Environmental Assessment of a Master Plan revision will satisfy NEPA compliance.
- An exception may be a MP revision that is done concurrently with a revision of the SMP at a lake where the SMP is contentious, possibly elevating NEPA compliance to the level of an EIS.



IN CONCLUSION

- We are experiencing a unique opportunity to significantly improve the quality of our Master Plans
- This time will pass and may not happen again for decades
- Make sure your District is participating and try hard to get personally involved in a Master Plan revision



THE END



Old growth Cross Timbers forest at
Lake Texoma – an Environmentally Sensitive Area

