

# **1.0 Purpose and Need for Action**

*Henry Hagg Lake Resource Management Plan: Final EA*



## **1.0 PURPOSE AND NEED FOR ACTION**

### **1.1 Introduction**

The U.S. Bureau of Reclamation (Reclamation) has prepared this Final Environmental Assessment (EA) to evaluate alternatives for the proposed Resource Management Plan (RMP) for Henry Hagg Lake. Reclamation is developing the RMP in conjunction with its managing partner for Henry Hagg Lake, Washington County Facilities Management Division, Parks (WACO), to manage resources, facilities, and access on Reclamation lands and waters (Figure 1.1-1). The Preferred Alternative evaluated in this Final EA is an update of the May 2003 Henry Hagg Lake EA (Reclamation 2003) based on public comments received on the Draft EA.

### **1.2 Authority**

Title 28 of Public Law (PL) 102-575, Section 2805 (106 Stat. 4690; Reclamation Recreation Management Act of October 30, 1992) provides Reclamation with the authority to prepare resource management plans.

### **1.3 Proposed Federal Action**

For this EA, the proposed Federal action is implementation of the RMP for Reclamation lands and resources at Henry Hagg Lake. The intent of the RMP is to serve as a blueprint for the future use, management, and site development of Reclamation lands and resources in the RMP study area for the next 10 years. Reservoir operations are not part of the RMP and are not considered in the RMP or this EA. The RMP identifies goals and objectives for resource management, specifies desired land and resource use patterns, and explains the policies and actions that would be implemented during the 10-year life of the plan to achieve these goals and objectives. Goals and objectives for the Henry Hagg Lake RMP are included as Appendix A.

### **1.4 Purpose and Need for Action**

The purpose of this Federal action is to prepare an RMP to effectively manage recreation use and natural and cultural resources at Henry Hagg Lake. Reclamation currently does not have an RMP for its lands around Henry Hagg Lake. A plan is needed to address current and anticipated future issues to permit the orderly and coordinated development and management of lands and facilities under Reclamation jurisdiction at the reservoir. Henry Hagg Lake is the only large body of water for public recreation easily accessible from the Portland, Oregon metropolitan area. The region has experienced a large growth in population over the last 10 years. During this time, Washington County grew by 43% and Multnomah County, including Portland, grew by 13%, bringing the population of these two counties to more than one million people. An EA on recreation management alternatives was prepared in 1994 and is the document that guides current management at Henry Hagg Lake. Continued growth of the region and the corresponding use of Henry Hagg Lake require the development of an RMP to update the current outdated guidance and for resolving conflicts with natural resources and among user groups.

If implemented, the RMP would be used as the basis for directing activities on Reclamation lands and the reservoir in a way that maximizes overall public and resource benefits consistent with the purposes of the area; it would provide guidance for managing the area during the next 10 years. The RMP would be reviewed, reevaluated, and revised to reflect changing conditions and management objectives on an as-needed basis. Opportunities for public involvement would be provided on significant changes that affect the resource or public use.

This EA was prepared to determine whether to issue a Finding of No Significant Impact (FONSI) or a Notice of Intent (NOI) to prepare an Environmental Impact Statement (EIS) in accordance with the National Environmental Policy Act of 1969 (NEPA). NEPA requires the preparation of an EA for any Federal action that may have a significant impact on the environment.

NEPA requires Reclamation to explore a range of possible alternative management approaches and assess the potential environmental effects of these actions. Three alternatives are evaluated and compared in this document, including a No Action Alternative and a Preferred Alternative. The impacts of each alternative were evaluated for the following affected resource topics: hydrology and water quality; soils; vegetation; fish and wildlife; threatened, endangered, and sensitive (TES) species; recreation; land use; socioeconomics; public services and utilities; environmental justice; cultural resources; Indian sacred sites; Indian Trust Assets (ITAs); visual resources; and transportation and access. Scoping and preliminary analyses of air quality, topography, paleontology, and geology indicated that there are no potential impacts to these resources; therefore, these resource topics are not further evaluated in this EA.

