
1 **SECTION 2.0**

2 **DESCRIPTION OF THE PROPOSED ACTION AND ALTERNATIVES**

3 **2.1 INTRODUCTION**

4 This section describes the proposed SMP revision process and alternatives to key plan
5 features that the Little Rock District considered. SMPs are prepared in accordance with 36
6 CFR 327.30, Shoreline Management on Civil Works Projects (see Appendix I) (also
7 published as Engineer Regulation [ER] 1130-2-406 under the same title).¹ The principal
8 elements of such a plan include a description of the shoreline, shoreline allocation (see
9 definitions in Section 2.2.2), shoreline use permit guidelines, construction and maintenance
10 requirements for private floating facilities, other shoreline uses by individuals (e.g.,
11 vegetation modification), permits, and other land uses. The 1994 SMP can be viewed on
12 the Little Rock District's web site (www.swl.usace.army.mil/projmgmt/smpdocs/gftoc.html)
13 and at the Greers Ferry Lake Project Office. The SMP proposed to be implemented
14 following completion of this EIS and the ROD is at Appendix E. Section 2.2 states the
15 proposed action and contains a brief description of Greers Ferry Lake, its shoreline
16 management under the current (1994) SMP, and the process used to develop shoreline
17 management alternatives. Section 2.4 presents the Corps preferred alternative and five
18 other alternatives for retention of or changes to SMP key elements evaluated in this EIS.

19 **2.2 THE PROPOSED ACTION**

20 Corps policy at Greers Ferry Lake is to protect and manage water resource development
21 project shorelines in a manner that promotes safe and healthful use by the public while
22 maintaining environmental safeguards to ensure a quality resource. Consistent with Corps
23 policy and the purpose of and need for the proposed action, the Little Rock District and the
24 Greers Ferry Project Office propose to implement a revision of the Greers Ferry Lake SMP
25 following review of public comments and appropriate environmental impact analyses. The
26 SMP would adhere to USACE policy and 36 CFR cited above.

27 The Corps policy for management of shorelines at its water resource development projects
28 is to promote safe and healthful use by the public and provide sound environmental

¹ The SMP will consist of a map showing the shoreline allocated to the uses listed in Sec. 327.30(e)(5), related rules and regulations, a discussion of what areas are open or closed to specific activities and facilities, how to apply for permits, and other information pertinent to the Corps management of the shoreline. The plan will be prepared in sufficient detail to ensure that it is clear to the public what uses are and are not allowed on the shoreline of the project and why. A prescribed procedure for reviewing activities requested but not specifically addressed by the SMP will be developed and presented in the SMP. The 1994 SMP is included in the Final EIS as Appendix B.

1 stewardship while meeting other authorized project purposes. This policy is reflected in the
2 Purpose and Need described in Section 1.2.

3 The Greers Ferry Lake SMP objectives (see Appendix E, page 4, Section 2-01, and
4 Appendix B, page 3, Section 2-01) are as follows:

5 . . . to achieve a balance between permitted private uses and resource protection
6 for general public use. Experience has proven that management is necessary to
7 prevent large sections and possibly all of the shoreline from becoming
8 congested with private floating facilities and/or private exclusive uses and
9 thereby lost for public use and enjoyment. Management of the shoreline will
10 provide an opportunity for optimum recreational experiences for the maximum
11 number of people and assure compatibility between the recreating public, the
12 environment, and project resources.

- 13 • The objectives of this plan are to manage and protect the shoreline, to
14 establish and maintain acceptable fish and wildlife habitat, aesthetic quality
15 and natural environmental conditions and to promote the safe and healthful
16 use of the lake and shoreline for recreational purposes by all Americans.
- 17 • Boat owners will be encouraged to moor their boats at commercial
18 marinas, utilize dry storage facilities off project lands, or trailer their boats
19 to public launching ramps. Public launching ramps are provided in Corps
20 parks and at launching complexes developed by city, county and State
21 governments.
- 22 • Activities associated with any vegetation modification on public lands
23 require prior approval and a shoreline use permit from the Operations
24 Manager at Greers Ferry Lake.

25 **2.2.1 Project Site Overview**

26 Greers Ferry Lake was constructed between March 1959 and July 1964 at a cost of
27 approximately \$46 million. The project area includes 45,548 acres (slightly more than 71
28 square miles). Within the project area, the government owns flowage easements over 4,634
29 acres. The lake's waters cover 31,500 acres when measured at the "conservation pool"
30 level of 461 feet above mean sea level. When waters must be held to prevent flooding of

1 areas below the dam, the surface of the lake can rise to 487 feet above mean sea level.
 2 When this happens, the lake's surface area increases to 40,500 acres and adjacent lands
 3 subject to the flowage easements become inundated. Data that describe Greers Ferry Lake
 4 include the following:

- | | | | |
|----|---|---------------------------------------|----------------------------------|
| 5 | • | Elevation of conservation pool | 461.26 feet above mean sea level |
| 6 | • | Elevation of flood control pool | 487 feet above mean sea level |
| 7 | • | Drainage area above dam | 1,146 square miles |
| 8 | • | Lake surface area (conservation pool) | 31,500 acres |
| 9 | • | Lake surface area (flood pool) | 40,500 acres |
| 10 | • | Total lake storage capacity | 2,844,000 acre-feet ² |
| 11 | • | Conservation pool shoreline length | 276 miles |
| 12 | • | Flood pool shoreline length | 343 miles |

13 The area around Greers Ferry Lake is a popular vacation and retirement area, and there is
 14 substantial demand for recreational uses of the project's shoreline and waters. More than
 15 200 subdivisions adjoin project property. As of 1993 approximately 30 percent of the lots
 16 in these subdivisions had been developed (USACE, Little Rock District, 1993).

17 Private boat docks have been permitted on Greers Ferry Lake since impoundment of waters
 18 began in January 1961. The number of permitted private floating facilities (with years
 19 shown in parentheses) have been 125 (1968), 152 (1970), 179 (1980), 195 (1990), 204
 20 (1992), and 295 (2000). These data reflect the fact that an increasing number of residents
 21 are gaining access to the lake from adjoining residential properties.

