

## **Appendix B – Scoping Information**

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Document Type: EIS - Administrative Record  
Index Field: NEPA Guidance/Scoping  
Project Name: Northeastern Tributary Reservoirs Land  
Plan  
Project Number: 2008-32

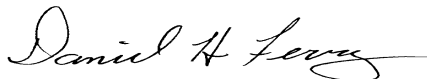
August 19, 2008

Anda A. Ray, WT 11A-K

NORTHEASTERN TRIBUTARY RESERVOIRS LAND MANAGEMENT PLANS,  
ENVIRONMENTAL IMPACT STATEMENT (EIS) – SCOPING DOCUMENT

In accordance with TVA's *National Environmental Policy Act* (NEPA) Implementing Procedures, the attached scoping document has been prepared to identify issues and alternatives to be analyzed in the Northeastern Tributary Reservoirs Land Management Plans EIS. The scoping document will be made available to the public via TVA's website, [www.tva.gov/environment/reports/ntrlmp/index.htm](http://www.tva.gov/environment/reports/ntrlmp/index.htm). A multidisciplinary EIS Team is now proceeding with development of a Draft EIS. The team would appreciate the opportunity to brief you on the status of this project and its future direction at your convenience.

Should you have any questions, please contact Heather McGee at (256) 386-2561 or Chris Cooper at (423) 585-2138.



Daniel H. Ferry, Senior Manager  
Environmental Services and Programs  
Environmental Stewardship and Policy

HLM:SBW

Attachment: NTRLMP Scoping Document

cc: D. Chris Cooper, MOC 1A-MOT  
Buff L. Crosby, LP 5U-C  
Maureen H. Dunn, WT 6A-K  
Susan B. Fuhr, MOC 1A-MOT  
EDMS, WT 11D-K (entire package)

Prepared by Heather L. McGee (ES&P); reviewed by Charles P. Nicholson, Helen G. Rucker, Rick Toennisson, D. Chris Cooper and Buff L. Crosby (ES&P), with concurrence of Kelly A. Love (OGC)

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**SCOPING DOCUMENT  
NORTHEASTERN TRIBUTARY RESERVOIRS  
LAND MANAGEMENT PLANS  
ENVIRONMENTAL IMPACT STATEMENT  
August 2008**

**Introduction**

The Tennessee Valley Authority (TVA) develops reservoir land management plans to facilitate the management of reservoir properties under its administration. In general, TVA manages public lands to protect and enhance natural resources, generate prosperity, and improve the quality of life in the Tennessee Valley. Plans are submitted to the TVA Board of Directors for approval. These plans provide for long-term land stewardship and accomplishment of TVA responsibilities under the *TVA Act of 1933*.

TVA is preparing a programmatic environmental impact statement (EIS) that assesses the potential environmental impacts of alternative ways of managing TVA property on seven northeastern tributary reservoirs: Beaver Creek, Boone, Clear Creek, Fort Patrick Henry, South Holston, Watauga, and Wilbur. The proposed land plans would involve approximately 5,000 acres of TVA-managed land. Under the Northeastern Tributary Reservoirs Land Management Plans (NTRLMP), these lands would be allocated to various categories of uses, which would then guide the types of activities to be considered on TVA land. The allocations would be based on public needs, the presence of sensitive environmental resources, and TVA goals and policies.

**Background**

TVA originally acquired a total of 10,952 acres in Carter, Johnson, Sullivan, and Washington Counties, Tennessee, and Washington County, Virginia for the development of these seven northeastern tributary reservoirs. About 55 percent or approximately 6,000 acres of this land has subsequently been transferred (primarily to other Federal agencies for recreational uses) or sold for economic, industrial, residential, public recreation, or natural resource conservation purposes. The approximate 5,000 acres that remain above the summer operating pool elevations are managed by TVA and are the subject of the proposed reservoir land plans.

All public lands under TVA control on the reservoirs would be allocated for uses in the land plans. Alternative land allocations would be analyzed as different alternatives in the EIS. In developing the land plans for each of the seven northeastern tributary reservoirs, the lands currently committed to a specific use by deed, contract, or agreement would likely be allocated to that current use; however, changes that support TVA goals and objectives would be considered.

Fort Patrick Henry, South Holston, Watauga, and Wilbur Reservoirs were previously planned utilizing a Forecast System developed for those reservoirs in 1965. Planned uses under the Forecast System are Dam Reservation, Public Recreation, Agriculture Research, Industry, Reservoir Operations, and Commercial Recreation. Boone Reservoir was

planned in 1999. The planned uses for Boone Reservoir are TVA Project Operations, Sensitive Resource Management, Natural Resource Conservation, Recreation, and Residential Access. TVA lands on Beaver Creek and Clear Creek have never been planned.

The new land plans for the seven reservoirs would propose options for allocating TVA public lands into one of the following categories as shown in Table 1. The remaining lands that TVA does not own in fee or land never purchased by TVA will be placed in Zone 1(Non-TVA Shoreland) and are not included in this planning process. These zones are similar to those used on other TVA reservoirs that have been planned since 1999.

**Table 1. TVA Reservoir Land Planning Zones**

<b>Zone</b>	<b>Definition</b>
2 – Project Operations	TVA reservoir land currently used for TVA operations and public works projects.
3 – Sensitive Resource Management	Land managed for the protection and enhancement of sensitive resources.
4 – Natural Resource Conservation	Land managed for the enhancement of natural resources for human use and appreciation.
5 – Industrial	Land managed for economic development including businesses in distribution/processing/assembly and light manufacturing. Preference will be given for industries requiring water access.
6 – Developed Recreation	Land managed for public and/or commercial recreation.
7 – Shoreline Access	TVA-owned land where Section 26a applications and other land use approvals for shoreline alterations are considered.

