

2.4.4 Alternative 1

Alternative 1 includes the Limited Development shoreline allocations as they existed under the 1981 SMP before the area of Limited Development was significantly expanded in subsequent revisions. This alternative includes changes to the MP “Low Density Recreation” land classification to be consistent with the Limited Development shoreline allocation of the 1981 SMP. This alternative represents the end of the range of alternatives that emphasizes natural resource conservation over private shoreline uses and recreational development opportunities. Alternative 1 includes the following main components:

- Limited Development shoreline allocations would be reduced to only those areas that were mapped as Limited Development in the 1981 SMP and the MP land classification “low density recreation” would be applied to those areas.
- Limited Development areas not designated as Limited Development in the 1981 SMP would be converted to Protected and areas classified as “low density recreation” in the MP would be changed to another “multiple resource management” classification to be consistent with that shoreline allocation.
- MP land use classification maps would be revised to be consistent with the SMP shoreline allocations.
- Existing permitted facilities in areas that would be converted from Limited Development to Protected would be grandfathered until the facilities fail to meet the criteria set forth in 36 CFR 327.30(h).
- The vegetation management policies would be changed to apply the extended buffer vegetation management zone policies.
- The request for Public Recreation shoreline allocation at Carlton Landing would not be approved.
- The lease request for a marina and other recreational amenities at Carlton Landing would not be granted.
- Individual zoning requests would not be approved and some requests to maintain Limited Development would be reversed to Protected allocations.

2.4.4.1 Shoreline Allocations and Land Use Classifications

Alternative 1 includes the Limited Development allocations as they existed in the 1981 SMP. The 1986 and 1998 SMP revisions resulted in increases in Limited Development zoning around the lake. Potential direct, indirect, and cumulative impacts of those changes to the shoreline were not evaluated under NEPA at the time of either SMP revision. Thus, Alternative 1 would evaluate the effect of changing the shoreline allocations to those that were present under the 1981 SMP. **Figures 2-26** through **2-32** illustrate the shoreline allocations proposed under Alternative 1.

Under Alternative 1, Limited Development shoreline miles would be reduced from 273 to 42 miles and Protected shoreline miles would be increased from 431 miles to 661 miles (**Table 2-7**). While the total acres classified as Low Density Recreation would not change significantly, the acreage associated with Limited Development shorelines would decrease from 10,114 acres to 1,073 acres and the acreage associated with Protected shorelines would increase from 15,659 to 22,998 acres (**Table 2-8**). There would be two additional miles allocated to Public Recreation to properly account for Onapa Cove, and the

undeveloped High Density Recreation areas would be reclassified in the revised MP as Future/Inactive Recreation. There would be no change in Prohibited allocations (**Tables 2-7** and **2-8**).

Existing permitted facilities in areas that would be converted from Limited Development to Protected would be grandfathered until the facilities fail to meet the criteria set forth in 36 CFR 327.30(h). Those criteria include the conditions that the facilities must be maintained in a safe and useable condition, the facility does not pose a threat to life or property, and the holder of the permit remains in substantial compliance with the permit. All shoreline use permits are non-transferrable. Change of ownership would be allowed on grandfathered docks if it is in compliance with 36 CFR 327.30.

Alternative 1 would reduce the Limited Development allocated shoreline to 42 miles, and the potential maximum number of docks would be 2,278. The 42 miles of shoreline allocated to Limited Development under Alternative 1 would provide sufficient shoreline length for 1,355 docks. Although there are currently 1,673 existing docks on the lake, over half of the existing docks (908) are located outside of areas that would be designated as Limited Development under Alternative 1. A closer analysis of the individual segments that would be allocated as Limited Development under Alternative 1 reveals that there would be sufficient space for an additional 605 docks. The existing docks would be grandfathered; therefore, the total potential number of docks that could potentially be built at the lake under Alternative 1 would be 2,278.

2.4.4.2 Vegetation Management Policies

Under this alternative, the extended buffer vegetation management policy would be implemented. The extended buffer vegetation management zone policy includes the largest buffers proposed to protect shoreline habitats. Based on the criteria in this policy (described in Section 2.3.2), shoreline areas would be categorized into specific buffer distance groups. As shown in **Table 2-3**, the extended buffer vegetation management policy would range from 45 to 95 feet inland from the from the natural vegetation line above the normal conservation pool elevation. In order to limit effects on water quality, vegetation, and wildlife habitat, vegetation management activities would be limited to government land outside of these buffer zones. Where high quality habitat occurs that could be impacted by vegetation modification, mowing may be restricted to no more than the first 30- feet of government land immediately adjacent to the private property for fire break purposes only.

2.4.4.3 Proposed Carlton Landing Development (Alternative 1)

The development at Carlton Landing under Alternative 1 would largely be the same as that described under the No Action Alternative; however, under Alternative 1, the Limited Development designated areas on the south side of Longtown Arm would be rezoned to Protected as they were under the 1981 SMP (Area L shown on **Figure 2-11**). Alternative 1 only affects Limited Development allocated shorelines and thus does not alter the existing allocation of Protected at Roundtree Landing. The MP classification of High Density Recreation on Roundtree Landing would be changed to Future/Inactive Recreation to be consistent with the SMP.

With the transition from Limited Development to Protected zoning, there would be no further development of docks or floating facilities on the south side of Longtown Arm. The existing permitted dock would be grandfathered until such time at it is no longer maintained properly or becomes a public safety hazard [36 CFR 327.30(h)]. There would be no docks or floating facilities allowed on the north side of Longtown Arm under Alternative 1. The Protected shoreline allocation under Alternative 1 would not allow for the development of developed public trails, nature center, public campgrounds, or a marina on the

government shoreline (**Figure 2-28**). Additionally, the requested lease agreement would not be granted and the proposed marina and other public shoreline recreational facilities would not be built. The USACE-owned lands would continue to provide habitat for wildlife and fishing access.

As described for the No Action Alternative, the development concept for Carlton Landing is predicated on access to the lake and lake recreation for homeowners in the community. The maintenance of Protected shoreline allocations would limit the development of public recreational facilities on the shoreline. As described under the No Action Alternative, this would be expected to result in a final build-out of the 170 lots currently under construction on the adjacent private lands described under the No Action Alternative.

With the transition of Limited Development to Protected zoning on the south side of Longtown Arm, there would be no additional docks constructed on the south side. This would also likely further limit potential residential development in this area. Overall, Alternative 1 would be expected to result in fewer docks and less development on adjacent private lands than the No Action Alternative.

2.4.4.4 Individual Zoning Requests under Alternative 1

Similar to the No Action Alternative, none of the individual zoning requests to change the existing shoreline allocation to another allocation would be approved under Alternative 1. Individual Zoning Requests #4, 5, 6, and 10 to maintain existing Limited Development allocations would also not be granted as these specific shoreline areas were not designated Limited Development in the 1981 SMP and thus would revert to Protected. However, the existing uses at these locations would be grandfathered and would be allowed to remain as long as the criteria set forth in 36 CFR 327.30(h) are met. Each request is described in detail in Section 2.3.4.

Zoning Request #7 – Lakeview Country Estates V - is a request to retain Limited Development zoning and since this area was designated as Limited Development in the 1981 SMP, it would not change under this or any of the alternatives.