22 Recreational access to Greers Ferry Lake is gained at numerous points. There are 18 park
 23 facilities around the lake, and the Corps parks contain 59 boat launching lanes. The Little
 24 Rock District has granted 26 rights-of-way to Cleburne and Van Buren Counties for
 25 construction of ramp complexes for public boat launching. In addition, residents and sports
 26 enthusiasts launch their boats at the ends of 78 roads that were severed when the lake was
 27 created. Another 20 adjoining landowners were granted rights-of-way for construction of
 28 tramways to provide them access to the lake. A total of 181 path-only permits, 44
 29 combination mow/path permits, and 219 combination dock/path permits for pedestrian
 30 access paths have been issued.³

² An acre-foot of water contains approximately 326,000 gallons.

³ As of April 2001.

1 2.2.2 *Shoreline Allocations*

2 The Greers Ferry Lake SMP, dated April 14, 1993, was last modified on November 21,
3 1994, upon issuance of Supplement No. 1.⁴ As provided for in USACE regulations (36
4 CFR 327.30(e)(5)), the Greers Ferry Lake SMP allocates the shoreline among four
5 classifications. They are described below. Table 2-1 shows the amount of shoreline
6 currently allocated to each of the four classifications of shoreline.

- 7 • *Limited Development Areas (LDA)*. LDA's are areas in which private
8 floating facilities and/or activities may be allowed. Private facilities
9 include structures such as floating docks and ski jumps. Authorized
10 activities in LDA's also include vegetation modification (for fire protection
11 only) and footpath construction.

- 12 • *Public Recreation Areas and Associated Park Buffers*. Public Recreation
13 Areas are areas designated for commercial concessionaire facilities and for
14 Federal, State, or other similar public uses. Private shoreline use facilities
15 or activities are not permitted within or near designated or developed
16 recreational areas or their adjoining buffer areas. A park buffer is
17 associated with each public recreation area, and the terms "public
18 recreation area" and "park buffer" are used interchangeably throughout this
19 document.

- 20 • *Protected Shoreline Areas*. Protected Shoreline Areas are areas designated
21 to maintain or restore aesthetic, fish and wildlife, cultural, or other
22 environmental values. Shoreline also may be so designated to prevent
23 development in areas that are subject to excessive siltation; erosion; rapid
24 dewatering; or exposure to high wind, wave, or current action or that
25 interfere with navigation. Shoreline use permits are not issued for floating
26 facilities in Protected Shoreline Areas. Vegetation modification (for fire
27 protection only) and footpath construction may be permitted in these areas.

⁴ The District Engineer approved the initial Lakeshore Management Plan for Greers Ferry Lake on October 7, 1974. The plan was reviewed and updated in February 1976 and October 1982. Subsequent periodic assessments did not reveal any significant changes in use patterns that warranted further updating of the plan. The USACE's revision of its principal regulation for SMPs in 1990 necessitated converting all lakeshore management plans to SMPs. The process of converting existing plans to SMPs did not consider changes to existing shoreline allocations. Following a series of public workshops and consideration of comments derived from public involvement opportunities, the Little Rock District issued its shoreline management policy (SWLOM-1130-2-33) on September 15, 1992. The shoreline allocations reflected in the 1994 SMP are essentially the same as those set forth in the 1982 lakeshore management plan.

1 increasing the amount of shoreline classified as LDA.⁵ A revised SMP also
2 could include a determination of the physical capacity of the shoreline and
3 use existing rezoning criteria to limit development areas. If the baseline
4 was “recalibrated” in this manner, use of this option could possibly lead to
5 a greater percentage of LDA shoreline around the lake.

- 6 • *Vegetation Modification.* This management element involves the issuance
7 and terms of permits for vegetation modification. These permits could
8 include clearing permits for fire protection, with various subelements such
9 as mowing and sapling and/or underbrush removal. The extent of
10 permissible removal also needs to be considered. The current SMP allows
11 a vegetation modification permit to be granted to enable building owners to
12 protect their premises from fire. The purpose must be for fire protection
13 and not for landscape enhancement. Underbrush, such as broom sedge,
14 green brier, and some saplings, may be removed. Only hand-operated tools
15 and noncommercial lawn mowers may be used. The use of heavy
16 equipment such as tractors and bulldozers is not permitted. Trees and
17 shrubs with trunk diameters equal to or exceeding 2 inches may not be
18 removed. Flowering trees and shrubs, regardless of size, may not be
19 removed. No plantings will be authorized, except at the specific direction
20 of the Corps Project Office to mitigate erosion. Under these permits,
21 vegetation may be modified no farther than 50 feet from the foundation of
22 habitable structures. Options under this element include decreasing the 50-
23 foot limitation or increasing the 50-foot limitation to as much as 200 feet.
24 A requirement could be added to the SMP that no vegetation modification
25 may occur within a 50- or 100-foot vegetative buffer strip along the
26 shoreline.
- 27 • *Grandfathered Docks.* Grandfathered docks are docks that existed before
28 the first management plan and are not located in an LDA. The current SMP
29 restricts each grandfathered dock to its original footprint, although owners
30 may request dock expansions. An option would be to allow grandfathered

⁵ In connection with the SMP review, the Little Rock District accepted permit applications for LDA-type actions. The Project Office received 123 requests by the April 1999 deadline. Of this number, 103 met 80 percent of the evaluation criteria and thus were found eligible for approval. The number of approved sites was subsequently lowered to 93 because some requests were consolidated and others were found to pertain to shoreline already zoned for limited development.

1 docks to be reconstructed to alternative dimensions.⁶ Another option would
2 be to reallocate the locations of existing grandfathered docks outside the
3 buffer zones or prohibited areas to limit development.

- 4 • *Restriction on Boats with Sleeping Quarters and/or Marine Sanitation*
5 *Devices.* The current SMP contains restrictions on use of all boats with
6 sleeping quarters and/or marine sanitation devices. This management
7 element provides controls on a particular use of the lake that has special
8 potential to degrade the quality of the environment. All such boats must be
9 moored at commercial marinas. An option would be to delete adherence to
10 the sleeping quarters map from the SMP. The restricted area from the
11 mouth of Peter Creek to the Dam would be eliminated. Additionally, the
12 restricted area around municipal water intakes could be changed to
13 conform to Arkansas State regulation.⁷ Similarly, the requirement that all
14 such boats continue to be moored at commercial marinas could be
15 modified or retained.