In November 2006, the TVA Board of Directors approved TVA’s Land Policy to govern the retention, disposal, and planning of interests in real property. TVA’s Land Policy provides for the continued development of reservoir land management plans for reservoir properties with substantial public input and with approval of the TVA Board of Directors. The land use allocations will be determined with consideration of the social, economic, and environmental conditions around the reservoir. However, TVA will not allocate uncommitted lands or land rights for residential use or dispose of reservoir properties for residential use when developing land plans. In addition, proposals for mixed-use development (live/work/play) will not be considered. For lands allocated as industrial, TVA will show a preference for water-based industries.

This EIS will tier from TVA’s Final EIS, *Shoreline Management Initiative: An Assessment of Residential Shoreline Development Impacts in the Tennessee Valley*, which was issued in November 1998. TVA completed this EIS on alternatives for managing residential shoreline development on its reservoirs. In its May 24, 1999 Record of Decision, TVA decided to adopt the Blended Alternative identified in the Shoreline Management Initiative (SMI) EIS. Under the Blended Alternative, TVA sought to balance residential shoreline development, recreational use, and resource conservation needs in a way that maintains the quality of life and other important values provided by its reservoir system. Under this alternative, TVA

would prepare a shoreline categorization for individual reservoirs to help identify areas where sensitive natural and cultural resources exist.

In accordance with the TVA Shoreline Management Policy (SMP), which implements SMI, TVA categorized the residential shoreline of the northeastern tributary reservoirs based on resource data collected from field surveys. In preparation for the land plans, a resource inventory was conducted in 2008 for sensitive species and their potential habitats, archaeological resources, and wetlands along the residential shoreline of the seven northeastern tributary reservoirs.

### **Scoping Activities**

TVA has conducted an extensive public involvement effort to determine the scope of the EIS and to determine alternative parcel allocations under a range of alternatives. The major public involvement steps are listed below.

<u>May 5, 2008</u>	A Notice of Intent was published in the <i>Federal Register</i> alerting other agencies and the public of the EIS.
<u>May 6, 2008</u>	TVA staff mailed over 2,500 informational packages to stakeholder groups and individuals in the reservoirs area.
<u>May 15, 2008</u>	An announcement of the May 20, 2008, Public Scoping meeting was published in five local newspapers: Bristol Herald Courier, Kingsport Times News, Johnson City Press, Elizabethton Star, and Knoxville News Sentinel.
<u>May/June 2008</u>	TVA staff met with stakeholder groups and individuals in the reservoirs area to brief them on the planning effort.
<u>May 20, 2008</u>	A Public Scoping meeting was held at Sullivan Central High School in Blountville, Tennessee, and attended by 42 people.
<u>June 5, 2008</u>	The scoping comment period concluded with 24 comments on the proposal.

In addition, several newspaper articles and television news reports were published during the comment period by the local news media. During the 30-day public comment period, a toll-free phone line was established for people to make verbal comments. Information about the proposed Northeastern Tributary Reservoirs Land Management Plans, including maps and an interactive comment form, was available on the TVA web site.

Copies of the Notice of Intent were sent to federal, state, and regional agencies (Table 2). Written comments were received from two federal agencies, U.S. Fish and Wildlife Service (USFWS) and the U.S. Forest Service (USFS); one state agency, Virginia Department of Transportation; and one local commercial facility, Clear Creek Golf Club.

**Table 2. Agencies sent a copy of the Notice of Intent.**

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Agency
U.S. Fish and Wildlife Service: Cookeville, Tennessee
U.S. Fish and Wildlife Service: Abingdon, Virginia
U.S. Fish and Wildlife Service: Gloucester, Virginia
Tennessee Department of Transportation
Tennessee Department of Agriculture
Tennessee Department of Economic and Community Development
Tennessee Historical Commission
Tennessee Wildlife Resources Agency
First Tennessee Development District
Tennessee Department of Environment and Conservation (TDEC)
TDEC - Natural Heritage Division
TDEC - Division of Recreation Educational Services
TDEC - Division of Water Pollution Control
TDEC - Division of Air Pollution Control
U.S. Army Corps of Engineers: Nashville, Tennessee
U.S. Army Corps of Engineers: Norfolk, Virginia
U.S. Army Corps of Engineers: Christiansburg, Virginia
U.S. Army Corps of Engineers: Abingdon, Virginia
Appalachian National Scenic Trail
Great Smoky Mountains National Park
Tennessee Division of Archaeology
Virginia Department of Historic Resources
U. S. Forest Service - George Washington and Jefferson National Forests
U.S. Forest Service - Cherokee National Forest
Virginia Department of Environmental Enhancement Department of Environmental Quality
Virginia Department of Transportation
Mount Rogers Planning District Commission
Virginia Department of Game and Inland Fisheries
Virginia Department of Conservation and Recreation

The comments received during public scoping are summarized in the attached *Summary of Public Participation* issued in August 2008. The results of the public scoping provided recommendations on land use allocations for individual reservoirs and on the environmental issues to be addressed in the EIS, as well as a characterization of respondents' use of the seven reservoirs. Specifically, the public comments reflected a desire to create walking/biking trails on Boone and Fort Patrick Henry Reservoirs and to expand an existing marina on Watauga Reservoir.

### **Alternatives**

TVA proposes to develop individual reservoir land management plans to guide land-use approvals, private water use facility permitting, and resource management decisions on seven northeastern tributary reservoirs. Under all of the action alternatives, the plans would identify land use zones in broad categories. Land currently committed to a specific use would be allocated to that current use unless there is an overriding need to change the use.

