Regional Resource Stewardship Council

September 20 and 21, 2016
Knoxville, Tennessee
Booklet Table of Contents

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Section 2  RRSC 9th Term Charter
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Section 6  TVA Integrated Resource Plan Executive Summary
welcome
Safety First

Building Emergency Plan
Introductions

- Name
- Organization
- Favorite body of water or public land area
Today’s Meeting
Agenda – September 20, 2016

8:30 TVA Welcome
   Joe Hoagland, VP, Enterprise Relations and Innovation and Designated Federal Officer

   RRSC Welcome
   Avis Kennedy, Council Chair

   Introductions and Agenda Review
   Lee Matthews, Facilitator

8:50 FACA Briefing
   Kendra Mansur, Office of the General Counsel

9:00 DFO Briefing
   Hoagland

9:10 Seven States Water Partnership
   Amada Bowen, Civil Engineer, Water Resources / Gary Springston, Program Manager, Water Supply

10:00 Break

10:15 Natural Resources Update
   Rebecca Tolene, Deputy General Counsel and VP, Natural Resources

10:30 Comprehensive Land Plan Overview
   Rebecca Hayden-Morgan, Manager, Policy & Project Management, Natural Resources

11:30 Adjourn and Lunch
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Meeting Goals

- Welcome Members to the 9th Term of the RRSC and provide a brief orientation
- Provide an update to the RRSC on the program resulting from their recommendation (Seven States Water Partnership) and gain advice on building on effectiveness
- Provide an overview and gain advice to the Comprehensive Lands Planning Process
- Gain input on how TVA could more effectively hear from more of the diversity of users and stakeholders who are affected positively and negatively by TVA’s resource decisions
The Federal Advisory Committee Act
and
The Regional Resource Stewardship Council

Kendra Mansur, Office of the General Counsel
FACA Briefing—Ninth Term
First Meeting
Advisory Committees Today

• Play an important role in shaping programs and policies
• Approximately 1000 committees with more than 60,000 members
• Advise the President of the United States and the executive branch
• Subject to FACA and General Services Administration (GSA) Regulations
Key Elements of the Federal Advisory Committee Act

Public access

• Meetings (reasonably accessible and timely notice required—generally open to the public)
• Records (available for public inspection, subject to limitations)

Structured management

• Filed charters
• Expiration after two years
• Attendance of a federal officer
TVA’s Regional Resource Stewardship Council

TVA’s stewardship activities include:

• Operation of its dams and reservoirs
• Navigation and flood control
• Management of lands in TVA custody and control
• Water quality
• Wildlife
• Recreation
• 26a permitting
Thank you for your participation.
Tennessee Valley Water Partnership

Amada Bowen, Civil Engineer, Water Resources
Gary Springer, Program Manager, Water Supply
September 20, 2016
The Importance of Water

“The principal water problem in the early twenty-first century will be one of inadequate and uncertain supplies…”
- National Research Council

• A dependable water supply is as fundamental to the economic growth of a region as dependable, low-cost electricity.

• Almost 4.5 million people rely on the Tennessee River and its tributaries for their source of drinking water.
Water Issues: Growth, Drought, Disputes

RRSC’s Concern

In 2003, the RRSC expressed concern about water resource issues that could impact a dependable water supply in the Tennessee Valley.

RRSC’s Request

RRSC requested that TVA help establish a basin-wide partnership to focus on current and future water quantity issues.
Partnership Formation - 2004

Federal Partners

Valley State Partners
TVWP Mission Statement

“The mission of the Tennessee Valley Water Partnership is to improve regional cooperation in water resource management. This will be accomplished by providing a framework for coordination and information exchange among the states while recognizing individual state processes, interests, issues, and laws and regulations. While recognizing the inherent relationship between water quality and quantity, the initial focus will be water quantity related issues.”
Partnership Highlights

- Meetings/Webinars
- Drought communication

- Data sharing
- Interbasin transfers (IBTs)
Meetings/Webinars

Issue Focus

- Data
- Planning
- Restoration and Protection
- Policy
- Inter-Governmental Operations & Relations
Drought Communications

