

Tips for Developing a Recreation Resources Management Plan That Works

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FERC Recreation Workshop
Ontario, CA
February 17, 2015

Priest Rapids Project



Mid-Columbia River, Washington state

Priest Rapids Project



Priest Rapids Project

- Two hydro facilities – Wanapum Dam / Priest Rapids Dam
- 2,000 MWH power generation (sufficient to power city of Seattle)
- 58 river miles
- 34,000 acres within Project Boundary
- Arid and dry (< 8" rain annually)
- Shrub-steppe habitat
- Volcanic geology
- Undeveloped and undisturbed shoreline



Recreation opportunities



Project Recreation Opportunities

What's the appeal?



- Warm, dry summers (summer monthly avg. = 85°, .30" rain)
- Natural open spaces and vistas
- Shoreline residential communities
- Interstate 90 – easy access from Seattle area – 73% of all visitors from Central Puget Sound
- Gorge Amphitheatre outdoor concert venue
- >1 million visitors/year

Developing a Recreation Resources Management Plan...

- Guides Grant PUD management of existing and future recreation resources over time
- Meets Grant PUD's responsibilities to provide reasonable public access to Project recreation facilities and waters
- Achieves specific goals by engaging key stakeholders and conducting relevant studies

2003 RRMP structure

- **Purpose and intent**
 - Comprehensive protection, mitigation and enhancement proposal for Project Recreation Resources
- **Vision**
 - Management of Project recreation resources over license term
- **Methodologies**
 - Results of previous recreation studies
 - Preferred set of proposed actions
 - Implementation plan
- **Adaptive management**
 - Monitoring and RRMP updates
- **Six distinct programs**
- **Issues and assumptions**

Getting started

- **Land Use, Recreation & Aesthetics Solution Group (LSG) convened in 1999**
 - Met monthly through 2002 (35 meetings over 3 years)
 - Gathered existing information
 - Identified needed studies
 - Proposed and analyzed feasibility of options
 - Made recommendations

Analysis

Identified **35** primary recreation sites Project-wide, which included:

- *22 developed facilities*
- *12 boat launches (17 ramp lanes)*
- *5 swimming areas*
- *3 visitor information facilities*
- *5 camping areas (420 campsites)*
- *7 picnic areas*
- *Several wildlife observation and hunting areas*

Analysis

Identified **30** New Proposed Facilities and Existing Facility Improvements

- *230 new campsites*
- *65 new picnic sites*
- *6 new boat ramp lanes*
- *New swimming areas at day-use sites*
- *New I&E at recreation facilities*
- *1 to 3 new accessible fishing piers*
- *New watchable wildlife sites*

Recommendations

- **Phase I** - high need (2003-2015) – **19 sites**
 - Addresses existing ADA, ecological and safety concerns (2003-2005)
 - Locations of high demand (first 10 years of license)
- **Phase II** – moderate need (2016-2035) – **9 sites**
 - Meets proportion of future needs through expansion or infill of existing development facilities based on capacity threshold monitoring
- **Phase III** – Low need (2036-2055) – **2 sites**
 - Meets remaining long-term future needs through new site development based on capacity threshold monitoring.

Recreation Opportunity Spectrum

- **Activity + Setting = Experience**

- Visitors engage in an activity
- You provide the setting
- The outcomes are the experiences and benefits – ***By managing for certain setting characteristics, you will provide specific recreation experience opportunities and beneficial outcomes***



Recreation Opportunity Spectrum

P **SP-NM** **SP-M** **RN** **R** **U**

USFS Recreation Opportunity Spectrum

minimal

high

Level of access, management, facilities, and social encounters

high

minimal

Level of remoteness

Recreation Opportunity Spectrum

- **Setting attributes**

- Physical – Access, Remoteness, Size
- Social – Social Encounters
- Managerial – Level of Management-Visitors, Facilities & Site, Naturalness

- **By changing one or more of these setting attributes you change the type of recreation experience.**

ROS is more than identifying zones on a map it's a different way of thinking about recreation – ***it's an outcomes-based approach***

- Understand what the **existing** settings are and what the **desired** settings are so that your actions either maintain what you have or bring you closer to what you desire

Recreation Opportunity Spectrum

- **Why use ROS?**

- **Meaningful Management**

- How will our actions affect those opportunities?
 - Are we meeting public demand?
 - Are recreation objectives consistent with other management objectives?
 - What opportunities do we want to provide in the future?