These commitments include transfers, leases, licenses, contracts, power lines, outstanding land rights, and TVA-developed recreation areas.

TVA has decided to develop two action alternatives: Alternative B – Conservation and Recreation and Alternative C – Conservation and Resource Management. Alternative B is based on the management of natural resources as proposed during scoping. Alternative C is a result of the public comments and other opportunities identified during scoping and would lead to increased natural resource conservation and sensitive resource protection opportunities on public lands. The amount of land allocated for TVA Project Operations (Zone 2) and Shoreline Access (Zone 7) would likely remain the same under all the alternatives. While Alternative A – No Action Alternative would provide a baseline for the analysis of likely environmental impacts, Alternatives B and C would frame the environmental issues identified during scoping.

**Alternative A - No Action Alternative** - Under the No Action Alternative, TVA would continue to use the Forecast System designations established by TVA in 1965 to manage the lands surrounding Fort Patrick Henry, South Holston, Wilbur, and Watauga Reservoirs. TVA would continue to use the existing land management plan to manage Boone Reservoir. Beaver Creek and Clear Creek Reservoirs would remain unplanned. However, the committed lands surrounding the seven northeastern tributary reservoirs are not allocated to a current land use zone; therefore, complete alignment with existing TVA policies would not occur. Requested land uses that are consistent with the forecast designation or existing land plan can either be approved or denied based on a review of potential environmental impacts, TVA's Land Policy, and other administrative considerations.

**Alternative B - Conservation and Recreation Alternative** - This alternative would promote conservation of natural resources combined with some developed recreation. Under this alternative, TVA would create and implement individual land plans for the seven northeastern tributary reservoirs. The lands managed by TVA would be placed into one of the seven land use zones that best fits the existing land use. TVA would promote conservation of natural resources and developed recreation by allocating about 6 percent of the land surrounding the seven reservoirs to Sensitive Resource Management (Zone 3), 42 percent to Natural Resource Conservation (Zone 4), and 17 percent of the land to Developed Recreation (Zone 6). Exact acreages for each land use zone are not known at this time.

**Alternative C - Conservation and Resource Management Alternative** - This alternative would provide additional opportunities for the conservation of natural resources with an emphasis on the management of sensitive resources. Under this alternative, TVA would create and implement individual land plans for the seven northeastern tributary reservoirs. The lands managed by TVA would be placed into land use zones that best represent the existing land use, public comments, and other opportunities identified during scoping. As a result of the scoping process, Alternative C, as compared to Alternative B, represents changes in land use zones for 16 parcels of TVA-managed land. Specifically, ten additional parcels would be placed into Sensitive Resource Management (Zone 3). The remaining six parcels would be placed in either Natural Resource Conservation (Zone 4) or Developed Recreation (Zone 6). Because the total acreage of those 16 parcels is relatively small, the percentage of land allocated to each of Zones 3, 4, and 6 is the same under Alternative C as under Alternative B: 6 percent of the land surrounding the

seven reservoirs would be allocated to Sensitive Resource Management (Zone 3), 42 percent to Natural Resource Conservation (Zone 4), and 17 percent to Developed Recreation (Zone 6). Exact acreages for each land use zone are not known at this time.

### **Significant Environmental Issues to be Addressed in Detail**

The majority of the public responses to the Notice of Intent (NOI) focused on the use of public lands for recreational purposes. Many comments were received that requested the construction of walking/biking trails on Boone and Fort Patrick Henry Reservoirs. Stakeholders requested that a walking/hiking trail be constructed on Boone Reservoir lands near the dam and follow the shoreline as much as possible. Stakeholders commenting on the walking/biking trail on Fort Patrick Henry Reservoir requested that the trail be constructed on Parcel 10 and connect with the Warriors Path State Park mountain bike trail. One commenter requested that lands be set aside for wildlife management and bow hunting. In addition, Fish Springs Marina commented about the need to expand its existing operation on Watauga Reservoir.

Additional comments were received expressing concerns about the importance of natural resource conservation and water quality. The USFWS encouraged TVA to keep all areas that are currently zoned for Sensitive Resource Management (Zone 3) and Natural Resource Conservation (Zone 4) unchanged. The USFS expressed the desire to acquire land from TVA, which is adjacent to the Cherokee National Forest or along the shorelines of Watauga and South Holston Reservoirs. Stakeholders surrounding Fort Patrick Henry Reservoir commented on the amount of trash and litter present in and along the shoreline. Lastly, the rate of shoreline erosion and shoreline stabilization techniques are a concern of stakeholders surrounding Clear Creek and South Holston Reservoirs.

### **Issues and Resources to be Addressed**

Based on the analysis of the scoping comments as well as its internal scoping, TVA has identified the following resources and issues, which would be affected by implementing new land management plans for the northeastern tributary reservoirs. For each resource, the potential direct and indirect effects of each alternative will be described in the EIS. In addition, other activities that may affect resources of concern for land plans will be identified, and the potential effect of these activities on the northeastern tributary reservoirs resources and trends in the resources would be assessed. The major resource categories that will be considered in the EIS are listed below.

**Land Use and Prime Farm Land** - Existing land use patterns along the shoreline and back-lying land have been largely determined by TVA land acquisition, disposals, and land use agreements. Many of the parcels are committed to existing land uses with little to no potential for change in the 10-year planning horizon. Proposed allocations of the remaining uncommitted parcels will be evaluated using the goals of the NTRLMP and TVA policies and regulations. TVA will comply with the 1981 Farmland Protection Policy Act.