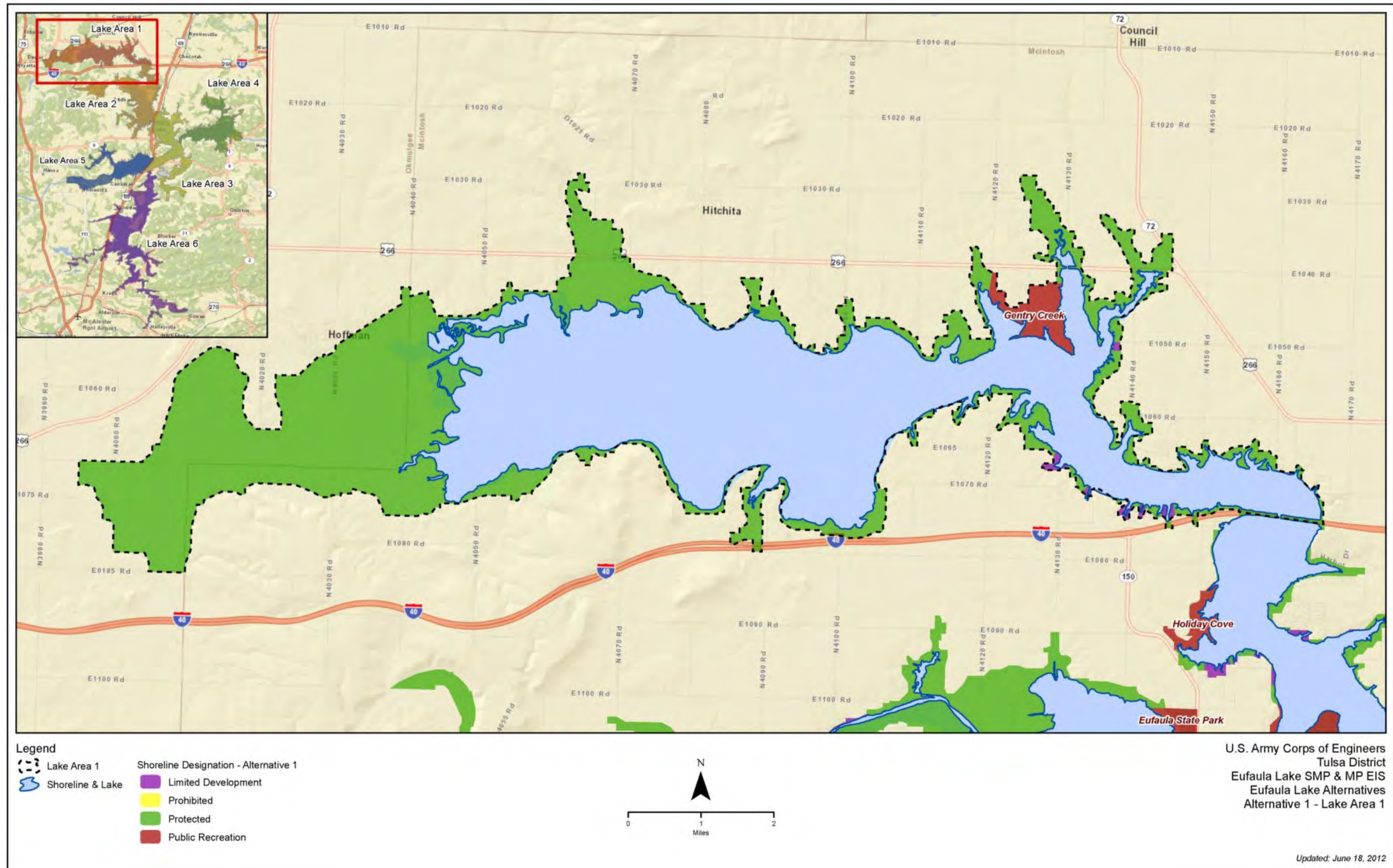


Figure 2-26. Alternative 1 Lake Area 1

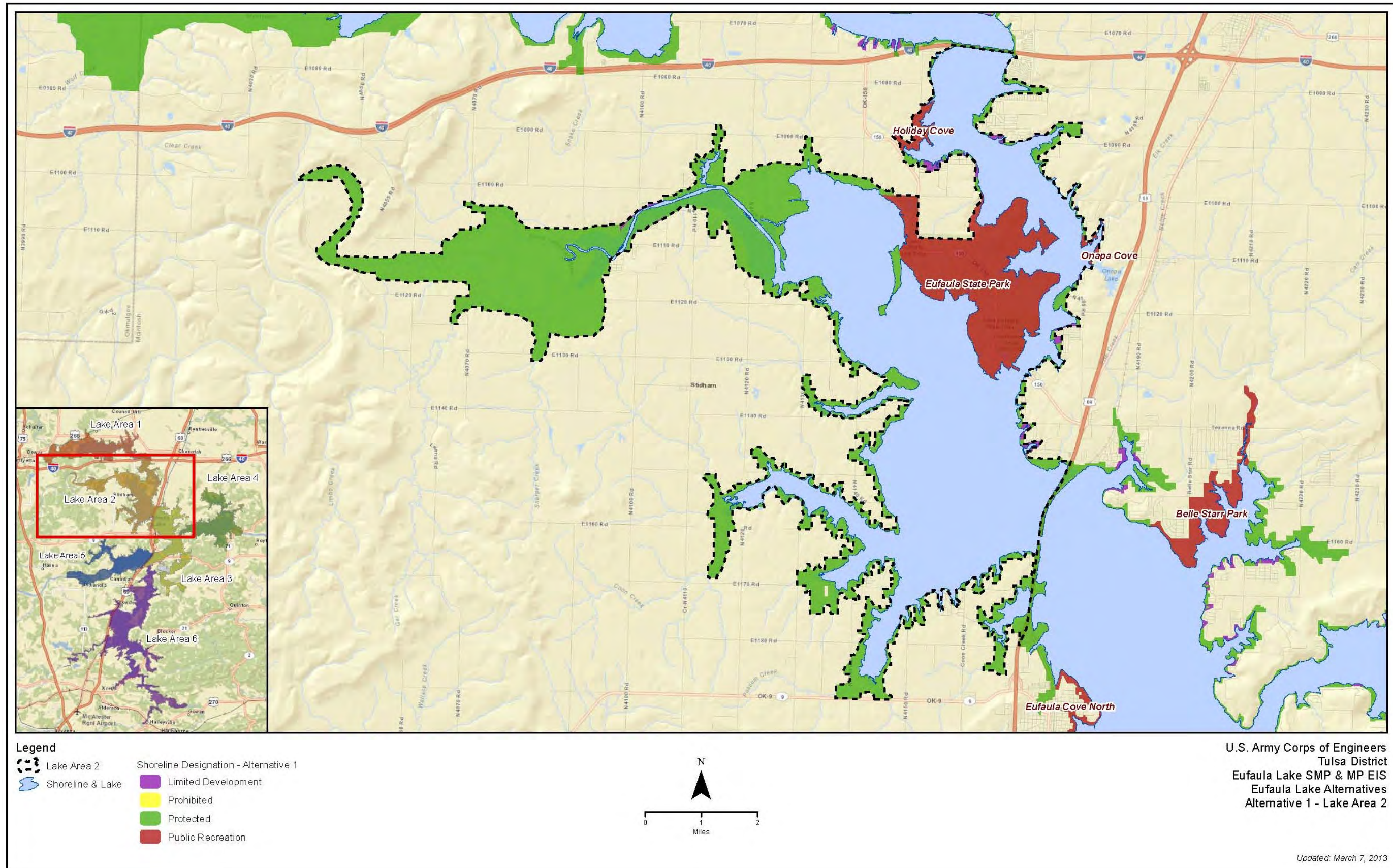


Figure 2-27. Alternative 1 Lake Area 2

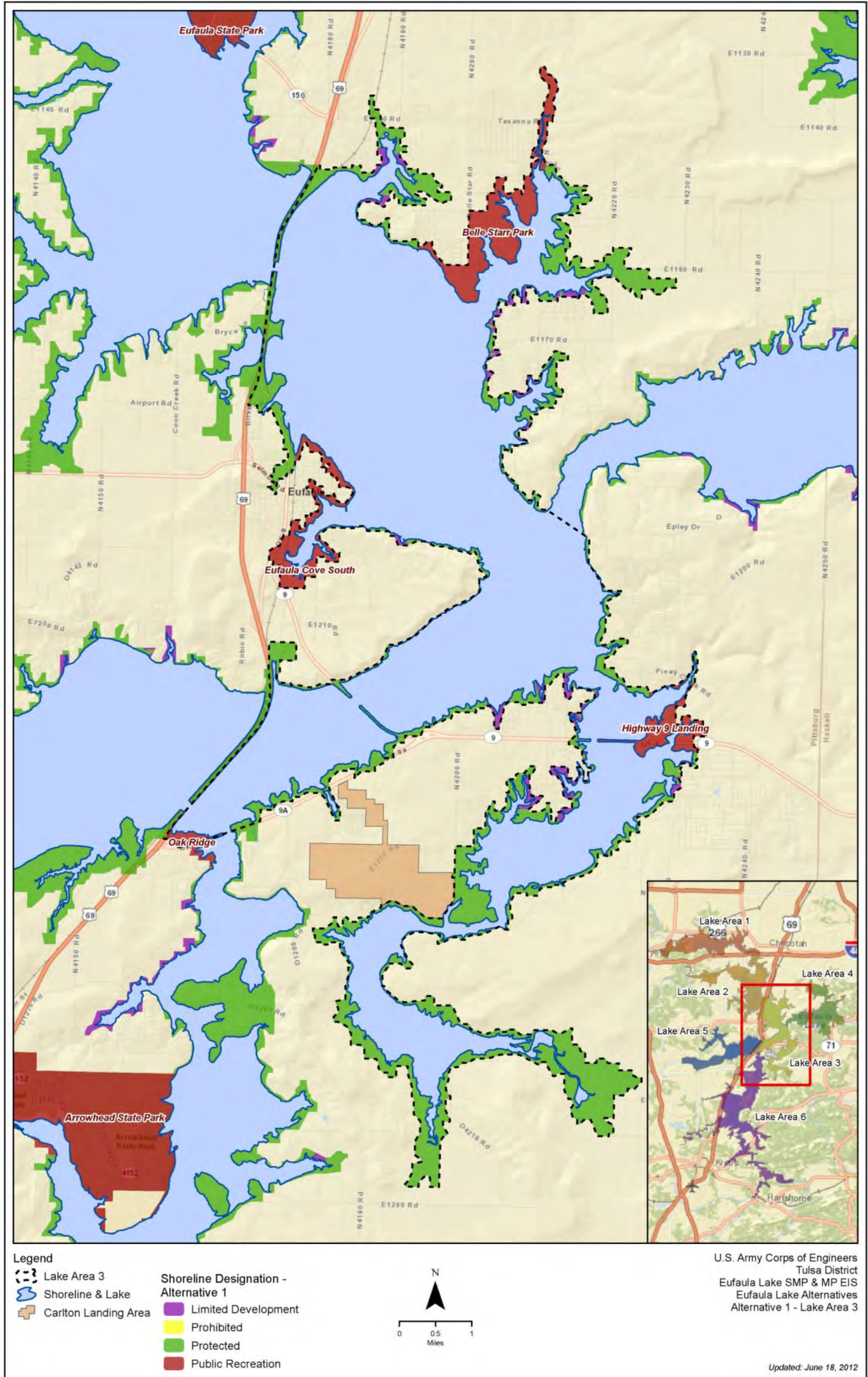


Figure 2-28. Alternative 1 Lake Area 3

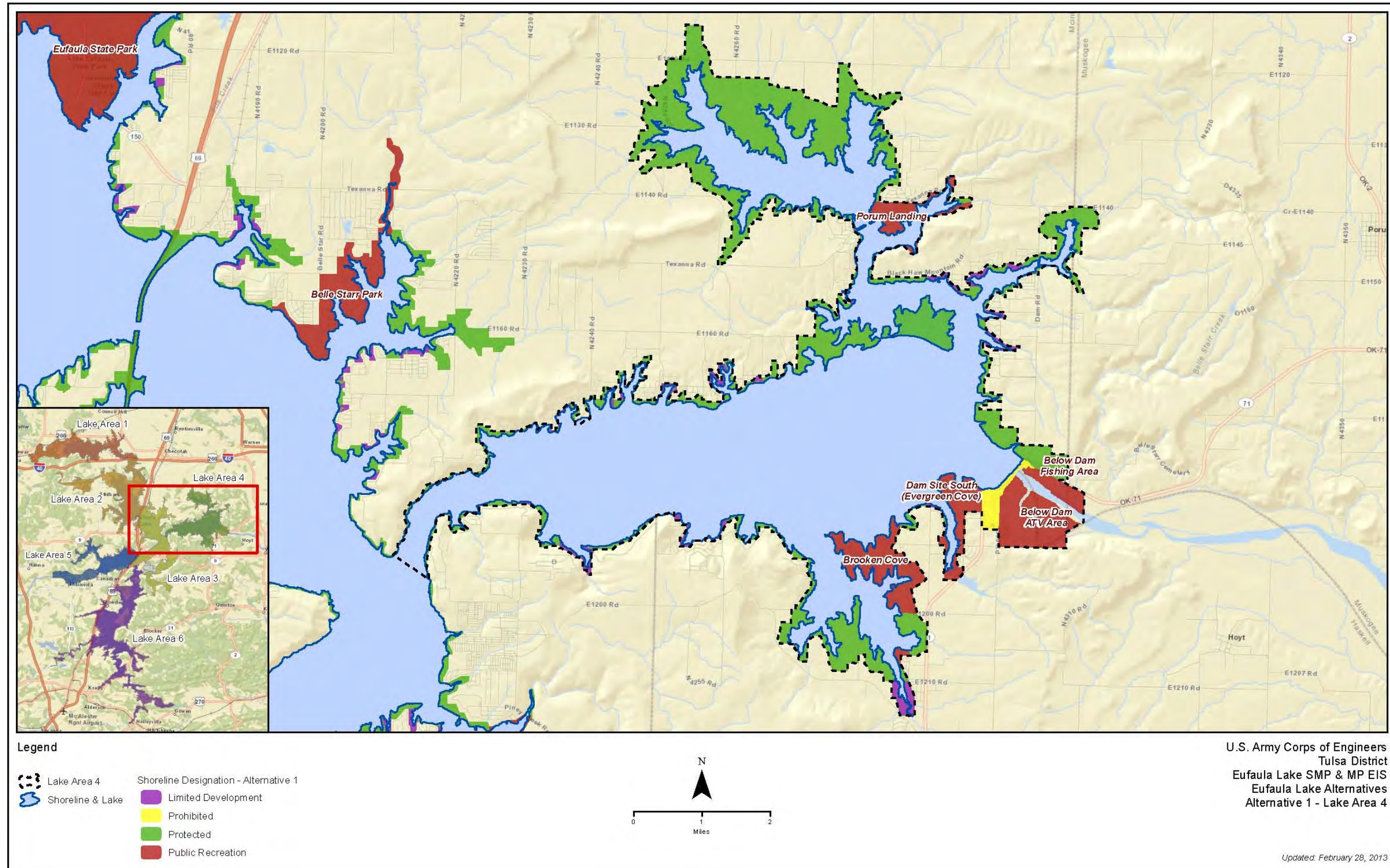


Figure 2-29. Alternative 1 Lake Area 4

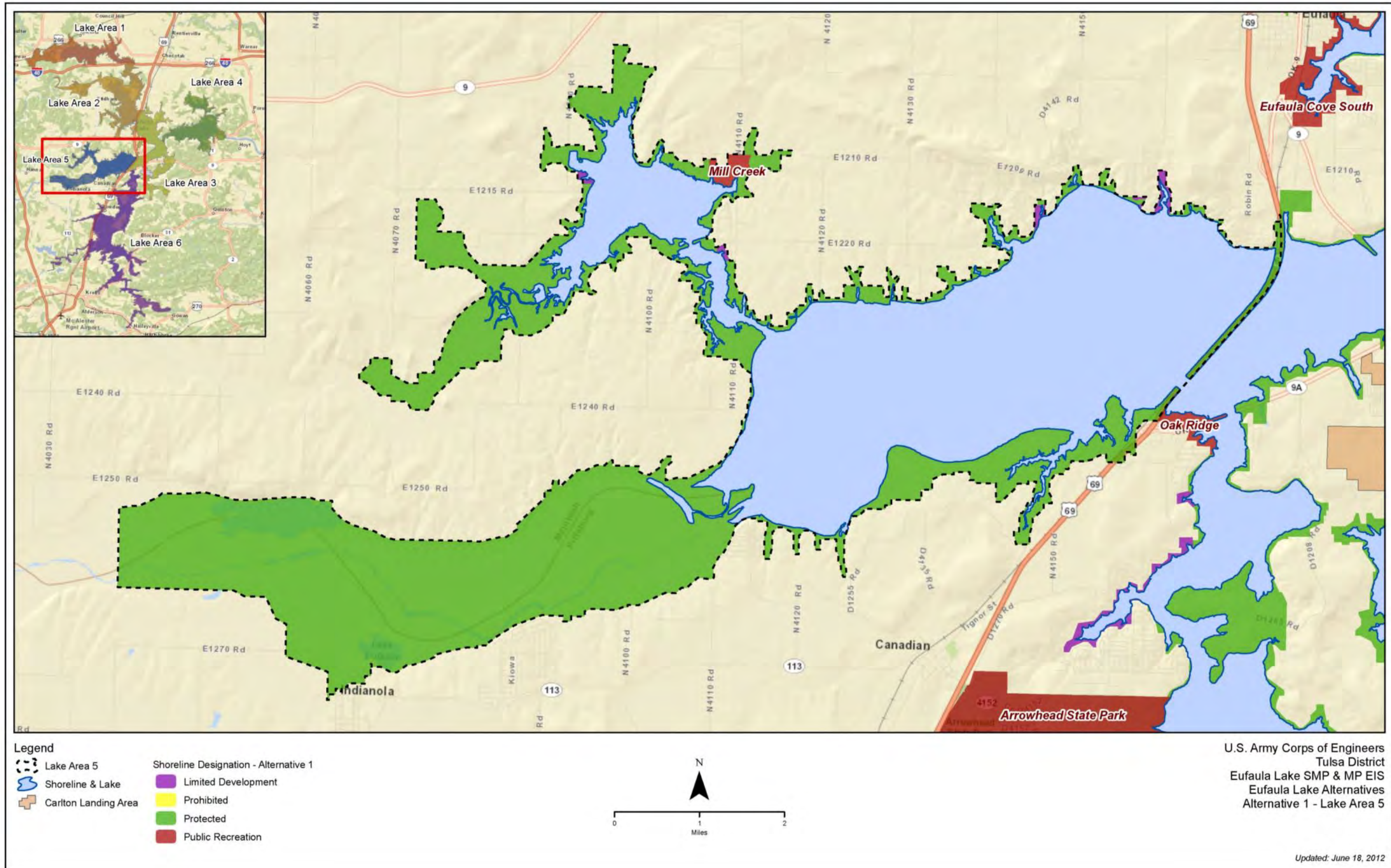


Figure 2-30. Alternative 1 Lake Area 5

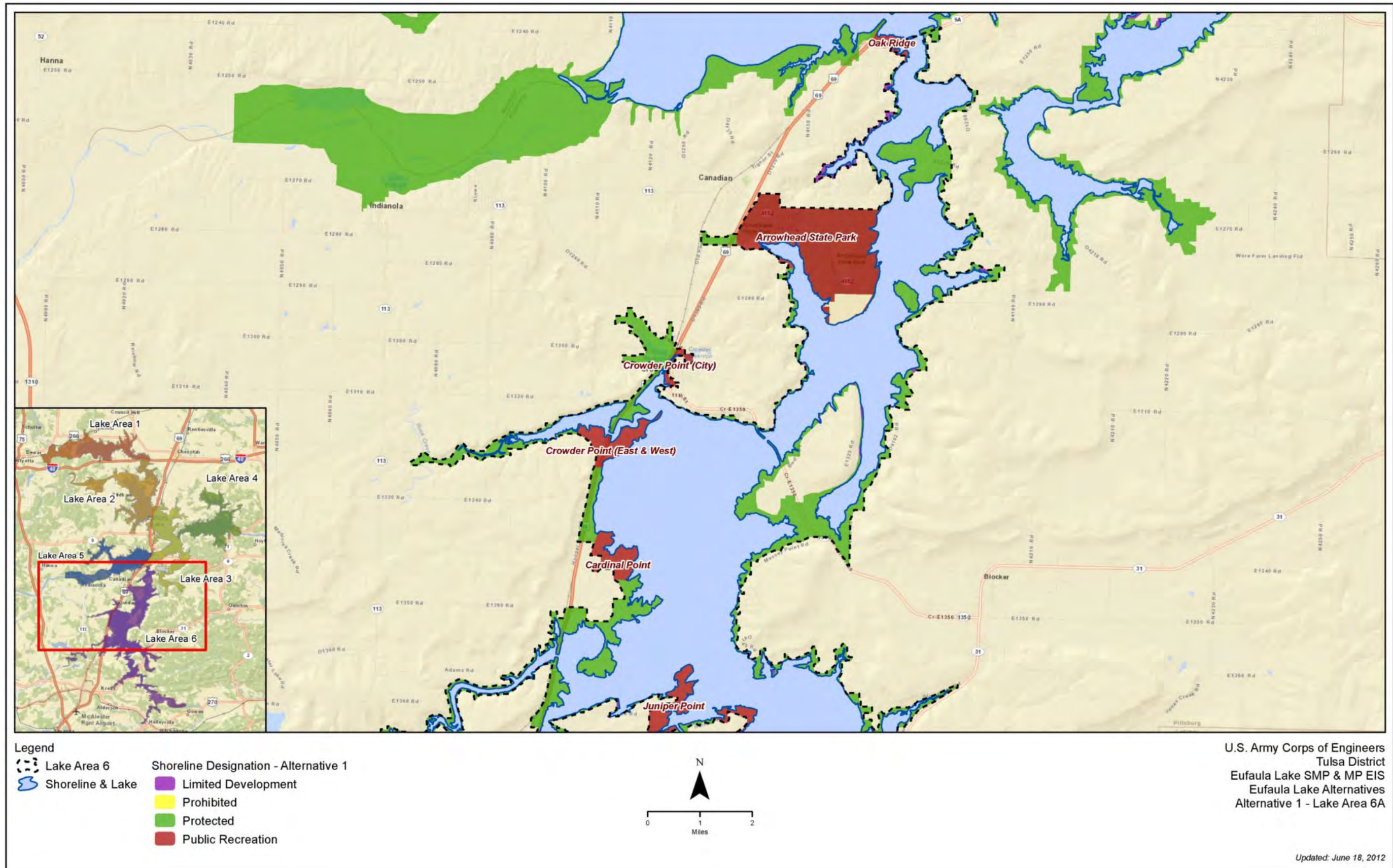


Figure 2-31. Alternative 1 Lake Area 6A

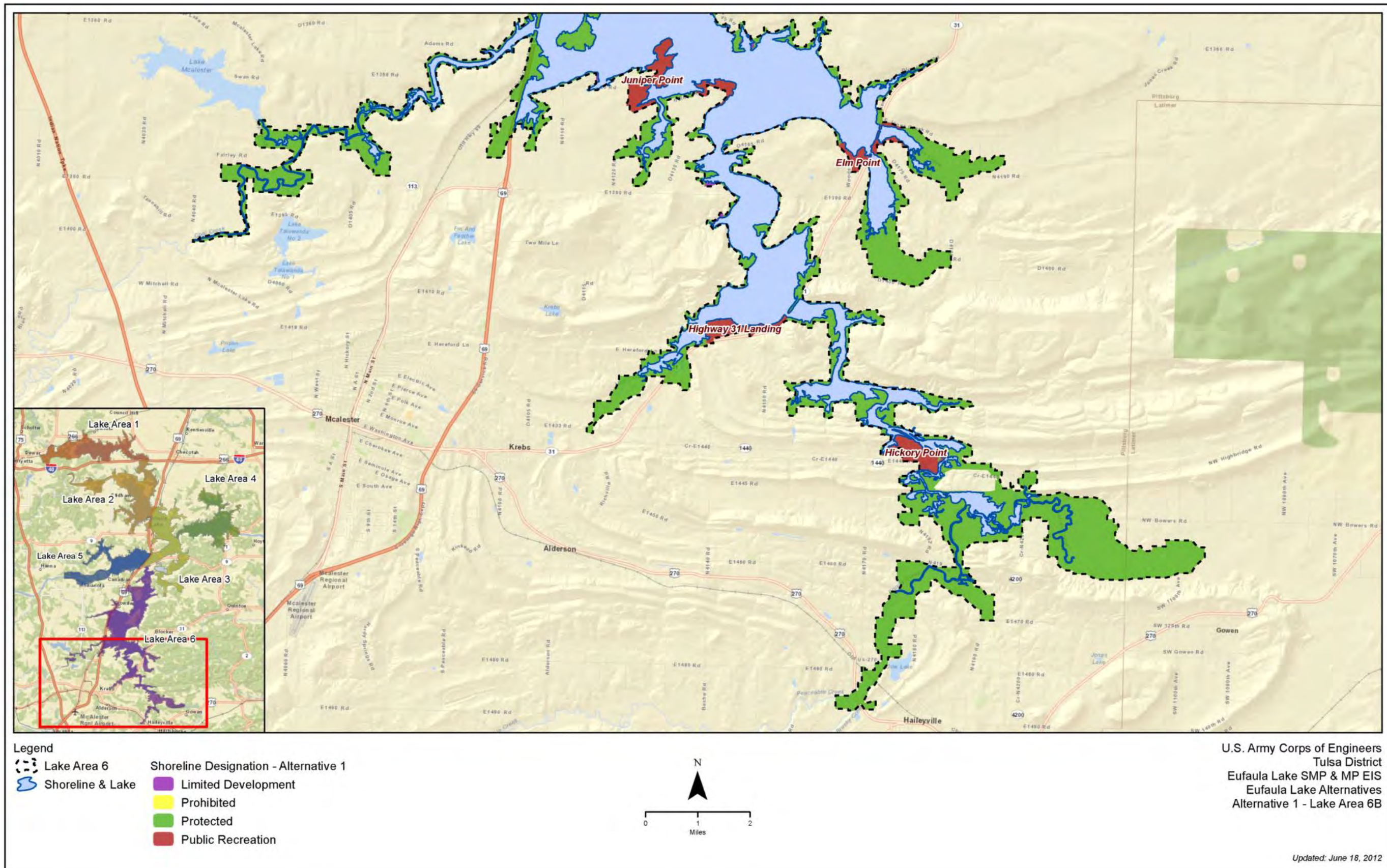


Figure 2-32. Alternative 1 Lake Area 6B

2.4.5 Alternative 2

Alternative 2 would reduce the amount of Limited Development area compared to the No Action Alternative by converting Limited Development areas that are unsuitable for docks and which do not have existing developments adjacent to the government shoreline to Protected. “Dock suitability” is described in Section 2.4.5.1. Alternative 2 includes the following main components:

- Limited Development areas that do not have existing subdivisions adjacent to the government lands and which are unsuitable for dock development would be converted to Protected and the MP land classification “low density recreation” would be changed to a “multiple resource management” classification be consistent with the SMP allocation.
- Any existing permitted facilities in areas that would be changed to the Protected allocation would be grandfathered until the facilities fail to meet the criteria set forth in 36 CFR 327.30(h).
- The vegetation management policies would be changed to apply the extended vegetation management zone policy.
- The MP land use classification maps would be revised to be consistent with the SMP shoreline allocations.
- The request for Public Recreation shoreline allocation at Carlton Landing would not be approved.
- The lease request for a marina and other public shoreline recreational facilities at Carlton Landing would not be granted.
- Limited Development designated areas on the south side of Longtown Arm across from the proposed Carlton Landing (Area L shown on **Figure 2-11**) would remain Limited Development since these areas meet the criteria for dock suitability.

2.4.5.1 Shoreline Allocations and Land Use Classifications

Under Alternative 2, areas unsuitable for the construction of docks and floating facilities and which do not have adjacent existing subdivisions would be changed to Protected allocations. **Figures 2-33** through **2-39** illustrate the shoreline allocations proposed under Alternative 2. Dock suitability was defined by the following criteria:

- **Depth of water:** To accommodate boat mooring, use of a boat water lift, and to avoid access difficulties when the lake is at low water levels, the water must be at least 6 feet deep or deeper when the lake is at its normal pool elevation (*i.e.*, elevation 585 feet above mean sea level).