## **1.5 Location and Background**

Henry Hagg Lake is located in western Washington County, Oregon, approximately 30 miles southwest of the city of Portland. The study area lies within the 38-square-mile drainage basin of Scoggins Creek, in the foothills of the Oregon Coast Range. The reservoir is an important recreation resource in the region, both for local residents as well as those from the Portland metropolitan area. As the region continues to grow, Reclamation expects that more people will use the area. This increasing recreation use, as well as the potential conflicts among recreation, aesthetic, and natural resources, is an important reason for preparing a management plan for the area's resources (Figure 1.5-1).

### **1.5.1 Historical Overview**

The Willamette Valley has been occupied by humans for at least 8,000 years. At the time of the first Euro-American explorations in the 1800s the Tualatin Valley was occupied by the Tualatin Indians, including a winter village at the mouth of Scoggins Creek. In the 1840s a number of agricultural settlements and fur trading posts were established in the area. Historic farming in the Scoggins Valley was dominated by dairy operations prior to building of the dam.

Construction on Henry Hagg Lake began in 1972 and was completed in 1975 to provide irrigation service for the Tualatin Valley, municipal and industrial water supply for eight communities, flood control, recreation opportunities, maintenance of water quality, and fish and wildlife enhancement.

Figure 1.1-1 General Location

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Figure 1.5-1 Henry Hagg Lake Area

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Henry Hagg Lake is part of Reclamation's Tualatin Project, which supplies irrigation water to the Tualatin Valley, supplies municipal water to local communities, and provides flood control. With a surface area of 1,132 acres, the reservoir has a storage capacity of 59,950 acre-feet (af). The reservoir and surrounding park are owned by the United States, under Reclamation's jurisdiction, while water-related recreation features, natural resources, and lands of the surrounding park are managed, operated and maintained by WACO, Reclamation's non-Federal managing partner. The park features many day use picnic areas, two boat launches, a fishing pier, and several miles of trails. In 1973, WACO entered into a 50-year lease agreement with Reclamation for administration of Scoggins Valley Park for public outdoor recreation use and for fish and wildlife enhancement. Planning for the park facilities was done by the National Park Service (NPS) in 1970. Using the NPS plan, work began on park recreational facilities in 1975. As the facilities became available, they were opened for use by the public. The last NPS plan based facility was completed in 1978. Due to an increase in popularity and recreational use during the 1980s, WACO developed a Master Plan (1989) that identified additional or not yet developed recreational facilities to meet this growing demand. A 1994 NEPA EA evaluated three management options for Henry Hagg Lake (Reclamation 1994). The preferred alternative was chosen and provides the guidance under which the park is currently managed. The park is open for the first Saturday in March through the last Sunday in November prior to Thanksgiving.

### **1.5.2 Reservoir Operations**

Reservoir operations are not part of the RMP or EA but are summarized to provide a general context. Henry Hagg Lake is the major storage reservoir facility of the Tualatin River Project and has an active storage capacity of 53,640 af and a water surface area of 1,132 acres at normal full pool elevation. The dam facilities are operated by the Tualatin Valley Irrigation District (TVID) under the general supervision of Reclamation's Lower Columbia Area Office in Portland. Reclamation's Bend Field Office, Bend, Oregon, and the Pacific Northwest Regional Office, Boise, Idaho, provide the day-to-day contact/coordination with TVID on operational and maintenance issues associated with the project. The project must meet a minimum flow to Scoggins Creek below the dam of 10 cubic feet per second (cfs), except in October and November when releases must be 20 cfs. Irrigation and other water uses typically draw the reservoir down to about 22,000 af or less by November 1. Flood control rules do not allow the reservoir to fill above 33,040 af until after January 15, after which maximum levels are prescribed by a fill curve that does not allow the reservoir to fill completely before May 1. Temporary storage above the fill curve is only allowed during flood control events, after which the reservoir must be drafted back down.