**Telecons and Webinars**

- Participants include current TVWP Members and The National Weather Service
- State/Federal agency drought updates
  - Resource impacts; Operational problems
- Short and long term outlook
- Frequency of telecons is based on severity of the drought
Data Sharing

- Reliable and timely data are critical for operations and policy
- Plenty of online water resource data
- One database with a single point of access
- Partnership funded
  - [http://climate.ncsu.edu/tva/](http://climate.ncsu.edu/tva/)
- TVA’s 5 year water use update
- Data now comes directly from the partnership
- More timely data
Interbasin Transfer (IBT) Requests

Partnership Concern
Because of the significant water resource impacts resulting from IBTs, members of the Partnership requested that the states have significant input prior to TVA accepting a 26a application for an IBT.

Role of Partnership
If the state in which the IBT originates objects to the IBT, or will not permit it, TVA will not accept a 26a application for the withdrawal. Comments are also requested from the other six valley states.

These comments are used to determine the level of environmental review.
Interbasin Transfers
Current State Agency Members

Alabama Department of Economic and Community Affairs
Tom Littlepage
tom.littlepage@adeca.alabama.gov

Georgia Environmental Protection Division
Gail Cowie
Gail.Cowie@dnr.ga.gov

Kentucky Division of Water
Bill Caldwell
bill.caldwell@ky.gov

Mississippi Department of Environmental Quality
Chris Hawkins
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North Carolina Department of Environmental Quality
Tom Fransen
tom.fransen@ncdenr.gov

Tennessee Department of Environment and Conservation
David Money
david.money@tn.gov

Virginia Department of Environmental Quality
Scott Kudlas
swkudlas@deq.virginia.gov
Current Federal Agency Members

Tennessee Valley Authority
David L. Bowling
dlbowling@tva.gov

Tennessee Valley Authority
Gary Springston
glspringston@tva.gov

Tennessee Valley Authority
Amanda K. Bowen
akbowen@tva.gov

U. S. Environmental Protection Agency
David Apanian
apanian.david@epa.gov

U. S. Geological Survey
Scott Gain
wsgain@usgs.gov
RRSC Discussion and Advice Question

• What ideas do you have for the Seven States Water Partnership to build on its effectiveness in dealing with water quantity issues throughout the Tennessee Valley?
Agenda

• Selected highlights of FY16
• Status update on floating houses
• Preview of next year
TVA Natural Resources Focus Areas

- Wildlife & Habitat Management
- Public Outreach & Information
- Commercial & Public Recreation
- Public Land Management
- Water Resource Stewardship
- Cultural Resource Stewardship
- Reservoir Lands Planning
- Ecotourism
- 26a Permitting & Land Use Agreements
- Nuisance Aquatic Plant Management
Cultural Resources

• Restoration of the Warden’s residence in Alabama in partnership with the Triana Historical Society

• Educational outreach focused on rock art and archaeological site protection in partnership with the Chickasaw Nation and Bureau of Land Management
Water Resources

- Natural resources and fisheries in the Tennessee River watershed were promoted across the Valley
- In north Alabama streams, mussels were reintroduced
- Riparian buffers for aquatic habitat and water quality improvement were a topic for educational outreach
Public Recreation and Ecotourism

• North Alabama Ecotourism Initiative
• Fontana Ecotourism Plan
• UT Recreation Visitor and Shoreline Property Owners Study
• Neilson Survey
• National Geographic Geotourism Expansion
  http://www.tennesseerivervalleygeotourism.org
• Tennessee Valley Water Trails Interactive Map
  http://tnvalleywatertrails.org/
Summary of FY16 Stewardship Efforts

- Natural Resources Management
- Recreation & Shoreline Management
- Policy & Project Management
- Public Outreach & Support
Interpretive Rule

- Certain Section 26a permitting actions currently undertaken by TVA were assessed
- The effects to flood control, navigation, and public lands for a list of obstructions on many non-reservoir influenced areas were reviewed
- TVA Section 26a permits will not be required for many activities in non-reservoir influenced areas
- Results from implementation of this determination will improve staff efficiency and allow TVA to focus more on reservoir influenced areas
Stewardship Benchmarking