- **Distance from shoreline:** Docks greater than 200 feet from the shoreline at normal pool elevation become impracticable to construct and maintain and may conflict with regulations that limit dock length to less than one-third of the width of the cove in which they are constructed.
- **Exposure to severe wave action:** Along south facing shoreline areas, wind fetch greater than 1 mile and along north facing shoreline areas, wind fetch greater than 1.5 miles can result in severe wave action. Wind fetch is defined as the distance across open water that wind travels and creates waves before reaching a shoreline. A long wind fetch results in big waves during storms that break docks

apart and subsequently leaves debris scattered along the shoreline. Docks constructed in these exposed locations typically do not last more than a year or two and are impracticable to maintain.

Based on these criteria, areas exposed to severe wave action and areas where the water depths do not reach more than 6 feet at normal pool elevation within 200 feet of the shoreline were considered to be unsuitable for docks.

Adjacent existing subdivisions were determined from county parcel records and aerial photo interpretation. Areas with existing residential structures and patterns of relatively small lots were considered to be developed.

Under Alternative 2, Limited Development shoreline not suitable for the construction of docks would be rezoned to Protected. As compared to the No Action Alternative, the amount of Limited Development shoreline would be reduced by 91 miles to result in a total of 182 miles of Limited Development shoreline under this alternative (**Table 2-7**). Protected areas would be increased by 90 miles as compared to the No Action Alternative total of 521 miles (**Table 2-7**). While the total acres classified as Low Density Recreation would not change significantly, the area associated with Limited Development shorelines would decrease from 10,114 acres to 5,330 acres and the acreage associated with Protected shorelines would increase from 15,659 to 18,658 acres (**Table 2-8**). There would be two additional shoreline miles allocated to Public Recreation to properly account for Onapa Cove, and the undeveloped High Density Recreation areas would be reclassified in the revised MP as Future/Inactive Recreation. There would be no change in Prohibited allocations (**Tables 2-7 and 2-8**).

Existing permitted facilities in areas that would be converted from Limited Development to Protected would be grandfathered until the facilities fail to meet the criteria set forth in 36 CFR 327.30(h). Those criteria include the conditions that the facilities must be maintained in a safe and useable condition, the facility does not pose a threat to life or property, and the holder of the permit remains in substantial compliance with the permit. All shoreline use permit are non-transferrable. Change of ownership would be allowed on grandfathered docks if it is in compliance with 36 CFR 327.30.