- **Development Creep**

- Change happens - either through maintenance or reconstruction & can mean increased use; change the in the types of uses/activities; change the traditional user groups
 - Incremental hardening and development

Recreation Opportunity Spectrum

- **The Value of ROS**

- Provides baseline data on what you have now
- Helps you display the effects of planning options on future recreation opportunities
- Useful in writing desired conditions so that people can understand and visualize
- Can be used to anticipate effects on more than just recreation



Recreation Resource Management Plan

- Within one year of license issuance and acceptance, the Licensee shall file, for Commission approval, a Recreation Resource Management Plan (RRMP) for the Priest Rapids Hydroelectric Project.
- The Commission reserves the right to require changes to the RRMP.
- The RRMP shall identify both site-specific and programmatic recreation measures to be implemented over the term of the new license. Six programs shall be presented in the RRMP to implement the identified recreation resource measures as follows...

GRANT COUNTY PUBLIC UTILITY DISTRICT



Grant PUD
relicensing
presentation
2002

October 23, 2003

- Filed Final License Application for Priest Rapids Project P-2114
- Application included draft Recreation Resources Management Plan

April 17, 2008

- FERC issues a new License Order approving the draft RRMP and a directive to **implement** it within one year of license issuance
- Surprise!!

Get busy!

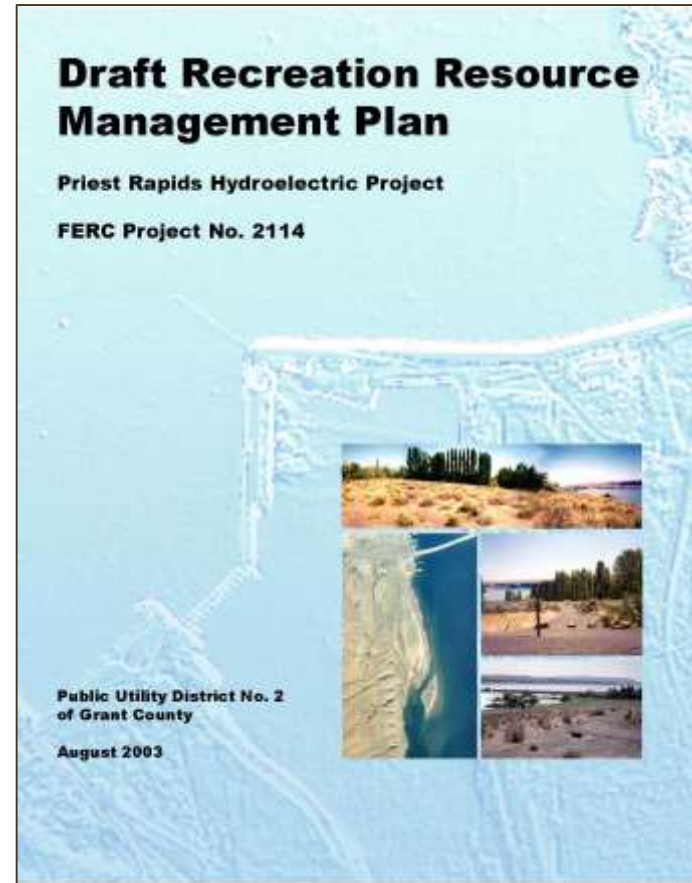


2009 public workshop on Grant PUD shoreline and recreation resources management plans

Challenges with Draft RRMP

Conceptual drawings had:

- Inaccurate contours
- No pool elevations or bathymetry data
- Inaccurate scaling (parking turnarounds, riparian areas)
- Didn't address access issues