16 In the second step of alternative development, again reflecting authorized project purposes,
17 SMP objectives, and public input, the four key SMP elements were combined into five
18 alternative configurations, including the No Action Alternative. After consideration of
19 public and agency comments received on the Draft EIS, a sixth alternative was added.
20 These six SMP alternative configurations are further defined in Section 2.4 and Section 2.5
21 and analyzed in Section 4.0.

22 **2.3 ELEMENTS CONSIDERED BUT NOT CARRIED FORWARD**

23 Because four elements were identified, they could have been combined in a variety of
24 ways. Many of these potential combinations, however, did not meet the purpose of and
25 need for the proposed action. Many of the potential combinations did not meet the
26 underlying mandates for shoreline management, such as protection of natural resources and
27 provision of water, recreation, and other benefits to the public.

⁶ A Little Rock District memorandum provides revised guidance concerning grandfathered dock alterations. The memorandum states that changes may be considered. Although the number of boats or slips may not be changed, a slip may be enlarged to a maximum width of 14 feet. No other changes to grandfathered docks, such as the addition of swimming platforms or diving boards, are eligible for approval.

⁷ The current State regulation requires a 300-foot standoff on the water marked with buoys and 0.25 mile on each side of the intake on land.

- 1 • *Limited Development Zoning.* Under this element, the alternative of removing all
2 shoreline use restrictions was not carried forward. Removal of all zoning
3 restrictions would result in significant negative impact on the physical
4 environment, as well as deterioration of the aesthetics and visual resources,
5 recreation, air quality, noise, water quality, and safety. In addition, the removal of
6 shoreline zoning restrictions would allow use of shoreline with unsafe or
7 inappropriate slope.
- 8 • *Boat Dock Distribution.* Requirement for community docks was not carried
9 forward because that alternative could result in a proliferation of docks and
10 deterioration of the natural environment as described above. In addition, a
11 proliferation of docks could greatly increase safety hazards because more boats
12 would share less space. Similarly, the alternative allowing only private docks was
13 not carried forward because these docks use the limited resources of the shoreline
14 less efficiently than community docks.
- 15 • *Vegetation Modification.* An alternative proposing wildlife enhancement permits
16 was not carried forward. The language created some confusion with existing
17 permit procedures. Also, an alternative allowing clearance of vegetation using
18 heavy equipment was not carried forward because such clearance could not retain
19 flowering trees and shrubs needed to ensure pollination, attract and feed insect and
20 bird species, and maintain the natural environment.
- 21 • *Off-Site Dry Storage.* Under this element the Corps would have considered
22 rezoning requests to permit courtesy docks to support off-site dry storage of boats.
23 Consideration of rezoning areas to permit the installation of courtesy docks was
24 discussed at the scoping meeting. There was, however, no mention of this issue in
25 the public scoping comments. The Operations Manager may permit courtesy docks
26 and ramps in current LDA areas for the purpose of off-site boat storage. Because
27 implementation of a new SMP would not allow for additional rezoning, there was
28 no need to carry this element forward in the analysis.

29 **2.4 ALTERNATIVES ANALYZED**

30 A continuing concern in developing a range of alternatives for analysis was the desire to
31 retain the quality environment that currently exists at Greers Ferry Lake while supporting

1 the public’s interest in access to the lake for recreation. As a result of comments received
 2 from the public and various agencies during the scoping period for this EIS, SMP
 3 alternatives that would encompass the range of stakeholder interests were developed.

4 The alternatives thus derived reflect reasonable configurations of the key SMP elements
 5 described in Section 2.2.3. Each alternative describes actions that would be incorporated
 6 into a revised SMP implemented if adopted. It is generally intended that measures that
 7 would be implemented under each alternative would be established into perpetuity, and the
 8 analysis in this EIS is based on the assumption that whatever decision is made would be
 9 acted on into the foreseeable future. In many instances, however, the phrase “until the next
 10 review” is used. Changing future conditions and sound adaptive resource management
 11 might create circumstances that call for additional review and possibly revision of earlier
 12 decisions. That is why 36 CFR 327.30 requires a review every 5 years. The alternatives that
 13 the Little Rock District is evaluating are described below and summarized in Table 2-2.

14

**Table 2-2
 Alternatives**

Plan Element	Alternative Description
Limited Development Zoning	Alternative 1: No Action Alternative The LDA would be maintained at the current 7% of total shoreline allocation for this period. No rezoning requests from those submitted in 1999 would be approved at this time. Rezoning requests would be maintained by the project office and reconsidered at the next SMP review. Development under this alternative could eventually reach the levels described in Alternative 5.
	Alternative 2: 80% Rezoning Criteria The shoreline would be rezoned to increase the LDA from 7% to 8% LDA. Rezoning requests submitted in 1999 that met 80% of the rezoning criteria would be approved (93 requests). No rezoning requests would be accepted or approved at future SMP reviews.
	Alternative 3: No Growth The shoreline zoning would be frozen in the current configuration (7% LDA). No new land use permits (docks and paths) would be approved. No rezoning requests from those submitted in 1999 would be approved. No rezoning requests would be accepted or approved at future SMP reviews.
	Alternative 4: 90% Rezoning Criteria The shoreline would be rezoned to increase the LDA from 7% to 7.5% LDA. Rezoning requests submitted in 1999 that met 90% of the rezoning criteria would be approved (45 requests). No rezoning requests would be accepted or approved at future SMP reviews.
	Alternative 5: Maximum Modification The shoreline would be rezoned to increase the LDA from 7% to 33% LDA. Rezoning would be based on suitable topography 20%-49% slope. No rezoning requests would be accepted or approved at future SMP reviews.
	Alternative 6: Revised Preferred Alternative The shoreline would be rezoned to increase the LDA from 7% to 7.6% LDA. Of the rezoning requests submitted in 1999, 41 that met 90% of the rezoning criteria and 15 that met 80% of the rezoning criteria would be approved (56 requests total). No rezoning requests would be accepted or approved at future SMP reviews.