**Recreation** - Current recreation facilities available to meet public recreation needs will be identified, as will those lands that are important for consumptive and non-consumptive wildlife-oriented recreation. The effects of each alternative on recreation opportunities in the vicinity of the northeastern tributary reservoirs will be evaluated.

**Terrestrial Ecology** - Includes the plants and animals comprising the terrestrial ecosystems and natural community types found adjacent to the seven northeastern tributary reservoirs. Issues include the identification and protection of significant natural features, rare species habitat, important wildlife habitat, or locally uncommon natural community types. TVA will comply with Executive Orders (EOs) 13186 and 13112 on migratory birds and invasive species.

**Endangered and Threatened Species** - State or federally listed threatened and endangered plant and animals, known or likely to exist in the vicinity of the seven northeastern tributary reservoirs, will be identified, including the occurrence and habitats on TVA lands and waters. TVA will comply with the Endangered Species Act (ESA) and similar state laws.

**Wetlands** - Wetlands and floodplains found on TVA land and along the reservoir shoreline will be identified as part of the shoreline categorization effort required by SMP. TVA will comply with EO 11990 on wetlands and the Clean Water Act.

**Floodplains** - Floodplains are important to flood control and water quality issues and are productive natural areas. TVA will comply with EO 11988 on floodplains.

**Cultural and Historic Resources** - Archaeological sites, historic buildings, and cultural landscapes and properties on or near the seven reservoirs lands including sites listed on the National Register of Historic Places (NRHP) will be identified. TVA will comply with the National Historic Preservation Act (NHPA).

**Managed Areas and Sensitive Ecological Sites** – TVA will identify special and unique natural areas on or in the vicinity of the seven reservoirs set aside for a particular management objective or lands that are known to contain sensitive biological, cultural, or scenic resources.

**Aesthetics and Visual Resources** - The aesthetic setting of the reservoir would be characterized, and scenic and distinctive areas frequently seen by reservoir users and adjacent reservoir residents would be identified. The effect of each alternative on the natural beauty of the shoreline would be evaluated.

**Water Quality** - Water quality conditions affect the overall ecological conditions of the seven northeastern tributary reservoirs. Water quality is influenced by activities causing shoreline erosion as well as pollution, litter, and debris control. The effect of each alternative on water quality would be evaluated.

**Aquatic Ecology** - Aquatic ecology includes the plants and animals found in the waters of the northeastern tributary reservoirs and their tributaries. Issues that will be evaluated include the identification and protection of rare species' habitat, important aquatic habitat, or locally uncommon aquatic community types. The effect of each alternative on aquatic ecology would be evaluated.

**Air Quality and Noise** - Both resources are important for public health and welfare. Compliance with National Ambient Air Quality Standards, which establish safe concentration limits of various air pollutants, is an important issue that will be identified and discussed.

**Socioeconomics** - The current population, labor force, employment statistics, income, and property values of the northeastern tributary reservoirs region will be identified. A subset of these issues is environmental justice, the potential for disproportionate impacts to minority and low-income communities. The effect of each alternative on socioeconomics would be evaluated.

### **Issues and Resources Not to be Addressed**

Based on the analysis of the scoping information, TVA has identified that the development of the land plans are unlikely to have an impact on greenhouse gases and no sequestered carbon would be released to the environment. TVA would evaluate the potential impacts from the implementation of the land plans as valid projects are identified. Lake level comments submitted during scoping have been addressed in TVA's 2004 *Reservoir Operations Study*. Comments pertaining to lake levels are not included within the scope of this EIS. Also, non-environmental issues such as appreciation of TVA processes and guidelines will not be further addressed.

### **Related Environmental Documents**

#### *Clear Creek Golf Course and Housing Development: Final Environmental Assessment (TVA, 1994)*

In 1994, TVA issued a Final Environmental Assessment and Finding of No Significant Impact for the sale of 418 acres of TVA property to the City of Bristol, Virginia, (Bristol) for the construction of a municipal golf course. The Clear Creek Flood Control Project was the result of a joint effort by Bristol and TVA to provide comprehensive flood control in the Beaver Creek Valley. When the project was completed, TVA granted the city a permanent easement over 418 acres for public recreational development. Prior to the sale of the property, the land was not highly developed and used as a city park.

#### *Shoreline Management Initiative: An Assessment of Residential Shoreline Development Impacts in the Tennessee Valley Final EIS (TVA, 1998) (SMI EIS)*

In 1998, TVA completed an EIS analyzing possible alternatives for managing residential shoreline development throughout the Tennessee River Valley. The alternative selected determined TVA's current Shoreline Management Policy (SMP), which incorporates a strategy of maintaining and gaining public shoreline through an integrated approach that conserves, protects, and enhances shoreline resources and public use opportunities, while providing for reasonable and compatible use of the shoreline by adjacent landowners. The SMP defines the standards for vegetation management, docks, shoreline stabilization, and other residential shoreline alterations. The NTRLP EIS will tier from the SMI EIS.

#### *Boone Reservoir Land Management Plan: Final Environmental Assessment (TVA, 1999)*

In 1999, TVA developed a reservoir land management plan to assist in the management of public lands around Boone Reservoir. The land plan updated a 1955 land use forecast. In addition, it allocated residential access shoreland into categories depending on the presence of sensitive environmental resources. TVA notified the public and environmental agencies of its land planning effort for Boone Reservoir in 1997. A draft EA was released for comment in November 1998. After considering all public comments, TVA developed a Final Environmental Assessment and Land Use Plan.

*Reservoir Operations Study Final Programmatic Environmental Impact Statement (TVA, 2004)*

This EIS describes TVA's operation of the reservoirs included in the NTRLMP.