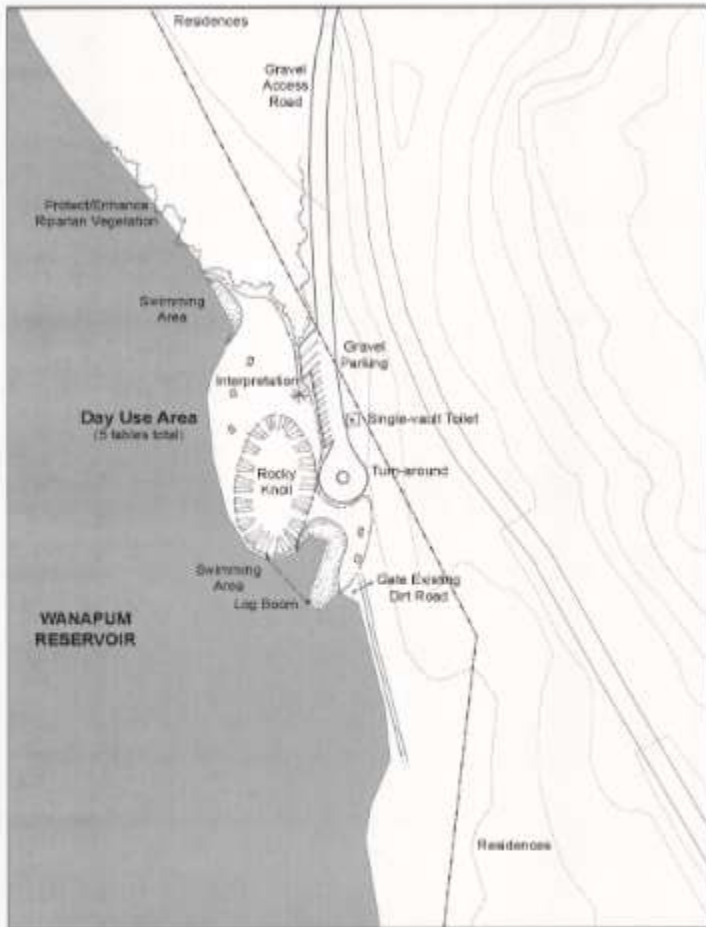


Exhibit 3
RRMP Concept Site Plans

Public Utility District No. 2 of Grant County, Washington

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100
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Sunland Day Use Area



Development characteristics



Recreation Opportunity SPECTRUM

Development Level Social Experience Natural Setting

DEFINING CHARACTERISTICS

	A	B	C	D
	Semi-Developed Natural	Developed Natural	Urban	Highly Developed Urban
	Area is a natural-appearing environment. Evidence of the sights and sounds of people are moderate. Such evidences usually harmonize with the natural environment.	Area is substantially modified natural environment. Resource modification and utilization practices enhance specific recreation activities and maintain vegetative cover and soil. Sights and sounds of people are readily evident.	The setting contrasts with the surrounding cityscape, but urban elements are common and readily apparent. Vegetation is often exotic and manicured. The design enables users to choose among solitude and social experiences in a naturalistic setting.	Area is characterized by a substantially developed environment. The setting is highly structured to fit the activity being provided.
	Interaction between users may be low to moderate, but evidence of other users is prevalent.	Interaction between users is often moderate to high.	Large numbers of users can be expected, both on-site and in nearby areas.	Social encounters are expected and often programmed.
	Resource modification and utilization practices are evident, but harmonize with the natural environment. Construction standards and facility design accommodate conventional motorized and mechanized uses.	Many facilities are designed for use by a large number of people. Density levels decline with increasing distance from developed sites. Facilities are often provided for special activities. Facilities for intensified motorized and mechanized uses and parking are available.	Facilities are designed to serve individuals or small groups but can accommodate high use. Facilities accommodate access by a variety of means including pedestrian, motorized, mechanized, and mass transit.	Design is dictated by the requirements of the particular activities involved. Facilities are designed for large groups typical of sports and special events.

*Sense of isolation, self reliance, and closeness to nature
Difficult to access, few amenities*

*Social experiences in structured environment
Comfort, security, and social opportunity*

DEVELOPMENT ELEMENTS

Campsites	Random campsites	Gravel parking pad, table with pad	Interior campground roads and ADA site parking paved, table on pad	Vehicle pad paved, site living area hard-surfaced, may include RV utilities
Fire rings / pedestal grill	Conditional use - site specific	Optional base on site setting, fire safety considerations	At campsites and dispersed in day use	At campsites and dispersed in day use
Launch ramps	No boarding float, gravel parking	Boarding float, parking surface based on use	Boarding float, paved parking	Boarding float, paved parking, short term moorage available
Parking surface	Gravel	Based on use level and cost evaluation	Paved with exception of seasonal use areas	Paved, with exception of overflow areas
Picnic shelters	N/A	N/A	Small family units only	Family and group size shelters
Picnic tables	Concrete w/o pad	Vinyl coated expanded steel on concrete pad	Vinyl coated expanded steel on concrete pad	Aluminum table on concrete pad
Restrooms	Vault toilet	Vault toilet	Vault toilet	Flush toilets & vaults, may include showers
Roads	Gravel, w/ soil binder if required	Gravel unless maintenance cost favors pavement	Paved	Paved
Trails	Native surface	Mostly compacted gravel	Mostly paved w/ some compacted gravel	Mostly paved w/ some compacted gravel

How did we do?

- Majority sites completed or nearly complete
- All scheduled for completion by Dec. 31, 2015*



*Crescent Bar on hold pending outcome of litigation

Next steps



- Long-term operations and maintenance
- 2015 FERC Form 80/studies
- RRMP update

Final thoughts...

- Develop a long-term vision for Project recreation
- RRMP should adhere to applicable regulatory/management obligations
- Work early and often with stakeholders and continue the dialogue
- Determine existing and desired setting characteristics for better outcomes
- Others?

Questions?



Challenges and opportunities

- Wanapum Reservoir drawdown
- Dredging in the dry