**Table 2-2
Alternatives (continued)**

Plan Element	Alternative Description
Vegetation Modification	Alternative 1: No Action Alternative Maintain 50 feet mowing from the foundation of a habitable structure. No vegetative buffer strip would be established.
	Alternative 2: 80% Rezoning Criteria Increase mowing from 50 feet to 100 feet from the foundation of a habitable structure. Establish a 50-foot vegetative buffer strip from the conservation pool.
	Alternative 3: No Growth No new permits, and expiring permits not renewed.
	Alternative 4: 90% Rezoning Criteria Increase mowing from 50 feet to 100 feet from the foundation of a habitable structure. Establish a 100-foot vegetative buffer strip from the conservation pool.
	Alternative 5: Maximum Modification Increase mowing from 50 feet to 200 feet from the foundation of a habitable structure. No vegetative buffer strip would be established.
	Alternative 6: Revised Preferred Alternative Maintain 50 feet mowing from the foundation of a habitable structure, and permit mowing up to 100 feet under special circumstances. Establish a 100-foot vegetative buffer strip from the conservation pool.
Restrictions on Boats with Sleeping Quarters and/or Marine Sanitation Devices	Alternative 1: No Action Alternative Maintain separate rules in the SMP.
	Alternative 2: 80% Rezoning Criteria Abolish separate rules in the SMP and follow State law and 36 CFR.
	Alternative 3: No Growth Maintain separate rules in the SMP.
	Alternative 4: 90% Rezoning Criteria Abolish separate rules in the SMP and follow State law and 36 CFR.
	Alternative 5: Maximum Modification Abolish separate rules in the SMP and follow State law and 36 CFR.
	Alternative 6: Revised Preferred Alternative Abolish separate rules in the SMP and follow State law and 36 CFR.
Grandfathered Docks	Alternative 1: No Action Alternative Maintain current rules.
	Alternative 2: 80% Rezoning Criteria Adopt district policy that allows limited improvements to grandfathered docks.
	Alternative 3: No Growth Maintain current rules.
	Alternative 4: 90% Rezoning Criteria Adopt district policy that allows limited improvements to grandfathered docks.
	Alternative 5: Maximum Modification Rezone to LDA the shoreline where grandfathered docks exist, except in park buffers and prohibited areas.
	Alternative 6: Revised Preferred Alternative Adopt district policy that allows limited improvements to grandfathered docks.

1

2 **2.4.1 Alternative 1: No Action Alternative**

3 The No Action Alternative serves as a benchmark against which Federal actions can be
4 evaluated. Its inclusion is prescribed by CEQ regulations. The No Action Alternative is
5 evaluated in detail in this EIS. Under the No Action Alternative, the Little Rock District
6 would make no changes to the existing 1994 Greers Ferry Lake SMP. No new management

elements would be adopted, and no existing management elements would be modified. Rezoning applications received during the current SMP review would not be allowed but would be returned to the applicants at the completion of the current review. Applicants would be advised that they could reapply during the next review. Permit applications for placement of private floating facilities within present LDA's could be approved. See Table 2-3 for the total number of docks that could be approved under this alternative. Figure 2-1 shows existing and potential dock locations under the No Action Alternative. Treatment of applications concerning grandfathered docks would proceed based on the 1994 SMP, which means no changes or enlargements. The allowance for vegetation modification would permit mowing up to a maximum of 50 feet from habitable structures, as currently allowed under the 1994 SMP (Figure 2-2). Table 2-4 contains the maximum acreage that could be affected by mowing under Alternative 1. Restrictions on the locations for boats with sleeping quarters and/or marine sanitation devices would remain in effect.

Table 2-3
Existing and Potential Number of Docks Under Each Alternative

	Alternative 1 No Action	Alternative 2 80 Percent Rezoning Criteria	Alternative 3 No Growth	Alternative 4 90 Percent Rezoning Criteria	Alternative 5 Maximum Modification	Alternative 6 Revised Preferred Alternative
Existing	295	295	295	295	295	295
Potential	170	263	0	215	1,098	226
Subtotal	465	558	295	510	1,393	521
Max Potential	928	0	0	0	0	0
Total	1,393	558	295	510	1,393	521

Table 2-4
Maximum Acres Affected by Mowing Under Each Alternative

	Alternative 1 No Action	Alternative 2 80 Percent Rezoning Criteria	Alternative 3 No Growth	Alternative 4 90 Percent Rezoning Criteria	Alternative 5 Maximum Modification	Alternative 6 Revised Preferred Alternative
Maximum acres mowed	687	1,322.7	0	1,141	2,823.8	1,141

It should be noted that if the No Action Alternative was adopted, no new rezoning requests would be approved during the period that would commence following issuance of the ROD upon completion of this EIS. However, during future reviews of the SMP, rezoning applications could be approved to the extent of the level described in Alternative 5 (Maximum Modification). It is expected that under No Action, some growth would occur

1 over a much longer period of time than that described under Alternative 5 (Maximum
2 Modification). Figure 2-3 shows the potential buildout under the No Action Alternative.