*Environmental Impact Statement and Revised Land and Resource Management Plan - Cherokee National Forest (U.S. Forest Service, 2004)*

This plan and Final EIS describes the existing environment and management of National Forest lands adjacent to Boone, Fort Patrick Henry, South Holston, Watauga, and Wilbur Reservoirs.

*Bristol Flood Reduction: Final Environmental Assessment (USACE, 2006)*

The U.S. Army Corps of Engineers, Nashville District (USACE) prepared an environmental assessment (EA) evaluating various alternative ways to address flood damage reduction along Beaver Creek for the cities of Bristol, Tennessee, and Bristol, Virginia (Twin Cities). The existing conditions and potential impacts of the viable proposed alternatives were identified and impacts assessed. TVA was a cooperating agency in the EA. In March 2006, TVA signed a Finding of No Significant Impact (FONSI) adopting the USACE EA.

*Sugar Hollow Business Complex Easement: Final Environmental Assessment (TVA, 2007)*

In 2007, TVA issued a Final Environmental Assessment and Finding of No Significant Impact for the Sugar Hollow Business Complex Easement. The City of Bristol, Virginia (Bristol) was developing a new business park complex on land it bought from TVA for industrial use in the mid-1990s. In order to provide road access to the complex, Bristol requested a general-purpose easement over land owned by TVA. The access road would be located on TVA's Beaver Creek Dam Reservation, a portion of which is already under permanent recreational easement to Bristol for Sugar Hollow Park.

### **Other Environmental Review and Consultation Requirements**

TVA will be the lead Federal agency in the preparation of the land plans and EIS. Other environmental and permitting agencies, including EPA, U.S. Army Corps of Engineers, USFS, U.S. Geological Survey (USGS), TDEC, Tennessee and Virginia SHPOs, TWRA, Virginia Department of Conservation and Recreation, and Virginia Department of Environmental Enhancement will be sent a copy of the Draft EIS for review.

### **Delegation of Work Assignments**

Office of Environment and Research, Environmental Stewardship and Policy, NEPA Resources, will have primary responsibility for management of the EIS process and assembly of the Draft and Final EISs, in consultation with Land and Water Stewardship and the Office of the General Counsel. Other TVA groups, including Environmental Research & Technical Services, River Operations, and Economic Development, may contribute to the analysis.

**Interdisciplinary Team (IDT)**

The following TVA staff individuals are participating in preparation of the EIS. Their respective responsibilities for the individual resource area discussions are also denoted.

Tyler Baker	Surface Water and Water Quality
Michael Broder	Air Quality
Chris Cooper	Project Manager
Steve Cottrell	Terrestrial Ecology
Pat Cox	Botany and Endangered and Threatened Plants
Janice Dockery	Document Editor
Jim Eblen	Socioeconomics
Joe Feeman	Forestry and Resource Management
Jerry Fouse	Project Advisor and Recreation
Kenneth Gardner	Aquatic Ecology and Endangered and Threatened Aquatic Animals
Kelie Hammond	Navigation
Hill Henry	Terrestrial Ecology and Endangered and Threatened Terrestrial Animals
Clint Jones	Aquatic Ecology and Endangered and Threatened Aquatic Animals
Heather McGee	NEPA Project Manager
Mark McNeely	Graphics
Johnathan McNutt	Recreation
Alan Mays	Prime Farmland
Roger Milstead	Floodplains and River Operations
Jason Mitchell	Natural Areas
Aurora Moldovanyi	Recreation
Charles Nicholson	NEPA Compliance
Laurie Pearl	Land Use and Watershed Initiatives
Chett Peebles	Cultural Resources – Historic Structures and Visual Resources
Kim Pilarski-Brand	Wetlands
Peter Scheffler	Socioeconomics
Laura Smith	Communications
Rick Toennession	NEPA Project Management
Ted Wells	Cultural Resources – Archaeology

**Schedule for DEIS Preparation and Review**

The following is a tentative schedule for the completion of the EIS.

Task	Date
DEIS Notice of Availability (NOA)	February 2009
Public Review of DEIS	February – March 2009
Development of FEIS	April – September 2009
FEIS NOA	September 2009
Approval of NTRLMP by TVA Board of Directors	December 2009
ROD NOA	January 2010

# **Northeastern Tributary Reservoirs Land Management Plans**

## **Summary of Public Participation**

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*Tennessee Valley Authority*

August 2008

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## Part I: Public Comments Identified by Issue

### Abbreviations for Government Agencies and Stakeholder Groups

CCGC	Clear Creek Golf Club
NTMBA	Northeast Tennessee Mountain Bike Association
USFS	U.S. Forest Service
USFWS	U.S. Fish and Wildlife Service
VDOT	Virginia Department of Transportation

<b>General Comments</b> (Comments that are not reservoir specific)		
<b>Appreciation</b>		
Watershed Team	We have always enjoyed working with the TVA over the years. As landowners, we appreciate the professionalism of your staff and the quality.	Individual
Public Meeting	I'm not sure how you can get the information about the meeting date out. I do understand turnover in mailing list does occur. Maybe after elections get new list of alderman and commissioners to update those list. Excellent material and informational discussion.	Individual
<b>Natural Resources</b>		
Natural Resource Protection	Due to the little information available, we do not have any detailed comments at this time. However, once more information is available in the draft EIS, we will likely provide more relative comments.	USFWS
Natural Resource Protection	Due to the increasing loss of public land for private entities around East Tennessee reservoirs, we would encourage TVA to keep all areas that are currently zoned for Sensitive Resource Management (Zone 3) and Natural Resource Conservation (Zone 4) unchanged.	USFWS