Under Alternative 2, which would reduce the Limited Development allocated shoreline to 182 miles, there could be a potential maximum of 5,873 docks. While the actual number of docks would likely be considerably less due to the physical constraints of the shoreline, this maximum build out scenario illustrates that there is substantial potential for growth in the number of docks under Alternative 2 from the existing condition.

Using the projected growth rate in permit applications to project future growth in dock numbers, the maximum potential number of docks allowed under Alternative 2 would be reached in just over 50 years. The potential maximum number of docks and the potential time to reach that maximum under Alternative 2 would be less than under the No Action Alternative.

Another limitation on the total number of boat docks and/or the timing at which that number might be reached is the processing time needed to review and approve shoreline permits. Under the projected growth rate in permit applications, the Eufaula Lake Project Office would need to process about 125 new applications per year during the final decade. This is almost three times more than the number of new shoreline permits for docks that are currently processed annually. The number of staff that would be required to process the new applications in addition to dock renewal permits and required inspections would indicate that reaching a milestone of almost 6,000 docks in approximately 50 years is unlikely.

2.4.5.2 Vegetation Management Policies

Vegetation management policies under Alternative 2 would be the same as those described for Alternative 1 and would follow the extended buffer vegetation management policy summarized in **Table 2-3**. Where high quality habitat occurs that could be impacted by vegetation modification, mowing may be restricted to no more than the first 30- feet of government land immediately adjacent to the private property for fire break purposes only.

2.4.5.3 Proposed Carlton Landing Development (Alternative 2)

The development at Carlton Landing under Alternative 2 would be the same as that described under the No Action Alternative.

Similar to the No Action Alternative, the Limited Development designated areas on the south side of Longtown Arm (Area L on **Figure 2-11**) would remain Limited Development, as this area meets the criteria for “dock suitability.” The continued presence of this Limited Development zone (**Figure 2-35**) would allow for some additional private docks and floating facilities to be developed in association with the initial residential development at Carlton Landing (described under the No Action Alternative). However, the limited access would make them less attractive to homeowners on the north side of the lake and the number of boats that could be accommodated would be considerably less than with the proposed marina.

Under Alternative 2, the requested lease of government land would not be granted and the proposed marina and other public shoreline recreational facilities would not be constructed. In addition, the Protected allocation on the Carlton Landing side of Longtown Arm would preclude the use of the shoreline for the proposed extensive developed public trail system, camping, swimming beaches, and other developed recreational facilities. The USACE-owned lands would continue to provide habitat for wildlife and fishing access. Under Alternative 2, the MP land classification would be changed from High Density Recreation to Future/Inactive Recreation.

Under Alternative 2, the potential scope of future development on the adjacent private lands at Carlton Landing would be the same as that described for the No Action Alternative.

2.4.5.4 Individual Zoning Requests under Alternative 2

Similar to the No Action Alternative, none of the individual zoning requests to change the existing shoreline allocation to another allocation would be approved under Alternative 2. In addition, none of the requests to maintain Limited Development would be affected by Alternative 2; in each case, Alternative 2 would maintain Limited Development allocations adjacent to the requestor’s properties. This is primarily because the requests to maintain Limited Development allocations were received from existing subdivisions and so these areas do not meet the criteria for conversion to Protected under Alternative 2. Each request is described in detail in Section 2.3.4.