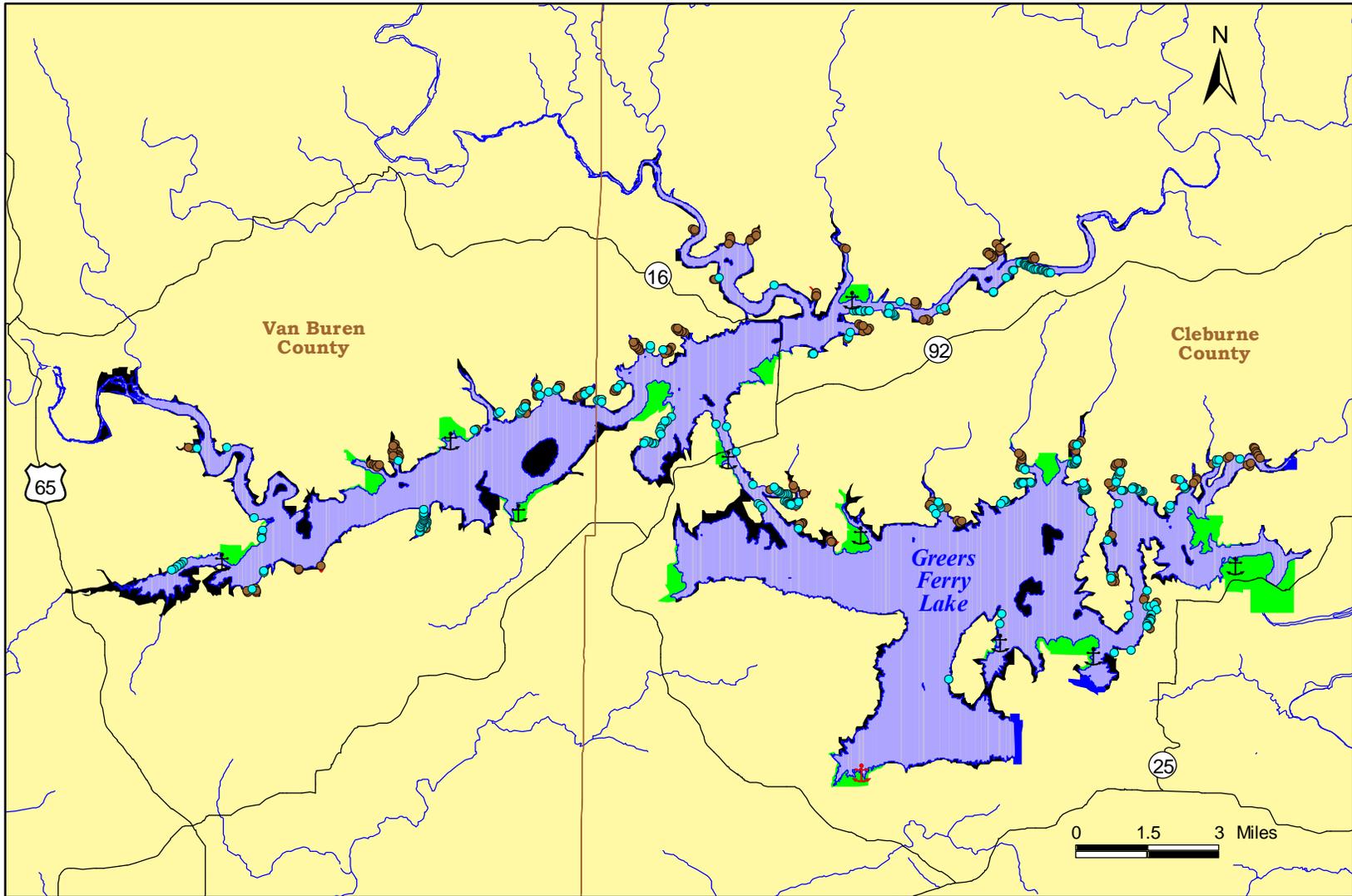
3 **2.4.2 Alternative 2: Approval of Rezoning Requests Meeting the 80 Percent Criteria**

4 This is the original preferred alternative as presented in the Draft EIS. The choice of preferred
5 alternative was later revised based on comments received during the public comment period.
6 That revised preferred alternative is presented in Section 2.5.1.

7 This alternative would be based on the Little Rock District's management objectives for the
8 lake and the input received from public comments. Although this alternative is similar to
9 the previously approved 2000 SMP, it has been reduced in scope as a result of public input.
10 No future rezoning requests would be accepted under this alternative. The 93 rezoning
11 requests that met the 80 percent criteria during the 1999 review of the 1994 SMP would be
12 allowed. To meet the 80 percent criteria, a request for rezoning or permit is evaluated using
13 the *Greers Ferry Lake Rezoning Request Evaluation Criteria*. The request must be
14 screened under the elimination factors. If it passes the first screening, it must achieve a total
15 of 80 points in the evaluation of physical and managerial criteria. The evaluation criteria
16 are provided in Appendix A. The existing docks and potential extent of rezoning are shown
17 in Figure 2-4. Table 2-3 contains the number of docks that could be approved under this
18 alternative. A minimum 50-foot vegetative buffer strip would be established, where
19 mowing would be prohibited from the vegetated edge of the shoreline for 50 feet. This
20 buffer requirement would involve only Corps property. Authorization for mowing from
21 habitable structures would be increased from 50 to 100 feet, except where it would conflict
22 with the vegetative buffer strip. Table 2-4 contains the maximum acreage that could be
23 affected by mowing under Alternative 2. The project rules on use of boats with sleeping
24 quarters and/or marine sanitation devices would be deferred to State and Federal
25 regulations, except that the requirement that such boats be moored at commercial docks
26 would remain in effect. Grandfathered docks would be allowed to be reconstructed to
27 alternative dimensions, or the locations of existing grandfathered docks would be
28 reallocated outside the buffer zones or prohibited areas to limit development.

29 **2.4.3 Alternative 3: No Growth Alternative**

30 Alternative 3, which is the most restrictive to lake access and recreational use, would seek
31 to maintain the Corps land around the lake as it currently exists (Figure 2-5). Rezoning
32