• Compared FERC approved stewardship expenditures to TVA’s stewardship expenditures
• National and southeastern comparison of median values for surface acres showed TVA at 12.6-15% less than FERC median
• National and southeastern comparison of median values for megawatts showed TVA at 27.4% greater and 1% less than FERC median, respectively
Floating Houses Update

- Developing standards and proposed rule amendments
- Continuing to meet with stakeholders
- Exploring options for inventory, inspection, and monitoring of structures
Preview of FY17 Work

- Valley-wide stakeholder assessment
- Dam Explorer
- 5-year Native American Consultation Workshop
- Raccoon Creek Wildlife Management Area waterfowl impoundment
- Wolf River stream access sites
- Tennessee Buffer Initiative
Reservoir Land Planning

Rebecca Hayden-Morgan, Manager, Policy & Project Management
Natural Resources
September 20, 2016
Overview

• History of TVA Property and Acquisition
• Reservoir Land Management
• Reservoir Land Planning Methodologies
• Balancing Decisions
• Land Planning Process Overview
• Land Planning Today and Tomorrow
TVA Act - Reservoir Land Management

• TVA is responsible for the proper stewardship of the public lands entrusted in its care.

• Natural Resources staff are tasked to manage approximately 293,000 acres of reservoir lands.
1.3 million acres owned

- Reservoir Land: 293,000 acres
- Power, Transmission, and Commercial: 35,000 acres
- Land Under Water: 470,000 acres
- Sold or Transferred: 509,000 acres
TVA-Managed Reservoir Land
Reservoir Land Management Plans

- Part of TVA’s mission of service.

- TVA’s integrated resource management – this is a roadmap to ensure a balanced, common sense approach is taken to allocate land in the Valley for the greatest public good.

- Land planning decisions are to be consistent with the TVA Act and TVA’s Shoreline Management Policy, Land Policy, Environmental Policy, Natural Resource Plan and Comprehensive Valleywide Land Plan.
Reservoir Lands Planning

Reservoir Land Management Plans (RLMP) establish, through a systematic method, how the 293,000 acres of land may be used. Each RMLP:

• Allocates TVA-managed land for specific uses consistent with TVA policy and guidelines and applicable laws and regulations;
• Guides land use approvals, private water use facility permitting, and resource management decisions; and
• Considers comments from the public; local, state, and federal agencies; stakeholder groups; public officials; and distributors of TVA power to assist in development of a preferred alternative for the uses of TVA land.
History and Planning Methodologies

- Forecast System
  - 1960s to 1979

- Multiple-Use Allocations
  - 1979 to 1999

- Single-Use Allocations
  - 1999 to Today
Forecast System – 1960s to 1979

• Still in use on Fort Loudoun and Normandy Reservoirs.
• Assessment process documented actual and prospective land uses.
• Used a variable set of land use designations.
• Record book was prepared to serve as a general guide for use or potential development.
• Decisions were based on:
  - TVA staff expertise;
  - Local and regional needs determined by TVA.
Multiple-use Tract Allocations – 1979 to 1999

• Shifted planning approach to involve the public.
• Assigned one or more land uses from multiple categories.
• Plans did not include land committed to a long-term or permanent use (easements, leases, marginal strip, etc.).
• One reservoir was considered per land plan.
• Plans approved by the TVA Board of Directors (Board) and adopted as agency policy.
Multiple-use Allocations

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- ALLOCATED LAND USES
  - Economic Development
  - Recreation Development
  - Resource Management
  - Environmental/Cultural Protection

Map: Round Island Creek Public Recreation Area
Single-use Parcel Allocations – 1999 to Today

• Completed 12 RLMPs for 30 reservoirs using single-use parcel allocation system.
• Continues to follow public forum approach.
• Assigns a single-use designation from 7 land use categories.
• Includes land committed by long-term or permanent use agreements (easements, leases, licenses, etc.).
• A portion of a reservoir, an entire reservoir, or group of reservoirs can be considered per land plan.
• Plans approved by the Board (or its designee) and adopted as agency policy.
Single-use Parcel Allocations