Wildlife	I'd just wanted to comment that I would like to see a juvenile and with adult hunting area set aside for safety issues, and for people to take as a father or mother to take a child and introduce them to the outdoors in a safer setting than a no holds barred hunting area. And I'd like to see as much hunting available land for hunting as possible, maybe some archery only areas which are another good safety factor, but would allow a person to bring their children in a setting to hunt and teach them how to hunt. Thank you.	Individual
<b>Recreation</b>		
Mountain Biking	This looks and sounds like a great opportunity to bring family and everyday weekend warriors together.	Individual
<b>Coordination with Virginia Department of Transportation</b>		
Intergovernmental Reviews	All lands developed in Virginia are subject to the following regulations. Each of the regulations defines the procedures required in the development of property or changes in land use.	VDOT
Intergovernmental Reviews	<a href="http://www.vdot.virginia.gov/projects/chapter527/default.asp">http://www.vdot.virginia.gov/projects/chapter527/default.asp</a> - This document provides guidance on the details of § 15.2-2222.1 of the Code and its supporting regulations that establish the rules, procedures, deadlines for VDOT's review of local government comprehensive plans/plan amendments and traffic impact analyzes for certain rezoning applications, site plans and subdivision plats.	VDOT
Intergovernmental Reviews	<a href="http://www.virginiadot.org/projects/accessmgt/default.asp">http://www.virginiadot.org/projects/accessmgt/default.asp</a> - The access management regulations and standards for principal arterials began implementation on July 1, 2008. Minor arterial collector, and local streets regulations will be implemented on October 1, 2009.	VDOT

<b>Beaver Creek Reservoir</b>		
<b>Reservoir Levels</b>		
Reservoir Levels	Will wait to hear about flow changes for Beaver Dam if happening, otherwise no problem.	Individual
<b>Project Operations</b>		
Road Development	However, at the Beaver Creek Reservoir Route 11 (Lee Highway) is currently being designed by VDOT to increase capacity to 4 lanes with a raised median. These improvements will have limited impacts on the existing Beaver Creek Reservoir (Sugar Hollow Recreation Area) only requiring the relocation of the existing entrance. The relocated entrance will be tied into a signalized intersection thereby improving the access for the park.	VDOT

<b>Clear Creek Reservoir</b>		
<b>Project Operations</b>		
Road Development	No existing or future transportation projects will be impacted at the Clear Creek Reservoir.	VDOT
<b>Natural Resources</b>		
Shoreline Erosion	What progress and timetable is there to stop erosion on Clear Creek Lake?	CCGC
<b>Reservoir Levels</b>		
Reservoir Levels	What progress and timetable is there to change water flow into Clear Creek Lake?	CCGC

<b>Boone Reservoir</b>		
<b>Natural Resources</b>		
Natural Resource Protection	Keep Parcel 10 on Boone Lake in Zone 4	Individual
<b>Recreation</b>		
Public Access	I would like to see better access to these public lands from the land side of the properties. Typically these parcels are bordered by private land and these landowners for years have had the luxury of living next to a parcel of land which is for the most part not accessible to the general public. There is plenty of room on the parcels around Boone Lake to make off street parking areas and access points that do not offend private landowners. Without such access these properties are only accessible from the water side of the property and therefore not useable by all interested parties.	Individual
Trail Construction and Management	I would like to see a walking/biking trail put at B1 near Boone Dam. The trail could follow the shoreline as much as feasible. The trail could begin near the entrance to Boone Dam Reservoir area travel up and through the picnic/swimming area, out along the shore area to the ramp/parking area down around the cove to what is now designated as available for camping out of the cove and up the shore to Gammin Drive. It should have very little environmental impact and allow public use for an area that is for the most part not accessible to the public.	Individual
<b>Reservoir Levels</b>		
Reservoir Levels	I don't see the need to drop the lake in the fall. Other lakes do not fluctuate more than 4 feet in a year. For flood control, rains usually come in the spring when the lake is rising. Overall, more water is needed in Boone.	Individual

<b>Fort Patrick Henry Reservoir</b>		
<b>Recreation</b>		
Boating	We both live on Patrick Henry lake, and our complaint is that the same trash floats up and down all summer long. You'll see the same log or the same tire or whatever it is. And it floats up and down all summer long, you know, it goes down one end of the lake, comes back up. And sometimes the trash is so heavy that you can't even navigate through it. And if have you that a jet type boat or a jet type ski that sucks water through your jet, you can't even take it out because it will clog it up. But in the case of a regular boat you still can't maneuver around it, it is so heavy and so dense with trash, cups, bags, logs, I mean it's just a mess.	Individual
Boating	They used to have a barge to clean the lake up and it's still down at the dam. But they don't use it anymore, to collect the trash on the lake. They used to do that when we first moved out there, and that's been a lot of years ago. And they do nothing now to get rid of the trash.	Individual
Trail Construction and Management	Parcel #10 / I-81 in the Fort Patrick Henry Reservoir Land Management Plan: This parcel is next to the Warriors Path State Park mountain bike trail system. Parcel #10 should be made available for further development of mountain bike trails in the area. Mountain bike trails provide a great activity for all ages. There has been an ever growing interest in mountain biking in the Tri-Cities area. Not only is the number of local cyclist on the rise, but we continue to get traffic from people outside the area coming to the Tri-Cities specifically to ride our trails. The more trails and more variety of trails we can build, the more people will want to come and bring their bikes and dollars to the area.	Individuals (4) and NTMBA
<b>Trash and Litter</b>		
Trash and Litter	I guess this is probably the way they fluctuate the lake. It fluctuates like in the morning 3 feet until afternoon. I guess it's just puts it's on the bank. And when it goes down, it drops it's on the bank and then when its comes back up, it picks it back up. It never leaves the lake all summer long. It just collects -- I know last year, there was a TVA marker that marks shallow water. It came loose, and it stayed within probably a half mile all summer long. And it floated back and forth, back and forth and never left the area. So anyway, I don't know what they can do about it.	Individual