LEGEND

Shoreline Allocation

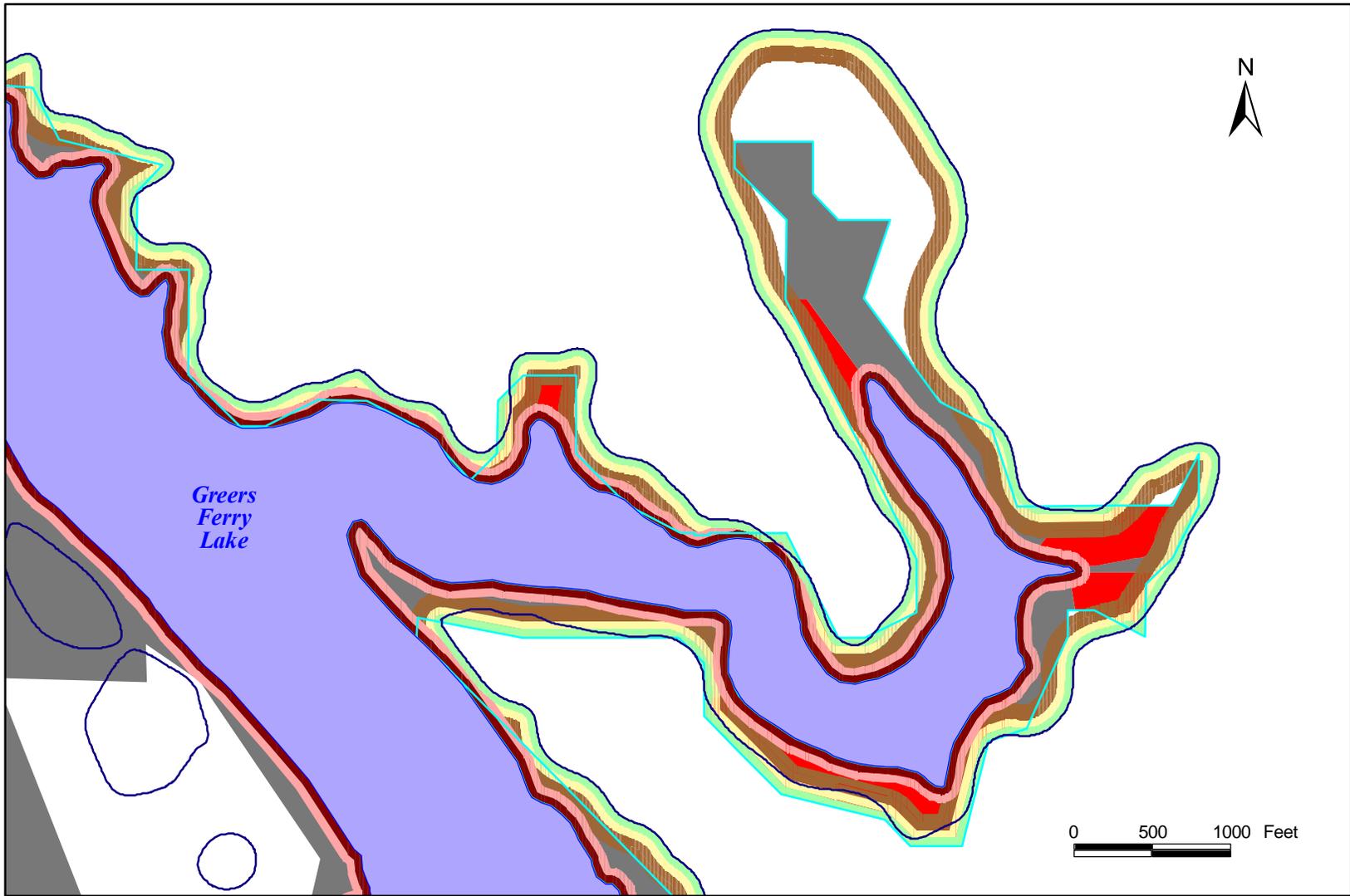
- Limited Development Area
- Park Buffer
- Prohibited
- Protected

- Road
- County Boundary
- Existing Dock Location (295 Docks)
- Potential Dock Location (170 Docks)
- Marina (⚓ - Proposed Cove Creek Marina)

Alternative 1 (No Action Alternative)

Source: USACE, Little Rock District, 2001.

Figure 2-1



LEGEND

- 50-Foot Vegetation Buffer From the Conservation Pool
- 100-Foot Vegetation Buffer From the Conservation Pool
- Maximum Intrusion of 50-Foot Mowing Buffer from Habitable Structure
- Maximum Intrusion of 100-Foot Mowing Buffer from Habitable Structure
- Maximum Intrusion of 200-Foot Mowing Buffer from Habitable Structure