Zone 1 – Non-TVA Shoreland
Zone 2 – Project Operations
Zone 3 – Sensitive Resource Management
Zone 4 – Natural Resource Conservation
Zone 5 – Industrial
Zone 6 – Developed Recreation
Zone 7 – Shoreline Access
Single-use Parcel Allocations Map

South Holston Reservoir Land Management Plan
Final Environmental Impact Statement
Panel 1 of 2

Parcel 22
Area: 1.4 Acres
Common Name: Baumgardner Ramp
Allocation: Zone 6 (Developed Recreation)
Hydrologic Unit: TN-06010102-079
County: Sullivan, Tennessee
Stream: South Holston River Mile 61.3 Island

General Description:
This parcel is developed with a paved ramp and a TWRA-maintained gravel parking area. This parcel was placed in Zone 6 to reflect its use as a developed public recreation area.

Private water use facilities will not be considered.

Sensitive Resources:
No sensitive resource surveys have been conducted on committed land. Existing data did not indicate any sensitive resources at this location.

Transfer/Leased/Easement/Lease Agreements:
- TWRA has a license agreement for recreational use on this entire parcel.

This map is made available to the public for general information purposes only. Boundaries and land rights should be determined by the recorded deeds and appropriate surveys. For additional information please contact TVA’s Environmental Information Center at 1-800-882-5263.
Rapid Land Assessment

• To address the need for comparing reservoirs that utilize the forecast or multiple-use tract allocation methodologies to a single-use parcel allocation, the rapid lands assessment (RLA) tool was developed in 2006.

• The information obtained from the RLA provides acreage estimates of lands managed in the various zones and allocations, proving invaluable for planning and analysis purposes.

• These data are estimates only, and the Board has not approved these estimates in lieu of the formal RLMPs.
Rapid Land Assessment

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<th>Zone</th>
<th>Activity</th>
<th>Percentage</th>
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<tr>
<td>Zone 2</td>
<td>Project Operations</td>
<td>7%</td>
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<tr>
<td>Zone 3</td>
<td>Sensitive Resource Management</td>
<td>17%</td>
</tr>
<tr>
<td>Zone 4</td>
<td>Natural Resource Conservation</td>
<td>61%</td>
</tr>
<tr>
<td>Zone 5</td>
<td>Industrial</td>
<td>2%</td>
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<tr>
<td>Zone 6</td>
<td>Developed Recreation</td>
<td>8%</td>
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<tr>
<td>Zone 7</td>
<td>Shoreline Access</td>
<td>5%</td>
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Balancing Demands on Public Lands

- Land Planning decisions are to be consistent with:
  - TVA Act of 1933, as amended
  - 1999 Shoreline Management Policy
  - 2006 TVA Land Policy
  - 2008 Environmental Policy
  - 2011 Natural Resource Plan and Comprehensive Valleywide Land Plan
Shoreline Management Policy

- Shoreline Management Policy (SMP) established a Valleywide policy to improve the protection of shoreline and aquatic resources while allowing reasonable access to the water by adjacent residents.

- SMP is based on the Shoreline Management Initiative (SMI). SMI was a study by which TVA, with public input, examined its existing permitting practices for docks and other residential shoreline development and considered opening up to 10 percent more shoreline for public access.
In recognition that demands on public lands will only increase into the future, the Board approved the TVA Land Policy in 2006.

- Governs the planning, retention, and disposal of land under TVA’s stewardship.
- Objective is to preserve reservoir lands remaining under TVA control in public ownership, except in those rare instances where the benefits to the public will be so significant that transferring lands from TVA control to private ownership or another public entity is justified.
TVA Land Policy

• The Board reiterated the importance of lands planning by devoting a section in the Land Policy specifically for planning.
  – TVA shall continue to develop RLMPs for its reservoir properties with substantial public input and with approval of the Board.
  – Listed parameters to consider changing a land use designation outside of the normal planning process.
• Lands managed by TVA will not be allocated or sold for residential use.
Environmental Policy

• Established a framework to guide decision-making and future strategic development and is reviewed every other year by the Board.