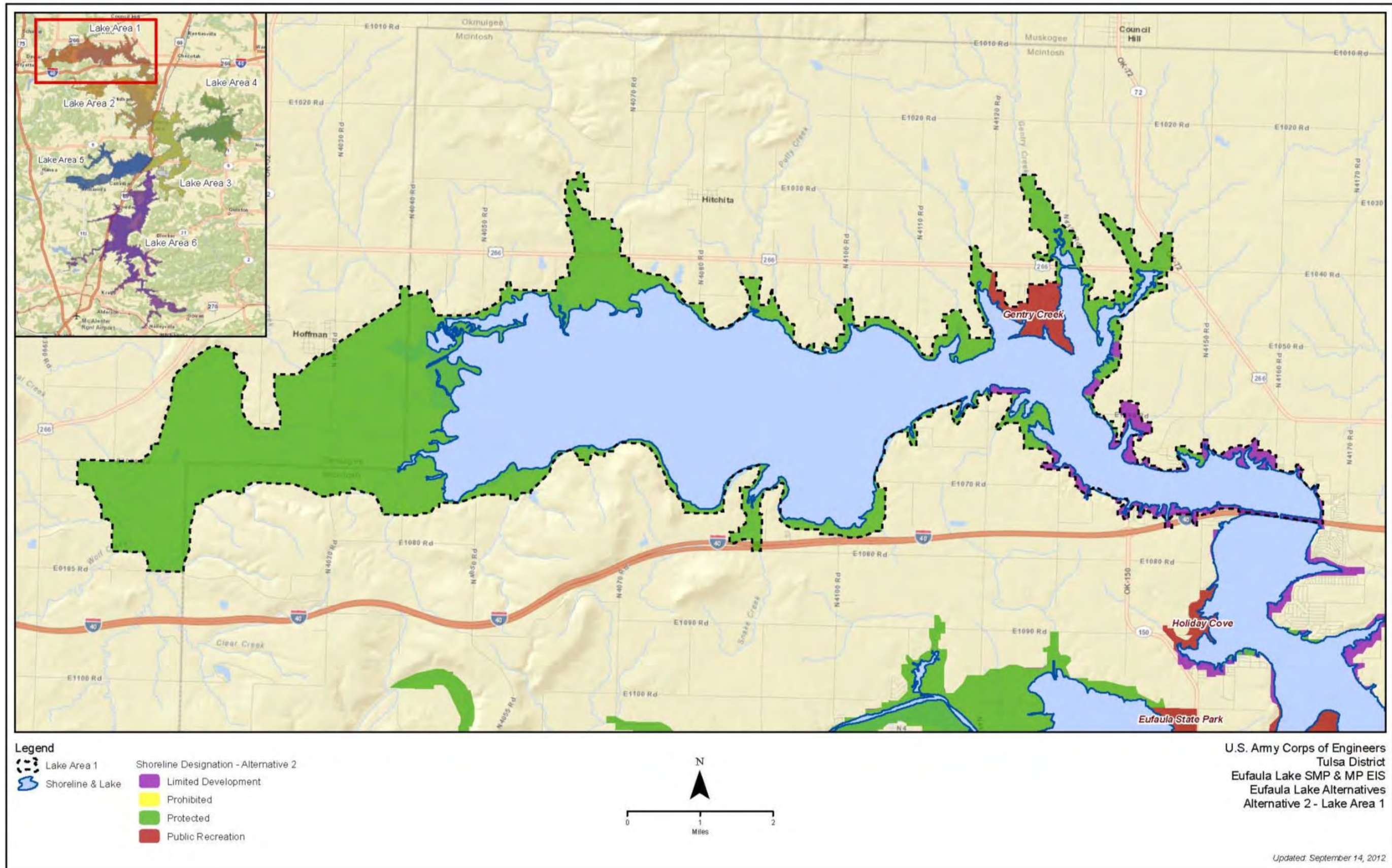


Figure 2-33. Alternative 2 Lake Area 1

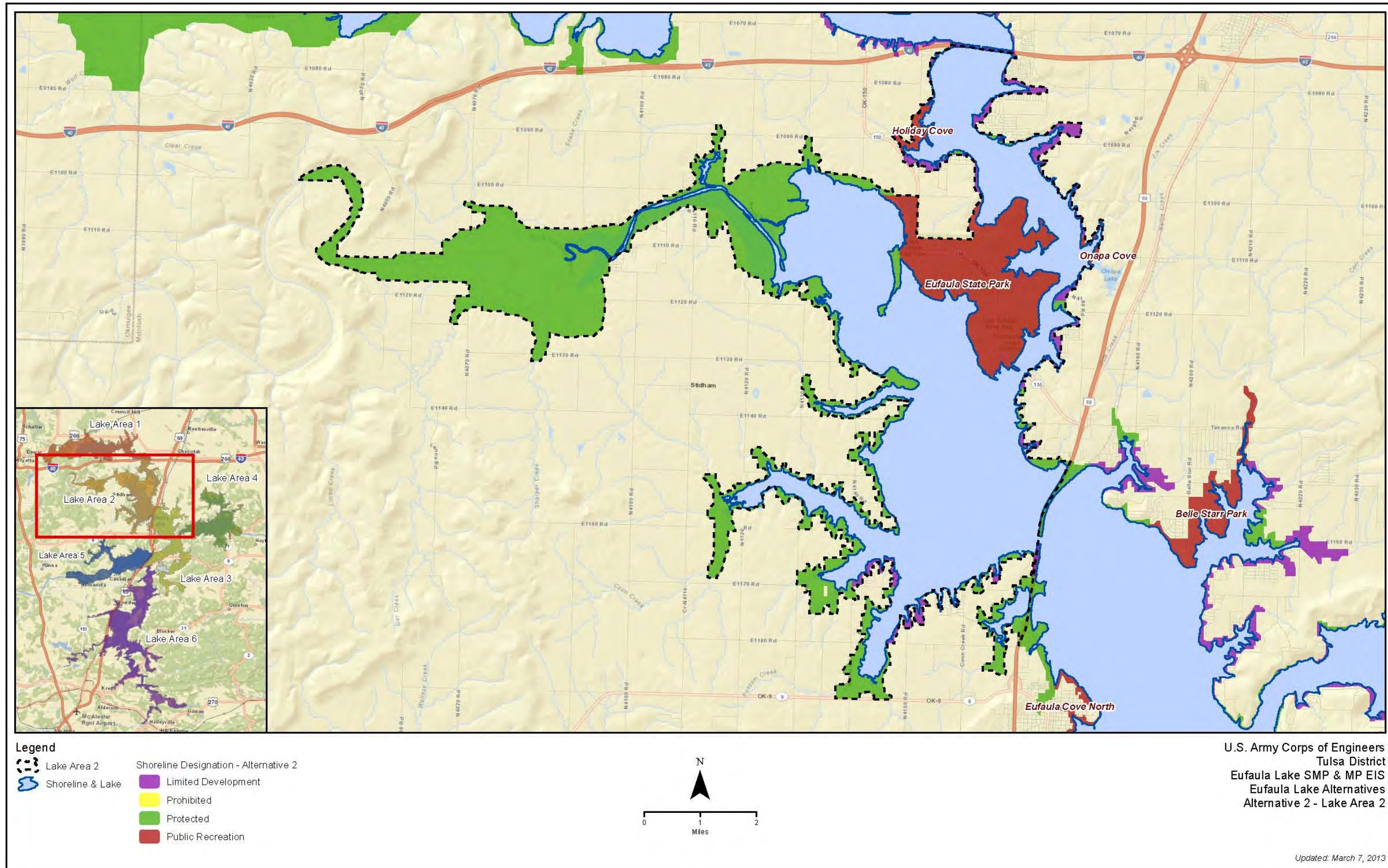


Figure 2-34. Alternative 2 Lake Area 2

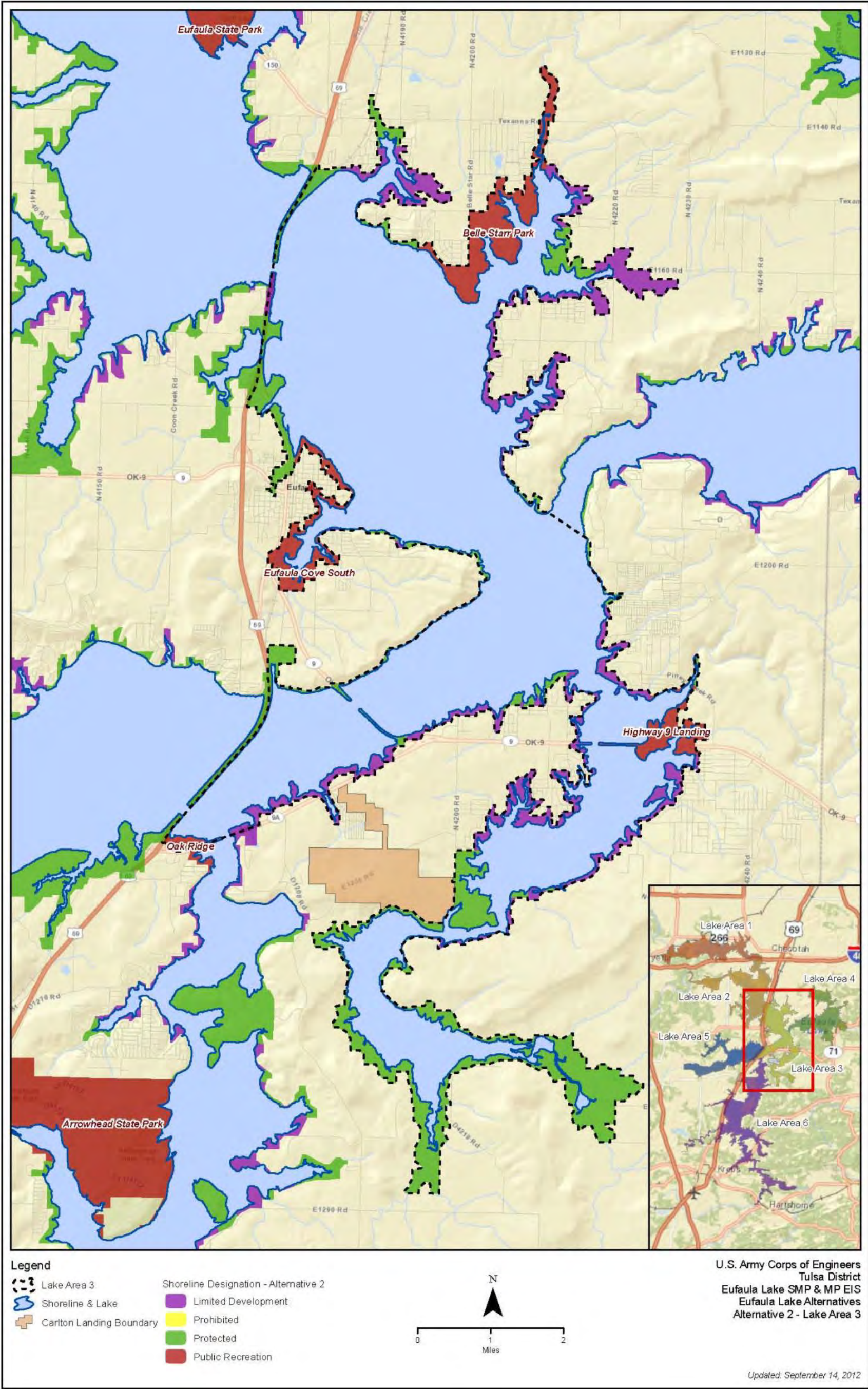


Figure 2-35. Alternative 2 Lake Area 3

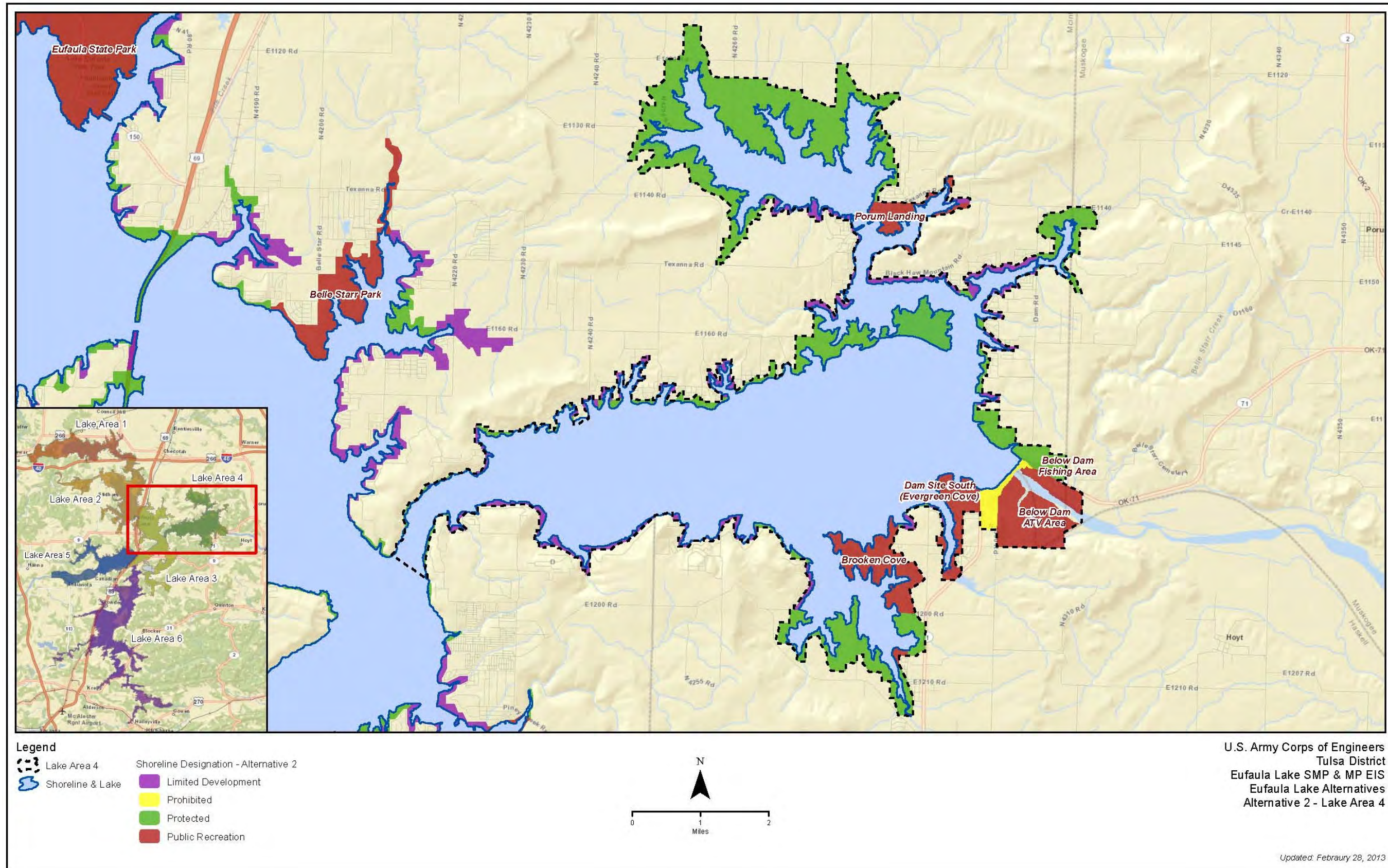


Figure 2-36. Alternative 2 Lake Area 4

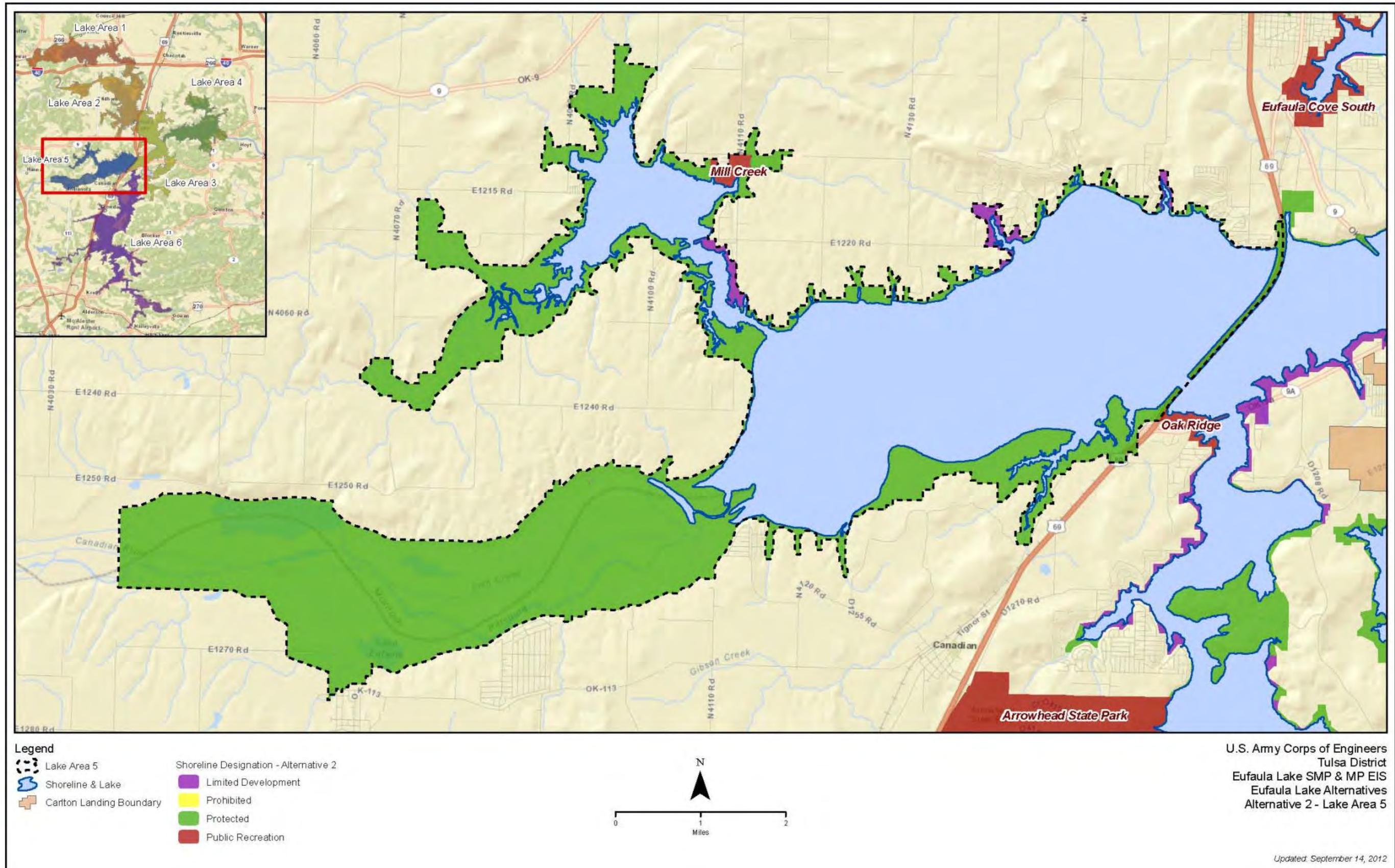


Figure 2-37. Alternative 2 Lake Area 5

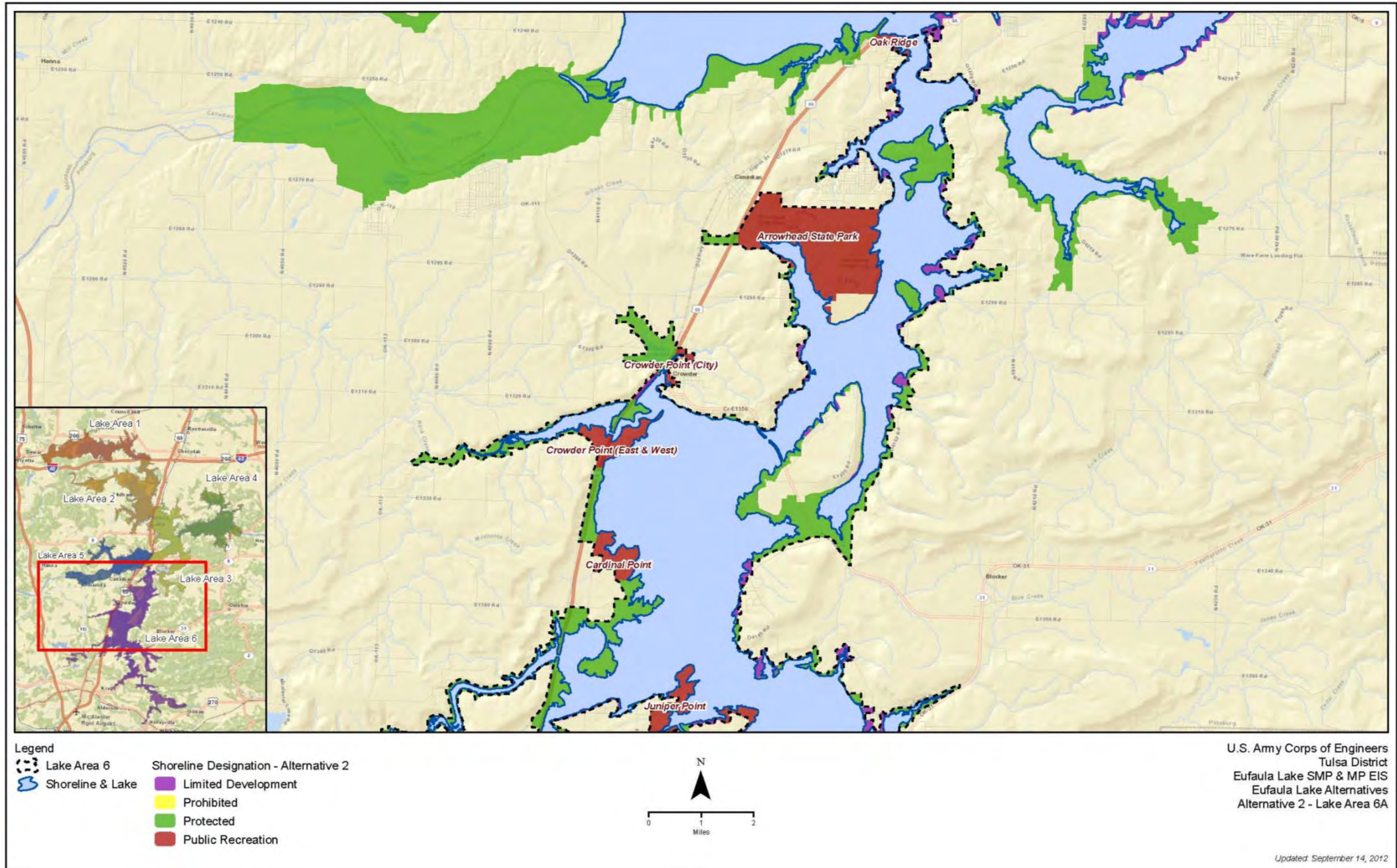


Figure 2-38. Alternative 2 Lake Area 6A

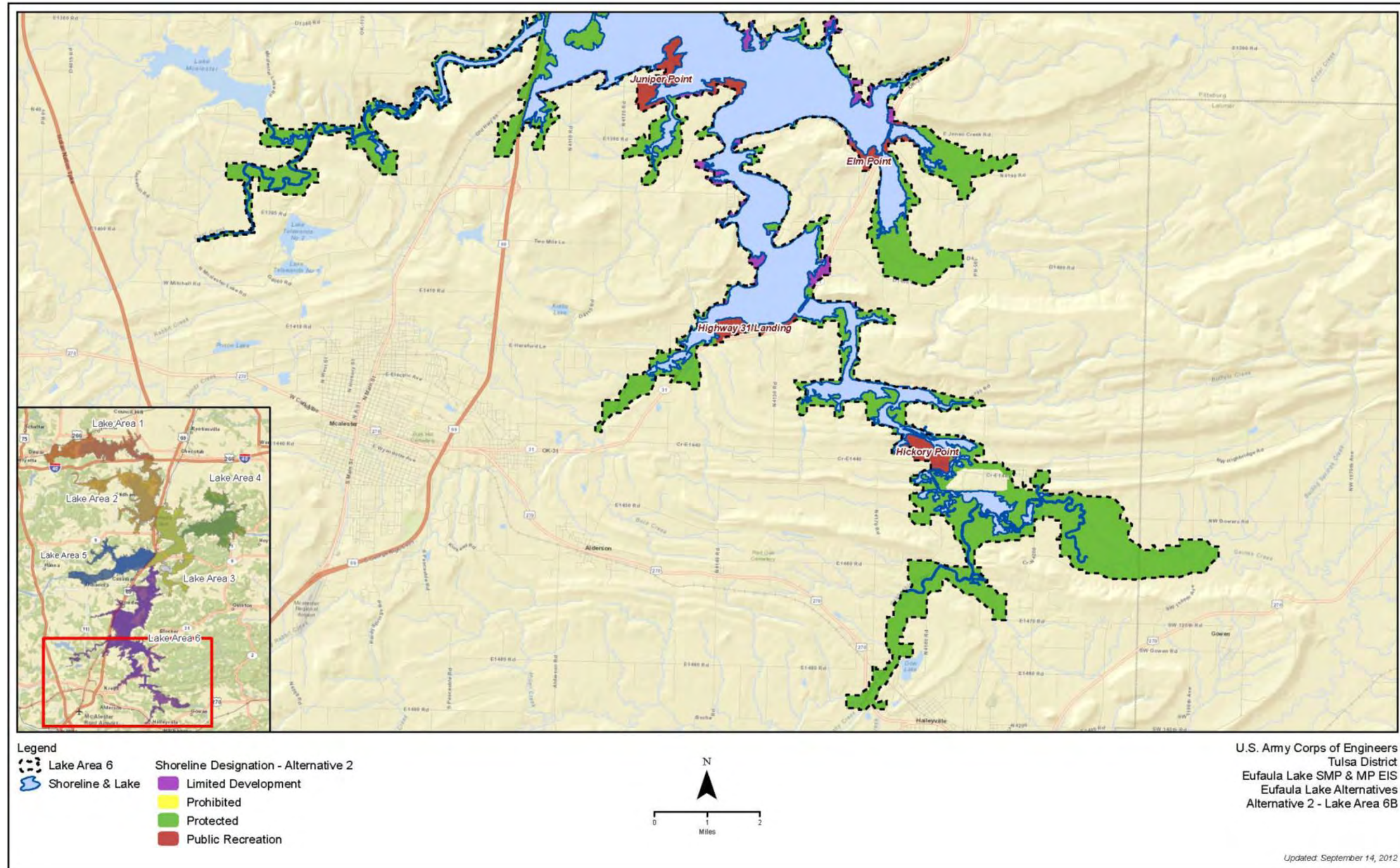


Figure 2-39. Alternative 2 Lake Area 6B

2.4.6 Alternative 3

Alternative 3 would increase the amount of Limited Development area compared to the No Action Alternative by converting Protected areas that are suitable for docks and which do not have an existing license agreement for use of the government shoreline to Limited Development. “Dock suitability” is described in Section 2.4.5.1. Alternative 3 includes the following main components:

- Unencumbered Protected shoreline areas (*i.e.*, areas with no existing license agreement for use of the government shoreline to other agencies or organizations) that are also suitable for docks would be converted to Limited Development and the corresponding areas in the MP would be changed to “low density recreation” classified lands.
- MP land use classifications maps would be revised to be consistent with the SMP shoreline allocations.
- The vegetation management policies would be changed to apply the baseline buffer vegetation management policy.
- The Carlton Landing shoreline area allocations would be changed from Protected to Limited Development.
- The lease request for a marina and other public shoreline recreational facilities at Carlton Landing would not be granted.

2.4.6.1 Shoreline Allocations and Land Use Classifications

Unencumbered Protected shoreline areas are government lands that have not been leased to other agencies or organizations for specific purposes. For example, many Protected shoreline areas are licensed to the Oklahoma Department of Wildlife Conservation (ODWC) for wildlife management and hunting activities. Under Alternative 3, these areas would not be changed to Limited Development regardless of their suitability for dock construction and maintenance. Suitability criteria for dock construction are the same as those described for Alternative 2 (Section 2.4.5.1). **Figures 2-40** through **2-46** illustrate the shoreline allocations proposed under Alternative 3.

Under Alternative 3, Limited Development shoreline miles would increase by 94 miles for a total of 367 miles (**Tables 2-7** and **2-8**). This represents a 34 percent increase in miles of Limited Development shoreline. Protected areas would be reduced by the same amount to a total of 335 miles (**Tables 2-7** and **2-8**). This represents a 22 percent decrease in miles of Protected shoreline. While the total acres classified as Low Density Recreation would not change significantly, the acreage associated with Limited Development shorelines would increase from 10,114 acres to 14,708 acres and the acreage associated with Protected shorelines would decrease from 15,659 to 4,522 acres (**Table 2-8**). There would be no change to the number of shoreline miles in Public Recreation (except for the map correction at Onapa Cove), but the undeveloped High Density Recreation areas would be reclassified in the revised MP as Future/Inactive Recreation, with the exception of Roundtree Landing (258 acres), which would be converted to Low Density Recreation to be consistent with the SMP change to Limited Development. There would be no change in Prohibited allocations (**Tables 2-7** and **2-8**).

Under Alternative 3, which would increase the Limited Development allocated shoreline to 367 miles, there could be a potential maximum of 11,844 docks. While the actual number of docks would likely be

considerably less due to the physical constraints of the shoreline, this maximum build out scenario illustrates that there is substantial potential for growth in the number of docks under Alternative 3 compared to the existing condition.

Using the projected growth rate in permit applications to project future growth in dock numbers, the maximum potential number of docks allowed under Alternative 3 would be reached in about 85 years. The potential maximum number of docks under Alternative 3 is about 35 percent greater than the full build out of the No Action Alternative.

Another limitation on the total number of boat docks and/or the timing at which that number might be reached is the processing time needed to review and approve shoreline permits. Under the projected growth rate in permit applications, the Eufaula Lake Project Office would need to process about 185 new applications per year during the final decade. This is over four times more than the number of new dock permits that are currently processed annually. The number of new staff that would be required to process the new applications in addition to dock renewal permits and required inspections (approximately 20 percent of existing dock permits are renewed each year) would indicate that reaching a milestone of almost 12,000 docks in approximately 85 years is unlikely.