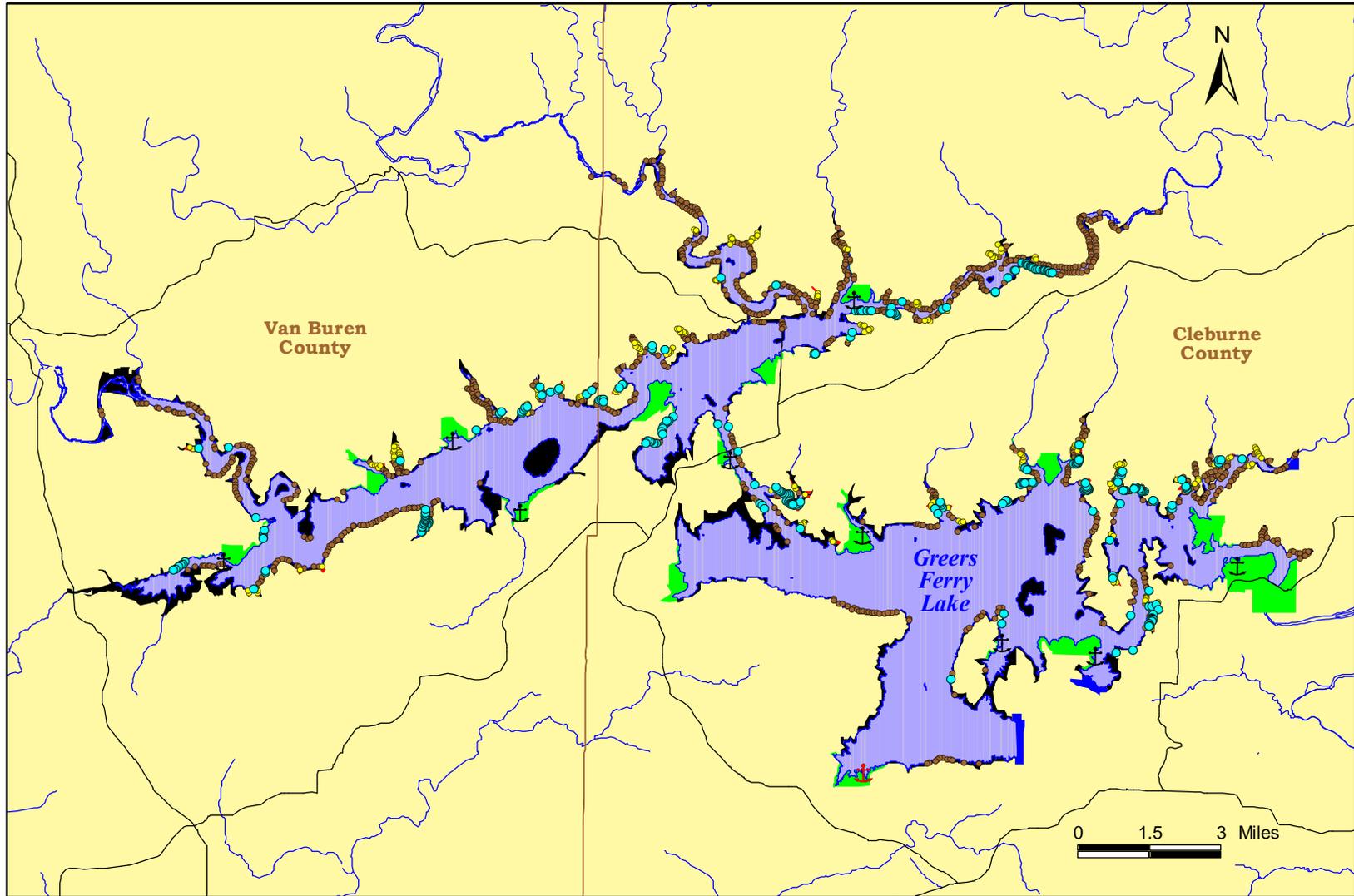
Vegetation Modification Restrictions

Shoreline Allocations

- Limited Development Area
- Protected Area
- Corps Boundary

- 461-Foot Conservation Pool Elevation
- 491-Foot Flowage Easement Elevation

Source: USACE, Little Rock District, 2001. **Figure 2-2**



LEGEND

Shoreline Allocation

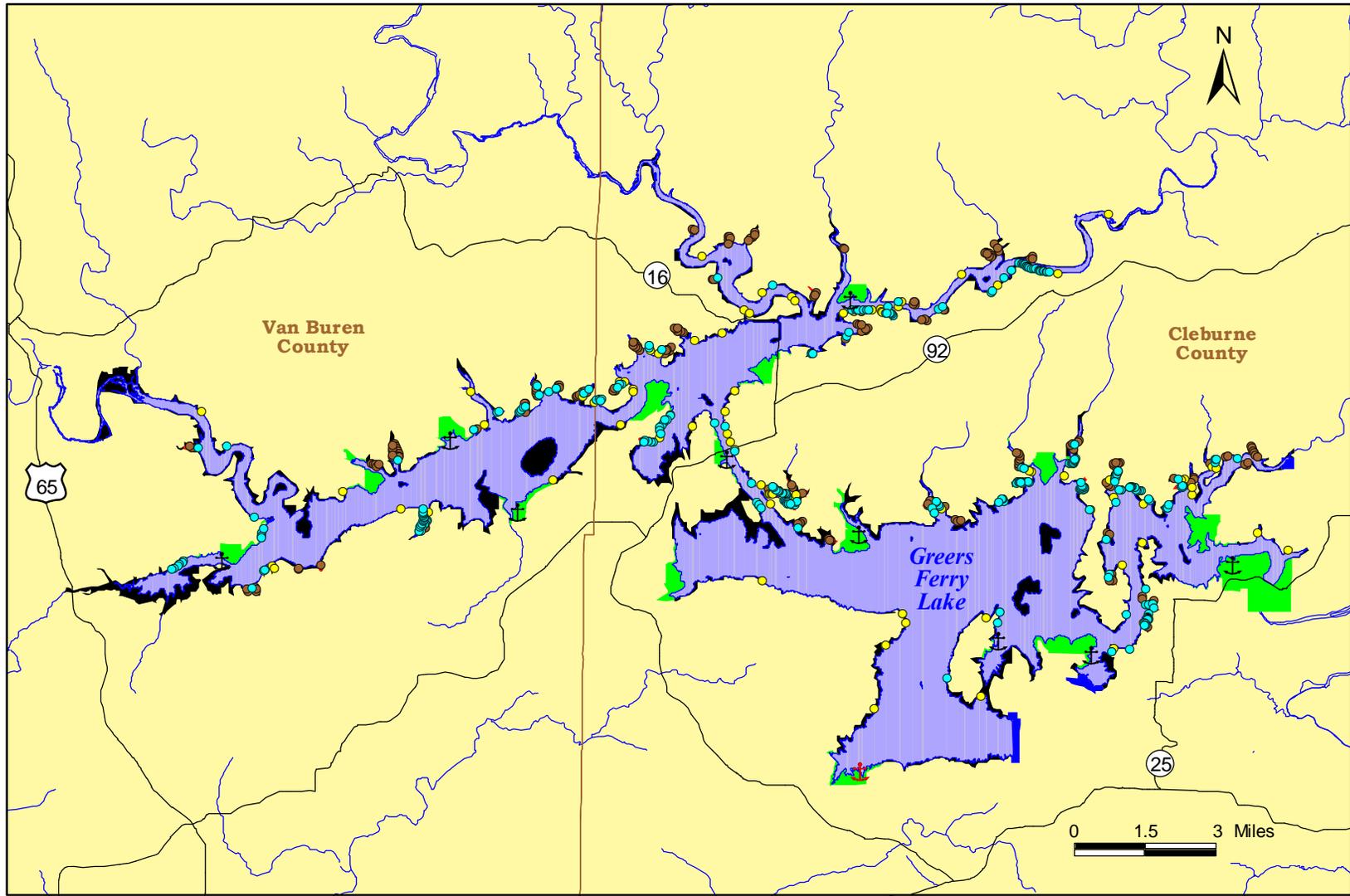
- Limited Development Area
- Park Buffer
- Prohibited
- Protected

- Existing Dock Location (295 Docks)
- Potential Dock Location (1,098 Docks)
- ⚓ Marina (⚓ - Proposed Cove Creek Marina)
- Road
- County Boundary
- Water

Maximum Potential Buildout of the No Action Alternative

Source: USACE, Little Rock District, 2001.

Figure 2-3



LEGEND
Shoreline Allocation
 Limited Development Area
 Park Buffer
 Prohibited
 Protected