Trash and Litter	But it's terrible. I mean it really is. You have to see it to believe it. It just gets worse and worse. And last year was really bad. I guess it was dry last year, and it was really bad last year.	Individual
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<b>South Holston Reservoir</b>		
<b>Project Operations</b>		
Road Development	No existing or future transportation projects will be impacted at the South Holston Reservoir.	VDOT
<b>Natural Resources</b>		
Natural Resource Protection	At this time, the Forest Service does not have any specific comments as it pertains to scoping interest. However, we would like to express our desire, if the opportunity arises, to acquire land from TVA which is adjacent to the Cherokee National Forest or along the shorelines of Watauga and South Holston Reservoirs. In addition, the Forest Service would like to continue receiving notification of all documents and meetings as it pertains to this project, including the EIS when published.	USFS
Shoreline Erosion	TVA lake coves with steep banks are filling in rapidly and trees on the banks are toppling. The cause is wakes from speeding boats particularly jet skiers that circle continually. As an example, in a normal year we lose 10 horizontal feet of bank in Sharps Creek Inlet of South Holston Lake during full pool. Private docks are damaged by the wakes. The problem is that TVA refuses to recognize small coves with steep banks such as Sharps Creek must be declared no wake-zones to eliminate the problem. Yes, we all know the state must take legislative action. Please don't tell us again that it is not your responsibility, but the state's. If you were motivated, you could take the lead with the state in getting those coves with steep banks declared as no-wake zones.	Individual
Shoreline Erosion	Other solutions might involve planting with silken dogwood, but we have found that they were out from boat wakes, particularly on steep banks. Rip-rap would be an expensive, esthetically unattractive solution that would limit access to swimmers from what remains of the banks.	Individual
Shoreline Erosion	TVA kept lake levels below normal full pool the summer of 2007. There was no noticeable erosion that year. Lowering full pool elevation and letting the dirt banks re-vegetate is the only other obvious solution. However, private docks at the end of coves whose owners depend	Individual

	on full pool to use them would lose use of their docks. And it would limit total lake surface available for boaters.	
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<b>Watauga Reservoir</b>		
<b>Natural Resources</b>		
Natural Resource Protection	At this time, the Forest Service does not have any specific comments as it pertains to scoping interest. However, we would like to express our desire, if the opportunity arises, to acquire land from TVA which is adjacent to the Cherokee National Forest or along the shorelines of Watauga and South Holston Reservoirs. In addition, the Forest Service would like to continue receiving notification of all documents and meetings as it pertains to this project, including the EIS when published.	USFS
<b>Recreation</b>		
Marina Expansion	I would like to expand my existing commercial marina operation, Fish Springs Marina, on Watauga Lake. Tile B2 of the Watauga and Wilbur Reservoir Land Management Plan, parcel 48 on the map is my current operation. I would like to extend my existing houseboat dock and covered slip operation around the corner in a westward direction partially onto what is now parcel 49, toward the mouth of Little Stone Creek cove, without entering or obstructing the mouth (use) of Little Stoney Creek cove.	Individual

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**Part II:**  
**Public Comments Identified by Reservoir and Parcel**

<b>Beaver Creek Reservoir</b>		
<b>Parcel</b>	<b>Suggested Land Use</b>	<b>Comment</b>
1	Zone 2 – Project Operations	However, at the Beaver Creek Reservoir Route 11 (Lee Highway) is currently being designed by VDOT to increase capacity to 4 lanes with a raised median. These improvements will have limited impacts on the existing Beaver Creek Reservoir (Sugar Hollow Recreation Area) only requiring the relocation of the existing entrance. The relocated entrance will be tied into a signalized intersection thereby improving the access for the park.

<b>Boone Reservoir</b>		
<b>Parcel</b>	<b>Suggested Land Use</b>	<b>Comment</b>
10	Zone 4 – Natural Resource Management	Keep Parcel 10 on Boone Lake in Zone 4
1	Zone 4 – Natural Resource Management	I would like to see a walking/biking trail put at B1 near Boone Dam. The trail could follow the shoreline as much as feasible. The trail could begin near the entrance to Boone Dam Reservoir area travel up and through the picnic/swimming area, out along the shore area to the ramp/parking area down around the cove to what is now designated as available for camping out of the cove and up the shore to Gammin Drive. It should have very little environmental impact and allow public use for an area that is for the most part not accessible to the public.
3	Zone 4 – Natural Resource Management	I would like to see a walking/biking trail put at B1 near Boone Dam. The trail could follow the shoreline as much as feasible. The trail could begin near the entrance to Boone Dam Reservoir area travel up and through the picnic/swimming area, out along the shore area to the ramp/parking area down around the cove to what

		is now designated as available for camping out of the cove and up the shore to Gammin Drive. It should have very little environmental impact and allow public use for an area that is for the most part not accessible to the public
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<b>Fort Patrick Henry Reservoir</b>		
<b>Parcel</b>	<b>Suggested Land Use</b>	<b>Comment</b>
<b>10</b>	Zone 4 – Natural Resource Management	Parcel #10 / I-81 in the Fort Patrick Henry Reservoir Land Management Plan: This parcel is next to the Warriors Path State Park mountain bike trail system. Parcel #10 should be made available for further development of mountain bike trails in the area. Mountain bike trails provide a great activity for all ages. There has been an ever growing interest in mountain biking in the Tri-Cities area. Not only is the number of local cyclist on the rise, but we continue to get traffic from people outside the area coming to the Tri-Cities specifically to ride our trails. The more trails and more variety of trails we can build, the more people will want to come and bring their bikes and dollars to the area.