TVID operates and maintains Scoggins Dam and water releases from the reservoir. During the year, the water surface level can fluctuate from a maximum of 1,132 surface acres of water to a minimum of 411 surface acres. TVID manages the reservoir with a goal of reaching 53,640 af on May 1 of each year. The high water level is maintained until orders are received from the various contracting entities and outflow demands exceed inflow. Project specifications are summarized in Table 1.5-1.

Reclamation's jurisdiction includes Henry Hagg Lake (1,132 acres) and adjacent lands (1,449 acres). Reclamation lands generally consist of a strip of land around the reservoir with about 11 miles of

**Table 1.5-1. Project specifications.**

<b>Normal Full Pool</b>	
Elevation	303.5 ft
Active Storage	53,640 af
Surface Area	1,132 ac
Shoreline	11 mi
<b>Minimum Pool (Inactive and Dead Storage)</b>	
Elevation	235.3 ft
Storage	6,310 af
Surface Area	411 ac
<b>Allocation of Capacity</b>	
Active/Joint Use Storage	53,640 af
Inactive/Dead Storage	6,310 af
<b>Scoggins Dam</b>	
Structural Height	151 ft
Crest Elevation	313 ft
Crest Length	2,700 ft
Spillway Crest Elevation	283.5 ft

Source: Reclamation (2002)

shoreline. Primary road access to Henry Hagg Lake is provided by Highway 47 and Scoggins Valley Road.

## 1.6 Related Activities

### 1.6.1 Tualatin Valley Water Supply Feasibility Study

Clean Water Services (CWS) is a wastewater service agency serving 122 square miles in urban Washington County, small portions of Portland and Lake Oswego, and parts of Multnomah and Clackamas Counties. In response to increasing water use demands in the Tualatin River Basin, CWS, in cooperation with several municipalities and TVID, is preparing a Water Supply Feasibility Study (WSFS) and associated EIS to study alternatives for increasing water supply in the Tualatin River Basin. Reclamation is providing technical assistance in assessing alternative water supply source options, which include:

- Expansion of Henry Hagg Lake by raising Scoggins Dam 20 feet;
- Expansion of Henry Hagg Lake by raising Scoggins Dam 40 feet; and
- Exchange of Willamette River water for irrigation.

Options to be considered as components of all supply alternatives involve water conservation, waste water reuse, aquifer storage and recovery, and near-term additional supply from Portland. A No Action Alternative will also be analyzed.

The WSFS was started in November 2001 as a collaborative effort led by CWS. A preferred alternative is scheduled to be identified in summer of 2004. In preliminary studies, scientists and engineers identified potential water sources to be evaluated. These potential sources and the planned WSFS approach were presented for public review and comment during scoping meetings in January 2002.

Subsequently, it is planned that information on alternatives, impacts, and possible mitigation will be presented to the general public for review. Public comments will become part of the body of knowledge used in selecting a preferred alternative. Because the preferred alternative might involve Federal action, the study will complete the investigation and analysis necessary to develop a Planning Report and Environmental Impact Statement (PR/EIS) pursuant to NEPA. A draft PR/EIS would be presented to the public for comment under this scenario.

Raising the dam 20 or 40 feet would inundate most recreation facilities at, and portions of the road around, Henry Hagg Lake. While long-range timing is difficult to predict, implementation of the WSFS preferred alternative may occur in 2008, within the planning period for this RMP. Outcomes from the WSFS that would affect Henry Hagg Lake would be considered in the next RMP process. To ensure full coordination among the interested parties, both CWS and TVID are represented on the Ad Hoc Work Group for the Henry Hagg RMP process (see Section 4.0 for more information on the role of the Ad Hoc Work Group).