2.4.6.2 Vegetation Management Policies

Under this alternative, the baseline vegetation management policy would be implemented. The baseline buffer vegetation management policy includes the basic buffers proposed to protect shoreline habitats. Based on the criteria in this policy (described in Section 2.3.2), shoreline areas would be categorized into specific buffer distance groups. As shown in **Table 2-3**, the baseline buffer widths would range from 20 to 70 feet inland from the natural vegetation line above the normal conservation pool elevation. In order to limit effects on water quality, vegetation, and wildlife habitat, vegetation management activities would be limited to government land outside of these buffer zones. Where high quality habitat occurs that could be impacted by vegetation modification, mowing may be restricted to no more than the first 30- feet of government land immediately adjacent to the private property for fire break purposes only.

2.4.5.3 Proposed Carlton Landing Development (Alternative 3)

Under Alternative 3, the Protected areas along the Carlton Landing shoreline would be changed to Limited Development (**Figure 2-42**). The request to change these shoreline areas to Public Recreation would not be granted under this alternative. However, because none of the area is currently leased to another agency or organization and it meets the criteria for dock suitability, it would be changed to Limited Development. The MP classification on 258 acres would change to Low Density Recreation to be consistent with the SMP. Under Alternative 3, the requested lease of government land would not be granted and the proposed marina and other public shoreline recreational facilities would not be constructed as the zoning would not be appropriate for those uses

Under Alternative 3, the increase in Limited Development allocations on the north side of Longtown Arm would allow for some additional dock construction and boating access as compared to the No Action Alternative. However, the number of boats that could be accommodated would be limited. Boating access to lake-based recreation would be largely limited to the private home sites immediately adjacent to the government lands along the shoreline and in the town center area. Additionally, because the marina would not be allowed, boat moorage for interior lot owners would not be available within the development. Limited Development shoreline allocation would not allow for the development of public camping, hiking, horseback riding, or bicycling facilities on the government shoreline. The USACE-owned

lands would continue to provide habitat for wildlife and fishing access, although under Limited Development shoreline allocation, some vegetation modification could be permitted.

Although the Limited Development allocation would allow for a few more docks, overall, the scale and extent of the Carlton Landing development on adjacent private lands under Alternative 3 would be similar to that described under the No Action Alternative. Development would likely be limited to the current phase of construction on up to 170 lots. Residential construction would likely consist of the mix of units described for the No Action Alternative. It is expected that within the first two to five years the development would include a few more homes than under the No Action Alternative. However, the development would still be predominantly residential and there would likely not be sufficient density to support the associated commercial and community amenities proposed under full build-out conditions. This would limit the ability of the development to provide the full range of proposed community amenities such as private security and a concentration of businesses that would allow many residents to live within walking distance of services.

2.4.6.4 Individual Zoning Requests under Alternative 3

Individual zoning requests to change Protected shoreline areas to Limited Development allocations may be approved under Alternative 3 if the shoreline area is not encumbered with an existing license agreement with another agency or organization and the shoreline is suitable for docks. Zoning Request #8, Falcon Tree would be approved under Alternative 3. However, the area around Zoning Request #2 appears to be unsuitable for docks and would likely not be approved under Alternative 3. Zoning Requests #4, 5, 6, 7, and 10 which would maintain the existing Limited Development allocations would be approved. Zoning Request #13 would be partially approved as only those areas suitable for docks would be changed from Protected to Limited Development. Each request is described in detail in Section 2.3.4.