<b>Watauga Reservoir</b>		
<b>Parcel</b>	<b>Suggested Land Use</b>	<b>Comment</b>
<b>49</b>	<b>Zone 6 - Recreation</b>	I would like to expand my existing commercial marina operation, Fish Springs Marina, on Watauga Lake. Tile B2 of the Watauga and Wilbur Reservoir Land Management Plan, parcel 48 on the map is my current operation. I would like to extend my existing houseboat dock and covered slip operation around the corner in a westward direction partially onto what is now parcel 49, toward the mouth of Little Stone Creek cove, without entering or obstructing the mouth (use) of Little Stoney Creek cove.

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United States  
Department of  
AgricultureForest  
Service

Cherokee National Forest

2800 Oakes Street N  
Cleveland, TN 37312-5374

File Code: 1900-1

Date: June 10, 2003

Daniel H. Ferry  
Senior Mgr, Environmental Services and Programs  
Tennessee Valley Authority  
400 West Summit Hill Drive  
Knoxville, TN 37902-1499

Doc. Type: \_\_\_\_\_

Index Field: \_\_\_\_\_

Project Name: \_\_\_\_\_

Project No.: \_\_\_\_\_

Dear Mr. Ferry:

Thank you for the opportunity to comment on the preparation of an Environmental Impact Statement (EIS) for Northeastern Tributary Reservoirs Land Management Plan (NTRLMP) by Tennessee Valley Authority (TVA). At this time, the Forest Service does not have any specific comments as it pertains to scoping interest. However, we would like to express our desire, if the opportunity arises, to acquire land from TVA which is adjacent to the Cherokee National Forest or along the shorelines of Waruga and South Holston Reservoirs. In addition, the Forest Service would like to continue receiving notification of all documents and meetings as it pertains to this project, including the EIS when published.

If you have any additional questions, comments, or concerns, please contact Susan Shaw, Forest Biological and Physical Resources, Planning, Lands, & Minerals Staff Officer, at 423.476.9700.

Sincerely,

  
H. THOMAS SPEAKS, JR.  
Forest Supervisor



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**McGee, Heather Leanne**

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**From:** Robbie\_Sykes@fws.gov  
**Sent:** Thursday, June 05, 2008 3:51 PM  
**To:** McGee, Heather Leanne  
**Subject:** Northern Tributaries Reservoir Management Plan

**Follow Up Flag:** Follow up  
**Flag Status:** Red

Heather,

I have reviewed the information in the subject plan which was published in May 5, 2008, in the Federal Register / Vol. 73, No. 87. Due to the little information available, we do not have any detailed comments at this time. However, once more information is available in the draft EIS, we will likely provide more relative comments. Due to the increasing loss of public land for private entities around East Tennessee reservoirs, we would encourage TVA to keep all areas that are currently zoned for Sensitive Resource Management (Zone 3) and Natural Resource Conservation (Zone 4) unchanged.

We look forward to reviewing the draft EIS and providing more substantial comments at that time. Please feel free to contact our office if any assistance is needed.

Sincerely,

Robbie Sykes



# COMMONWEALTH of VIRGINIA

DEPARTMENT OF TRANSPORTATION  
1401 EAST BROAD STREET  
RICHMOND, VIRGINIA 23219 2000

David S. Ekern, P.E.  
COMMISSIONER

July 2, 2008

Mr. Daniel H. Ferry  
Tennessee Valley Authority  
400 West Summit Hill Drive  
Knoxville, TN 37902-1499

Re: Northeastern Tributary Reservoirs Land Management Plan

Dear Mr. Ferry:

The Virginia Department of Transportation has reviewed the information provided for the referenced project. Our review covers impacts to existing and proposed transportation facilities.

No existing or future transportation projects will be impacted at the South Holston Reservoir and Clear Creek Reservoir. However, at the Beaver Creek Reservoir Route 11 (Lee Highway) is currently being designed by VDOT to increase capacity to 4 lanes with a raised median. These improvements will have limited impacts on the existing Beaver Creek Reservoir (Sugar Hollow Recreation Area) only requiring the relocation of the existing entrance. The relocated entrance will be tied into a signalized intersection thereby improving the access for the Park.

All lands developed in Virginia are subject to the following regulations. Each of the regulations defines the procedures required in the development of property or changes in land use.

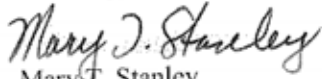
<http://www.vdot.virginia.gov/projects/chapter527/default.asp> - This document provides guidance on the details of §15.2-2222.1 of the Code and its supporting regulations that establish the rules, procedures, and deadlines for VDOT's review of local government comprehensive plans/plan amendments and traffic impact analyses for certain rezoning applications, site plans and subdivision plats.

<http://www.virginiadot.org/projects/accessmgt/default.asp> - The access management regulations and standards for principal arterials began implementation on July 1, 2008. Minor arterial, collector, and local streets regulations will be implemented on October 1, 2009.

VirginiaDOT.org  
WE KEEP VIRGINIA MOVING

Thank you for the opportunity to comment on this project.

Sincerely,

A handwritten signature in cursive script that reads "Mary J. Stanley".

Mary J. Stanley  
Environmental Engineer  
Virginia Department of Transportation  
(804) 786-0868