This RMP is being developed with the understanding that the potential dam raise project at Henry Hagg Lake would replace any affected recreation amenities (including structures, trails, parking, roadways, infrastructure, and land), as well as elk mitigation meadows, on a like-for-like basis as part of the cost of that project. Such expenditure would not be subject to cost sharing by Reclamation. This RMP recognizes that it would not be in the public's interest to invest in any additional recreation development at Scoggins Valley Park that does not currently exist (January 1, 2004) and would need to be replaced if the dam were raised. Therefore, recreational development improvements prior to the final decision on the dam raise will concentrate on elements that are portable and/or do not require large capital expenditures for permanent facilities.

In addition, Reclamation, WACO, and ODFW have developed a plan for maintaining and monitoring the elk meadows located around Henry Hagg Lake and just downstream of the dam in the Reclamation Zone. Some of these elk meadows could be inundated from a dam raise, depending on the height of the dam improvement. Similar to recreation resources, this RMP assumes that inundated elk meadows would be replaced in the vicinity of Henry Hagg Lake, and that these costs are not subject to cost-sharing with Reclamation. The two new elk meadows that will be developed under this RMP will be out of the zone of influence from any dam raise.

## **1.7 Scoping**

To ensure that all relevant issues and a full range of alternatives would be considered during the NEPA process, Reclamation and WACO held a public scoping meeting on January 17, 2002 prior to the development of this Final EA. The meeting was announced through media announcements sent to local outlets and a public information newsbrief sent to approximately 350 people. The purpose of the initial meeting and the newsbrief was to collect public input on the issues that should be addressed in the alternatives for the RMP and EA (referred to in NEPA as "scoping"). Following this meeting, an Ad Hoc Work Group was formed to assist with alternatives development and participate throughout the process. This group consisted of State, Federal, and County agencies, as well as interest group representatives. The public process is more fully described in Chapter 4, Consultation and Coordination. Chapter 4 also includes a description of the overall public involvement process.

## 1.8 Summary of Issues

The RMP addresses all activities occurring on Reclamation lands surrounding the reservoir and on the water surface. Reclamation water operations are based on contractual and flood control requirements. Because of these operational constraints, water operations are not part of the RMP. Reclamation identified several issues that need to be addressed by the RMP. These issues were presented to the public, and the list was expanded through this process. A summary list of the primary issues follows.

- Balancing recreation uses with natural and cultural resources, and managing conflicting uses
- Promoting sustainable uses
- Addressing crowding on lands and on the reservoir
- Examining the potential to increase the season of use
- Maintaining, protecting, and managing wildlife and wildlife habitat (including wetlands)
- Restoring natural habitat
- Protecting endangered and sensitive species
- Controlling the spread of noxious weeds
- Examining fisheries issues, such as the fish stocking program
- Protecting water quality
- Controlling and reducing erosion
- Considering impacts to visual resources
- Potentially renaming recreation facilities
- Considering additional recreation facility developments and improvements
- Considering a leash-free zone for pets
- Examining the potential reopening of Recreation Area A East for day use or camping
- Examining trail improvements (such as development of an equestrian trail) and maintenance
- Considering additional concession opportunities
- Improving boating opportunities, including establishing a non-motorized zone, better enforcement of a no-wake zone, and providing a boat ramp for non-motorized craft
- Managing the reservoir fishery, including improvements at boat and bank fishing facilities

- Considering development of the Tualatin Watershed Education and Research Center
- Pursuing additional education & interpretation opportunities
- Managing traffic and parking in the study area
- Improving shoreline access
- Enhancing accessibility for people with disabilities
- Increasing law enforcement in the study area (especially for unauthorized off-road vehicle [ORV] use and hunting)
- Improving trash cleanup, particularly along the shoreline where bank fishing takes place
- Examining the current fee structure
- Examining the timing of special events
- Protecting Cultural Resources
- Protecting Indian sacred sites, if we are informed such are present