• “Actively manage TVA lands to meet desired conditions for their purpose as defined in Reservoir Management Plans.”

• The 2010 and 2012 biennial reviews indicated that the policy remains consistent with the stated Board strategy and does not require a revision.
Natural Resource Plan

• In August 2011, the Board accepted the Natural Resource Plan (NRP) and authorized the CEO to implement the plan.

• The NRP is a strategic document for guiding TVA’s responsible management of natural and cultural resources over the next 20 years.

Six Resource Areas:

- Biological Resources
- Cultural Resources
- Recreation
- Water Resources
- Reservoir Lands Planning
- Public Engagement
Natural Resource Plan

• Under the plan, TVA adopted (1) Comprehensive Valleywide Land Plan (CVLP) and (2) Land use target ranges for the region as a whole.

• Shift from a reservoir-specific focus to a more Valleywide perspective.

• TVA will develop and update reservoir land management plans for a portion of a reservoir, an entire reservoir, or a group of reservoirs using the single-use parcel allocation methodology.

• Established that TVA will complete RLMPs using the single-use parcel allocation methodology for eight reservoirs: Chickamauga, Kentucky, Nickajack, Wheeler, Fort Loudoun, Normandy, Great Falls, and Wilson.
Natural Resource Plan

• The NRP serves to guide TVA to engage in land planning to maintain the quality of life in the Valley and balance the sometimes-competing needs of shoreline development, recreational use, sensitive and natural resource management, and other important uses.

• Established key components.
The Land Planning Process

• Prior to allocating parcels, the TVA planning team reviews the characteristics of each parcel:
  - Location and existing conditions;
  - Existing uses of land and adjoining property;
  - Property deeds for ingress and egress rights;
  - Existing land use agreements (easements, licenses, leases);
  - These lands are noted as committed parcels.
Land Planning Process – Committed

- Many parcels are planned based on deeded rights of ingress and egress and existing agreements such as easements, leases, licenses.
Land Planning Process – Uncommitted

• Lands not under a contract or agreement are reviewed:
  - Physical resource characteristics of the land;
  - Environmental considerations and sensitive resources:
    > Threatened and endangered species and their habitats; archaeology and historical structures; forest resources; wildlife habitats; wetlands; floodplains; water quality;
  - Economic conditions within the reservoir area.

• The remaining parcels are allocated based on reservoir planning objectives and public input.
Land Planning Public Participation

• Land planning process includes public scoping meetings and requests for public comments on draft RLMPs.
• The goal of public participation is to identify the public’s values and needs early in the process and to keep the public involved and informed throughout the process.
• On the draft Watts Bar Plan, TVA received 152 comments:
  - Main comment themes - types of use allocation for specific parcels of TVA managed land;
  - NEPA process and alternatives selection;
  - Stewardship of public lands.
Current Land Planning Efforts

• Updating Eight Reservoir Land Management Plans:
  - Kentucky (1985) — Fort Loudoun (Forecast)
  - Chickamauga (1989) — Normandy (Forecast)
  - Nickajack (1990) — Great Falls (Unplanned)
  - 138,322 total acres

• Updating the Comprehensive Valleywide Land Plan.
• Releasing the draft Multiple RLMP and environmental impact statement (EIS) for public comment in November 2016.
Multiple RLMP & Update to CVLP Ranges - Public Participation

- Two opportunities for public involvement:
  - 30-day public scoping period in early March 2016
    - TVA received 51 submissions from members of the public, organizations, and intergovernmental agencies.
    - A Scoping Report was posted on www.tva.gov in July 2016.
  - Draft RLMPs, RLMP amendments, CVLP, and EIS Release
    - The draft EIS is scheduled for public release in November 2016.
    - 60-day public comment period during draft release
    - Comment period concludes in January 2017
    - Includes five public meetings, web posting, paid advertisements
Multiple RLMP & Update to CVLP Ranges