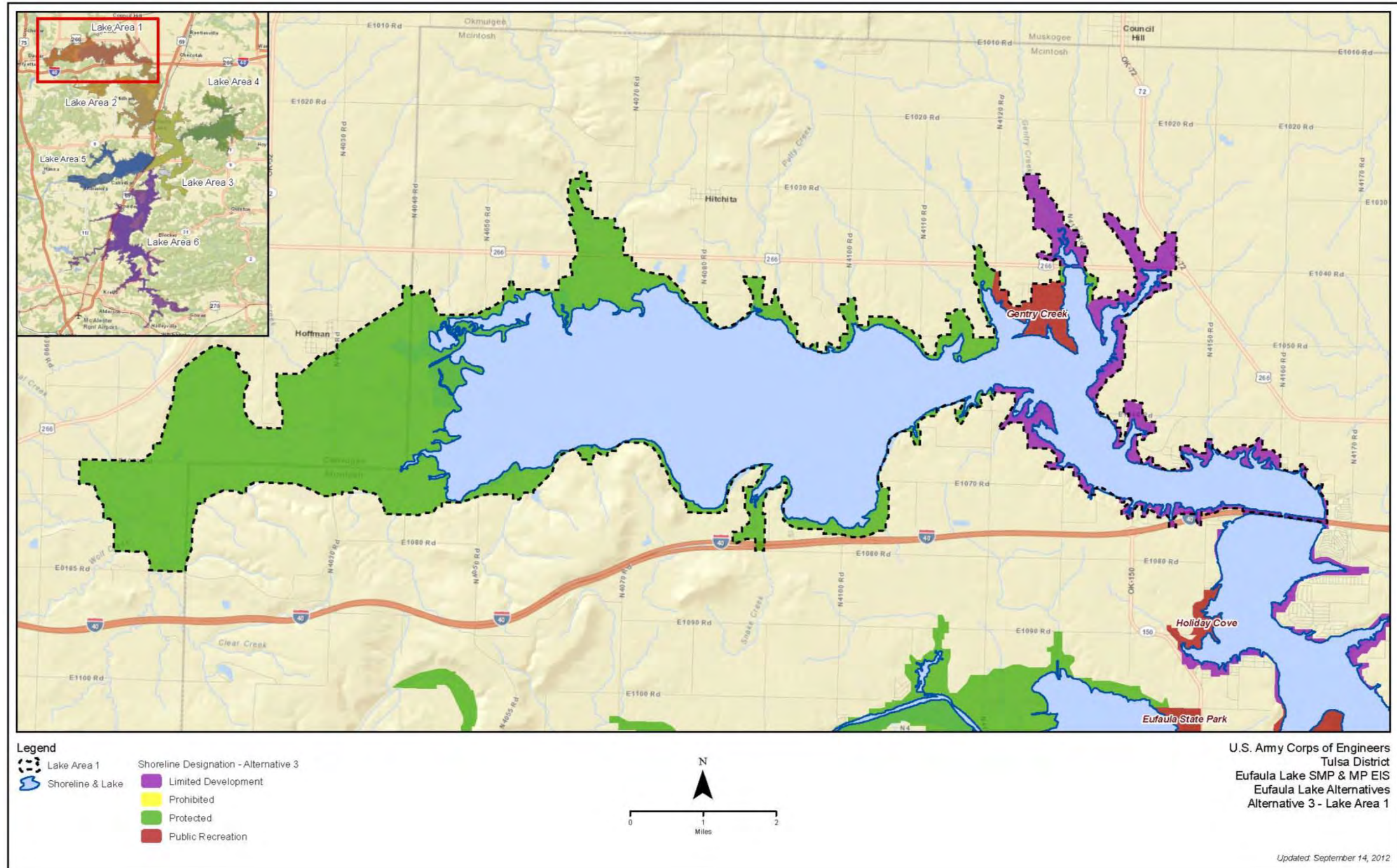


Figure 2-40. Alternative 3 Lake Area 1

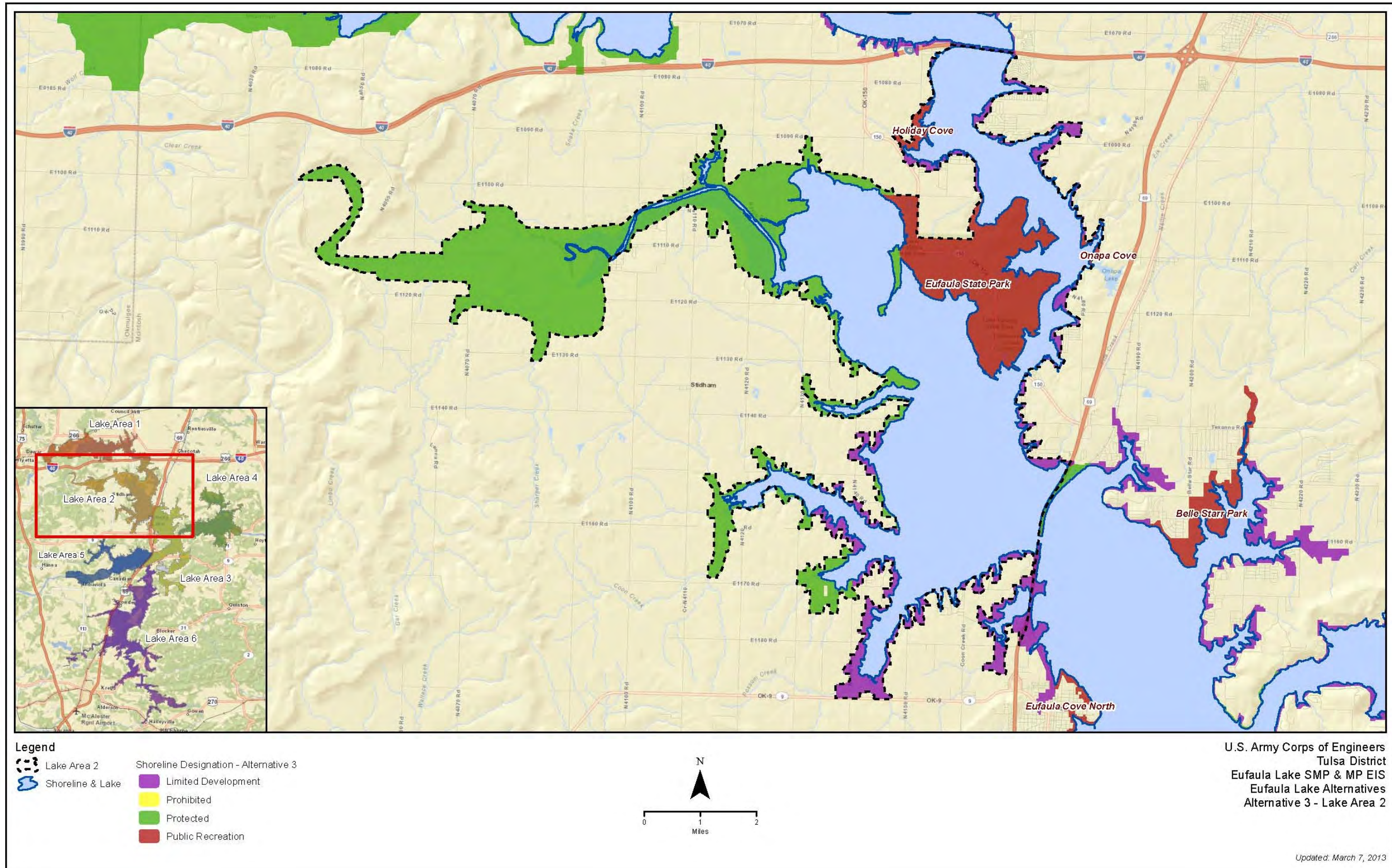


Figure 2-41. Alternative 3 Lake Area 2

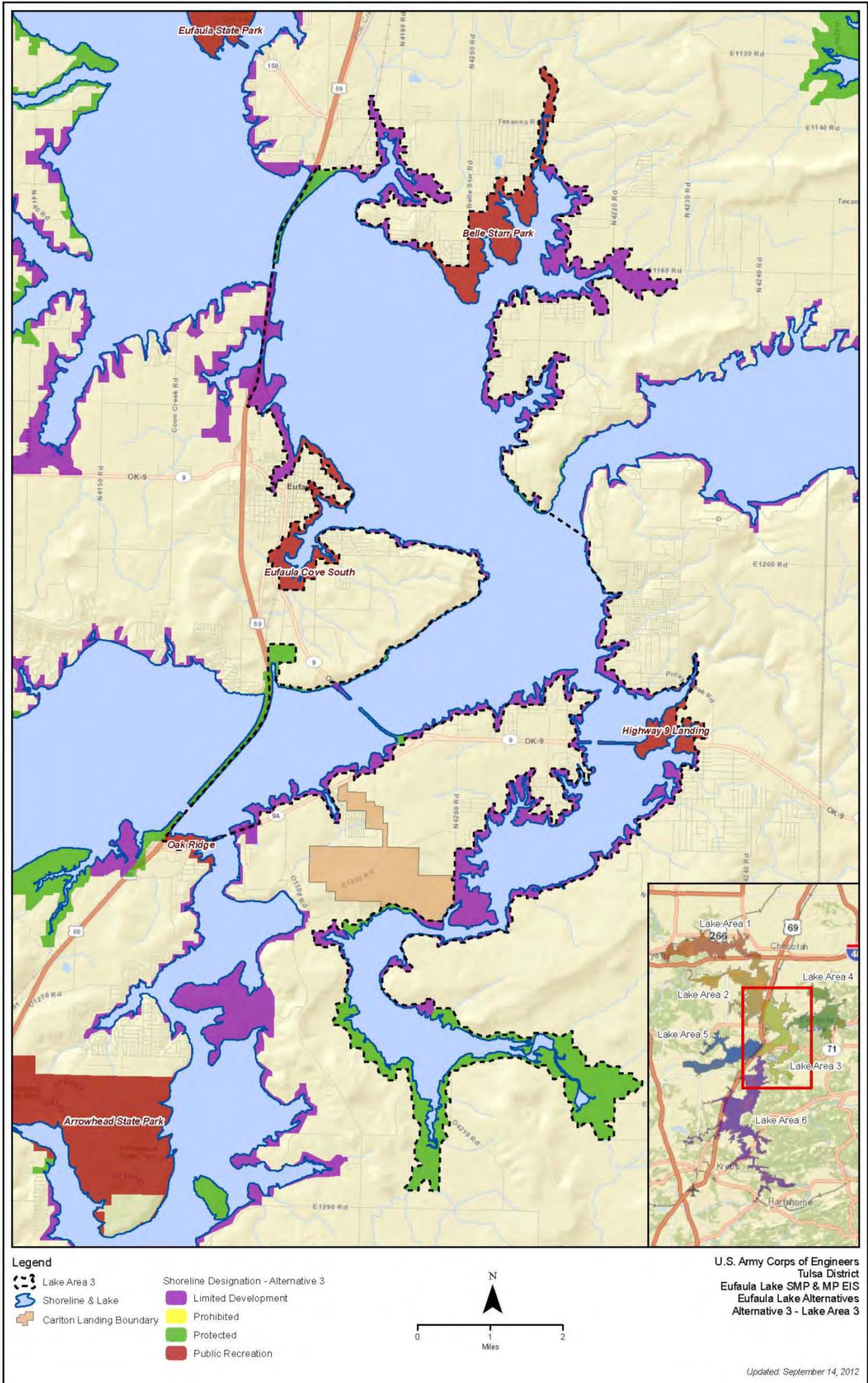


Figure 2-42. Alternative 3 Lake Area 3

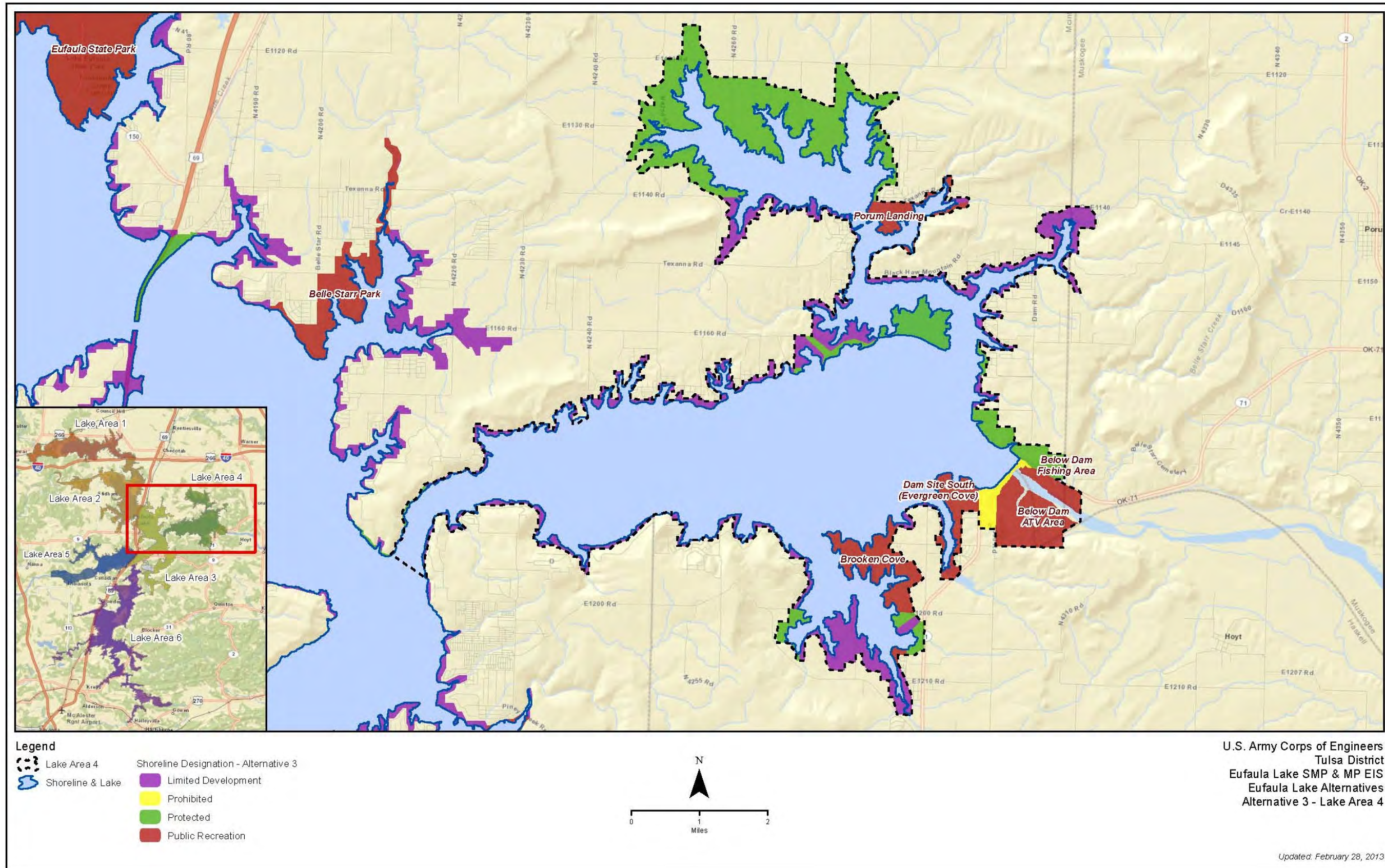