**Scoping**
- Publish Notice of Intent
  - March 2016
- 30-Day Public Scoping Comment Period
  - March and April 2016
- Scoping Report Posted
  - July 2016

**Draft EIS**
- Prepare Draft EIS
  - March to August 2016
- Review and Finalize Draft EIS
  - September to November 2016
- Release Draft EIS and Publish NOA
  - November 2016

**Public Comment**
- Draft EIS 60 Day Public Comment Period
  - November to January 2017
- Public Meetings:
  - Kentucky Wheeler & Wilson
  - Great Falls & Normandy
  - Chickamauga & Nickajack
  - Fort Loudoun
  - December 2016

**Final EIS**
- Prepare Final EIS
  - January to June 2017
- Release Final EIS and Publish NOA
  - June 2017
- FEIS Public Review
  - July 2017
- Issue Record of Decision
  - September 2017

*Gray coloring reflects a completed milestone
Yellow coloring represents target dates*
## Proposed Update to CVLP Ranges

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<td>Sensitive Resource Management</td>
<td>16% to 18%</td>
<td>14% to 18%</td>
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<td>Zone 4</td>
<td>Natural Resource Conservation</td>
<td>58% to 65%</td>
<td>56% to 63%</td>
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<td>Industrial</td>
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Future Land Planning Efforts

• The NRP states that TVA will update all 46 reservoir land management plans every 5 to 10 years.
• Refresh the CVLP ranges every 3 to 5 years.
• Watts Bar RLMP and EIS supplement to address needed allocation changes to 6 parcels.
• Off-cycle RLMP allocation changes:
  - Updates to other RLMPs to address parcel allocation changes needed to address ingress and egress deed access rights, error corrections, and respond to public land use requests.
RRSC Questions

• Given TVA’s balanced mission in energy, environment and economic development, how can TVA hear from a greater diversity of users and stakeholders affected by TVA’s resource decisions?

• How can TVA encourage increased overall engagement from stakeholders at public meetings and during public comment periods?

• From the available options that TVA has in implementing future lands planning efforts, what methods should TVA consider to engage diverse stakeholders following the completion of the current efforts?

• How can TVA best explain the constraints that exist for allowable uses of TVA shoreline and land during the lands planning process?
Questions?
Links

• TVA Land Policy
• Reservoir Land Management Plans
• Natural Resource Plan
  https://www.tva.com/Environment/Environmental-Stewardship/Environmental-Reviews/Natural-Resource-Plan
• Shoreline Management Policy
Lunch Break

Meeting Adjourned for Today

Meeting will reconvene tomorrow, 9/21/16, at 8:00 AM
welcome
## Agenda – September 21, 2016

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Day 1 Recap

• Seven States Water Partnership

• Natural Resources Update

• Comprehensive Land Plan Overview

• Field Trip
RRSC Discussion / Advice Questions

• Given TVA’s balanced mission in energy, environment and economic development, how can TVA hear from a greater diversity of users and stakeholders affected by TVA’s resource decisions?

• How can TVA encourage increased overall engagement from stakeholders at public meetings and during public comment periods?

• From the available options that TVA has in implementing future lands planning efforts, what methods should TVA consider to engage diverse stakeholders following the completion of the current efforts?

• How can TVA best explain the constraints that exist for allowable uses of TVA shoreline and land during the lands planning process?
Public Comment Period

- Public participation is appreciated
- This is a listening session; responses are typically not provided
RRSC Discussion / Advice Questions

- Given TVA’s balanced mission in energy, environment and economic development, how can TVA hear from a greater diversity of users and stakeholders affected by TVA’s resource decisions?

- How can TVA encourage increased overall engagement from stakeholders at public meetings and during public comment periods?

- From the available options that TVA has in implementing future lands planning efforts, what methods should TVA consider to engage diverse stakeholders following the completion of the current efforts?

- How can TVA best explain the constraints that exist for allowable uses of TVA shoreline and land during the lands planning process?
Wrap Up and Adjourn
Lunch Available for Council Members
Thank you and please travel safely!