Figure 2-43. Alternative 3 Lake Area 4

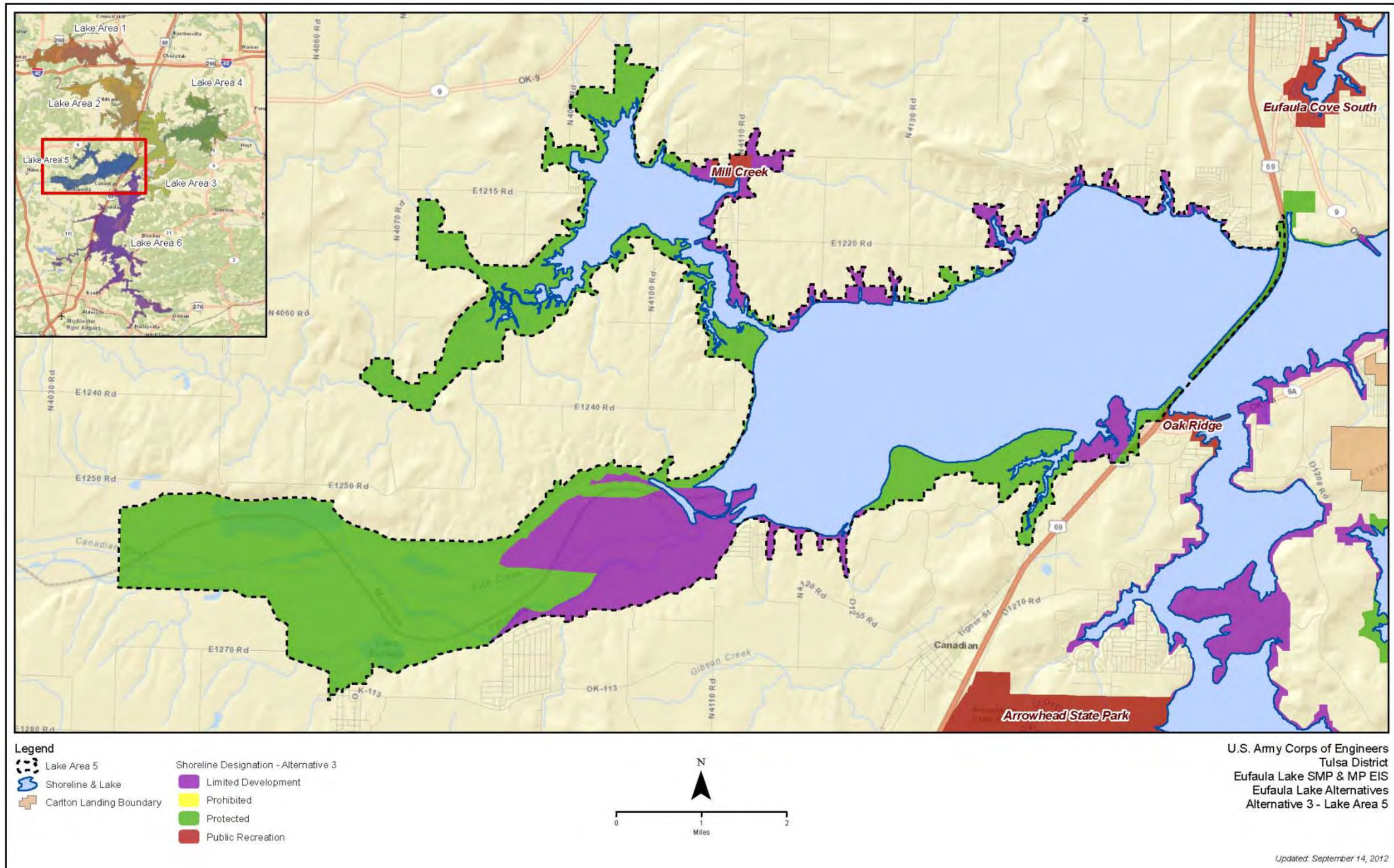


Figure 2-44. Alternative 3 Lake Area 5

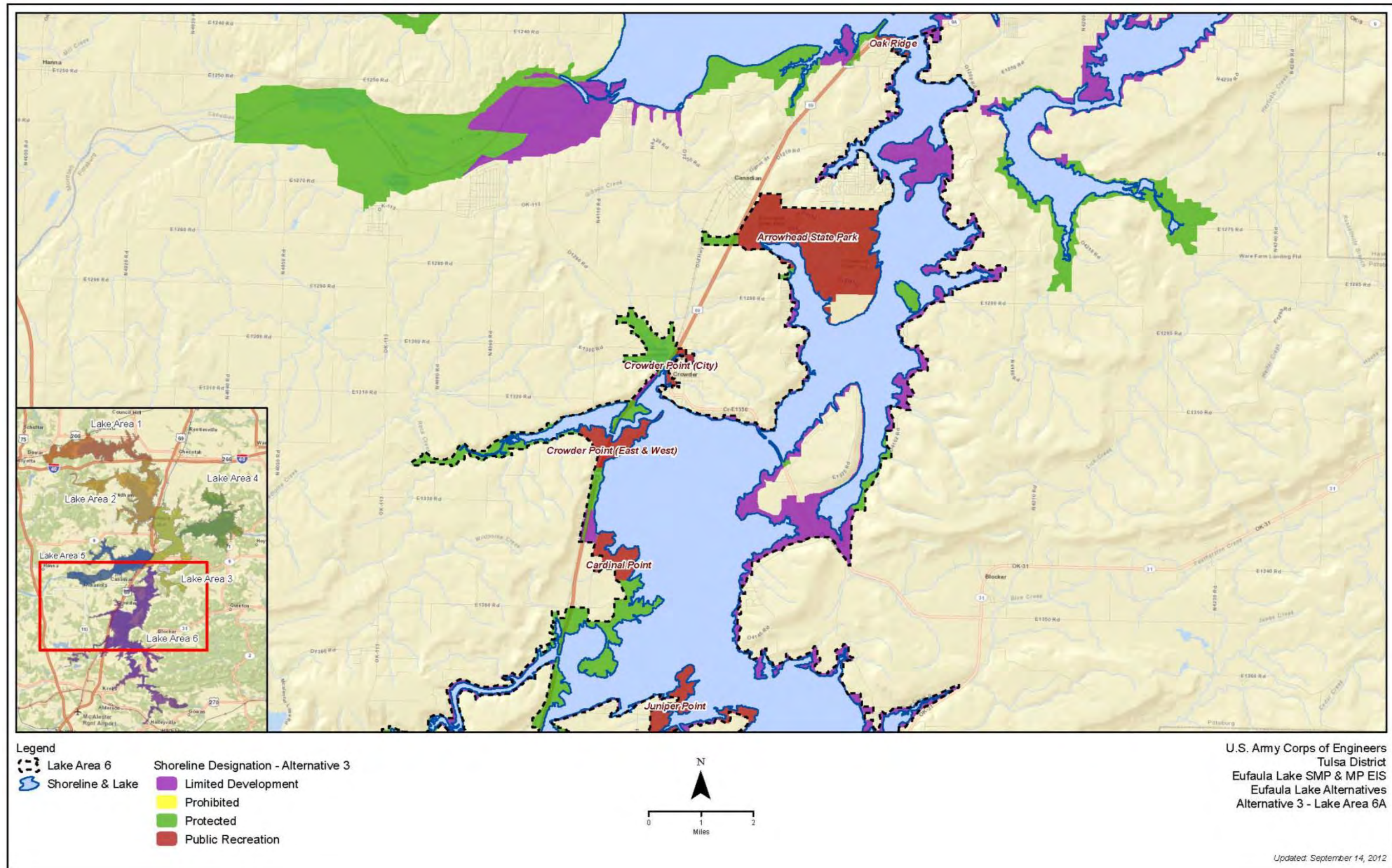


Figure 2-45. Alternative 3 Lake Area 6A

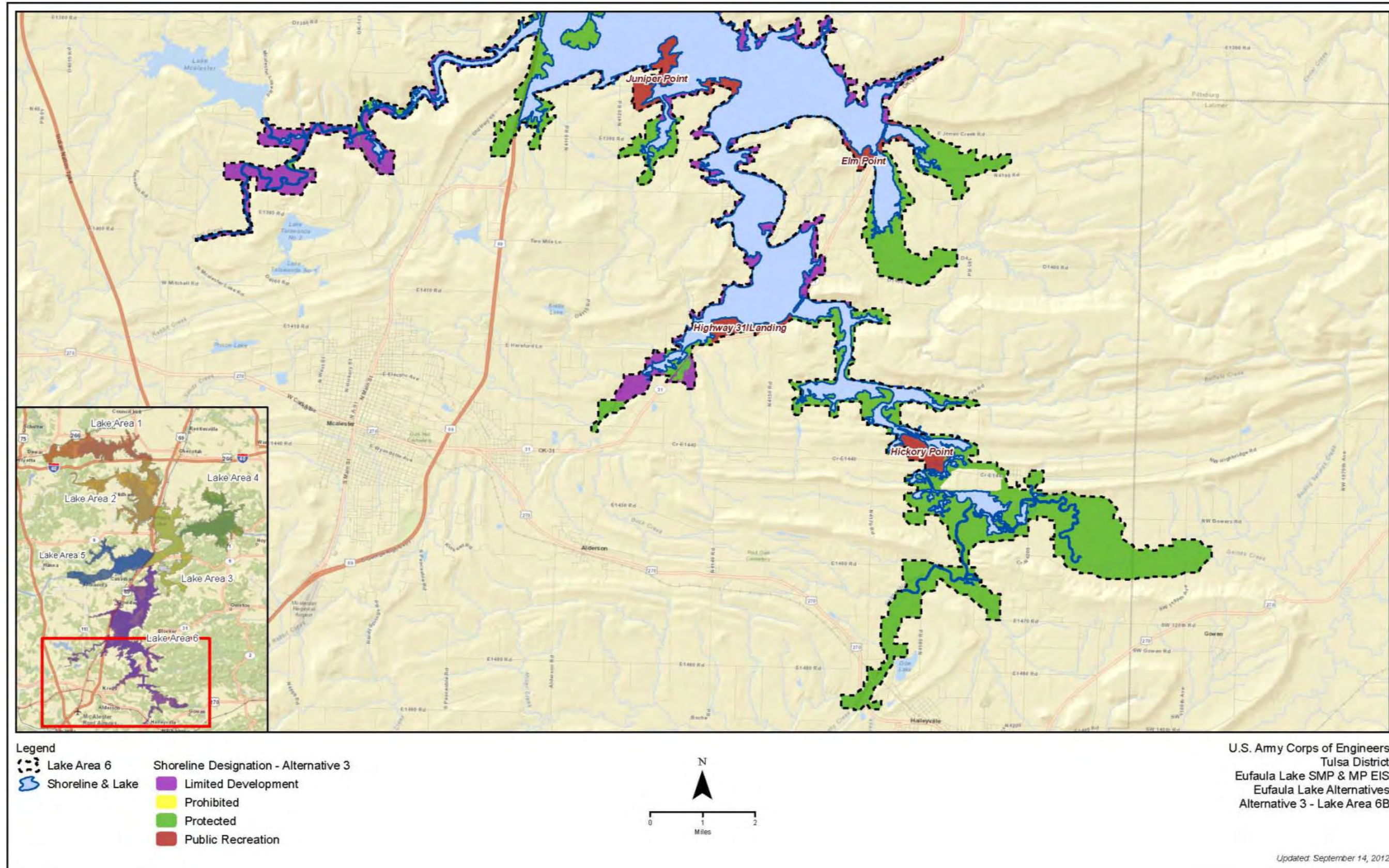


Figure 2-46. Alternative 3 Lake Area 6B