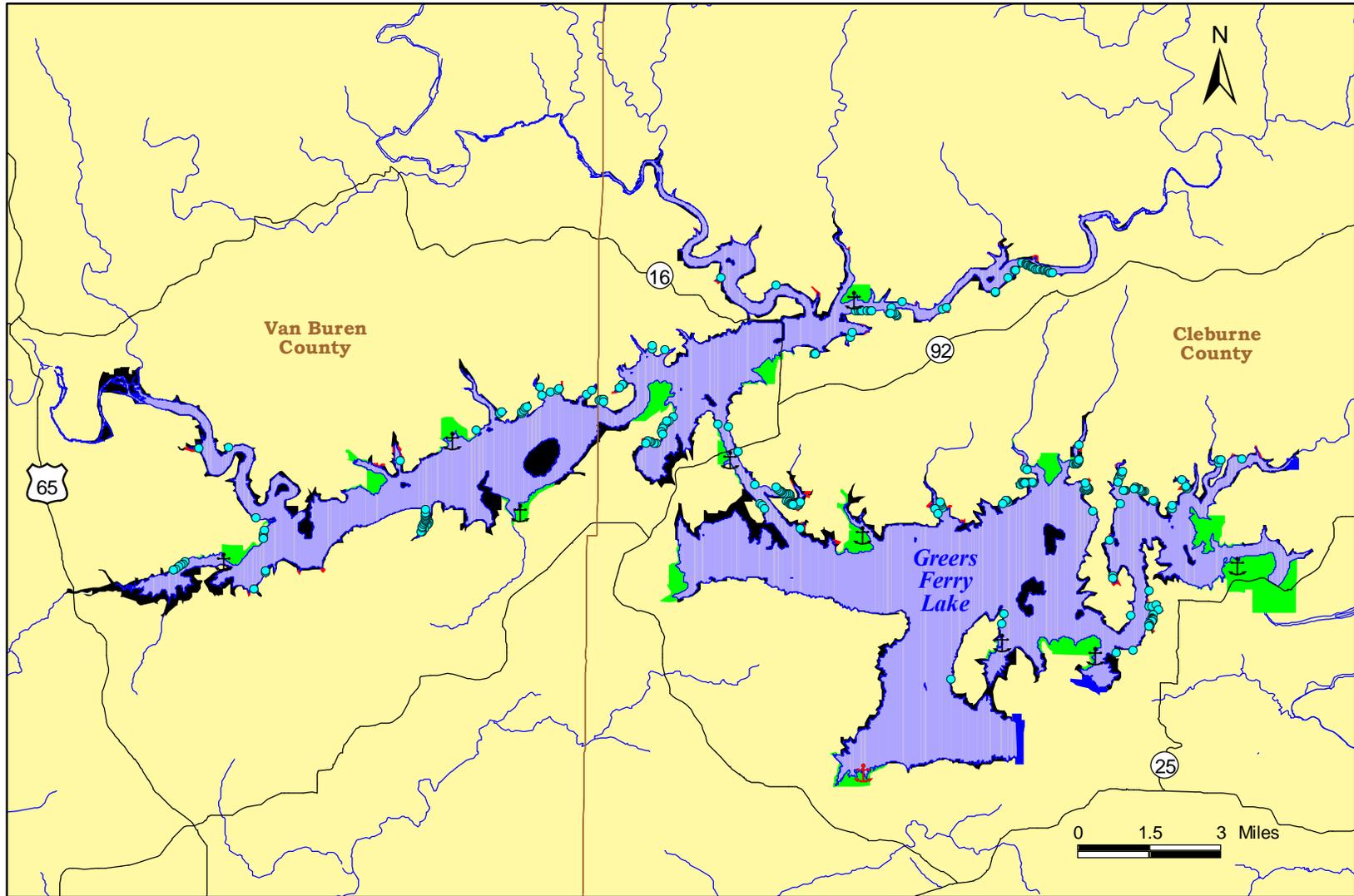
Alternative 2 (80% Rezoning Criteria Alternative)

Existing Dock Location (295 Docks)
 80% Rezoning Criteria Dock Location (93 Docks)
 Potential Dock Location (1,098 Docks)
 Marina (⚓ - Proposed Cove Creek Marina)

Road
 County Boundary

Source: USACE, Little Rock District, 2001.

Figure 2-4



LEGEND

Shoreline Allocation

- Limited Development Area
- Park Buffer
- Prohibited
- Protected

- Road
- County Boundary
- Existing Dock Location (295 Docks)
- Marina (⚓ - Proposed Cove Creek Marina)

Alternative 3 (No Growth Alternative)

Source: USACE, Little Rock District, 2001.

Figure 2-5

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1 applications would not be accepted. No new shoreline use permits would be allowed.
2 Expiring permits could be renewed, but only according to the permit's current terms. (For
3 example, a permit for a two-slip dock could be renewed only as a permit for a two-slip
4 dock. It could not be changed to a permit for a community dock.) No new permits for
5 vegetation modification would be issued, and expiring permits would not be renewed.
6 Restrictions on the locations for boats with sleeping quarters and/or marine sanitation
7 devices would remain in effect.

8 **2.4.4 Alternative 4: Approval of Rezoning Requests Meeting the 90 Percent Criteria**

9 This alternative would implement the measures described under Alternative 2 (80 Percent
10 Rezoning Criteria Alternative); however, only rezoning requests that met 90 percent of the
11 rezoning criteria would be approved (Figure 2-6). To meet the 90 percent criteria, a request
12 for rezoning or permit is evaluated using the Greers Ferry Lake Rezoning Request
13 Evaluation Criteria. The request must be screened under the elimination factors. If it passes
14 the first screening, it must achieve a total of 90 points in the evaluation of physical and
15 managerial criteria. The evaluation criteria are provided in Appendix A. Table 2-3 shows
16 the number of docks that could be approved under this alternative. A minimum 100-foot
17 vegetative buffer strip would be established; that is, mowing would be prohibited from the
18 vegetated edge of the shoreline for 100 feet on Corps property. Table 2-4 contains the
19 maximum acreage that could be affected by mowing under Alternative 4.

20 **2.4.5 Alternative 5: Maximum Modification**

21 This alternative would allow the maximum rezoning from "protected" to "limited
22 development." The shoreline would be rezoned to increase the LDA's from 7 to 33 percent.
23 Rezoning would be based on suitable topography (shoreline with a 20 to 49 percent slope;
24 see Figure 2-7). Table 2-3 notes the number of docks that could be approved under this
25 alternative. No rezoning requests would be accepted or approved at future SMP reviews.
26 Authorization for mowing would be increased from 50 to 200 feet from habitable
27 structures. Table 2-4 contains the maximum acreage that could be affected by mowing
28 under Alternative 5. The restrictions on use of boats with sleeping quarters and/or marine
29 sanitation devices would be abolished, but the requirement for such boats to be moored at
30 commercial docks would remain in effect. Grandfathered docks would be allowed to be
31 reconstructed to alternative dimensions, or the locations of existing grandfathered docks
32 would be reallocated outside the buffer zones or prohibited areas.

1 **2.5 ALTERNATIVES CONSIDERED AFTER ISSUANCE OF THE DRAFT EIS**

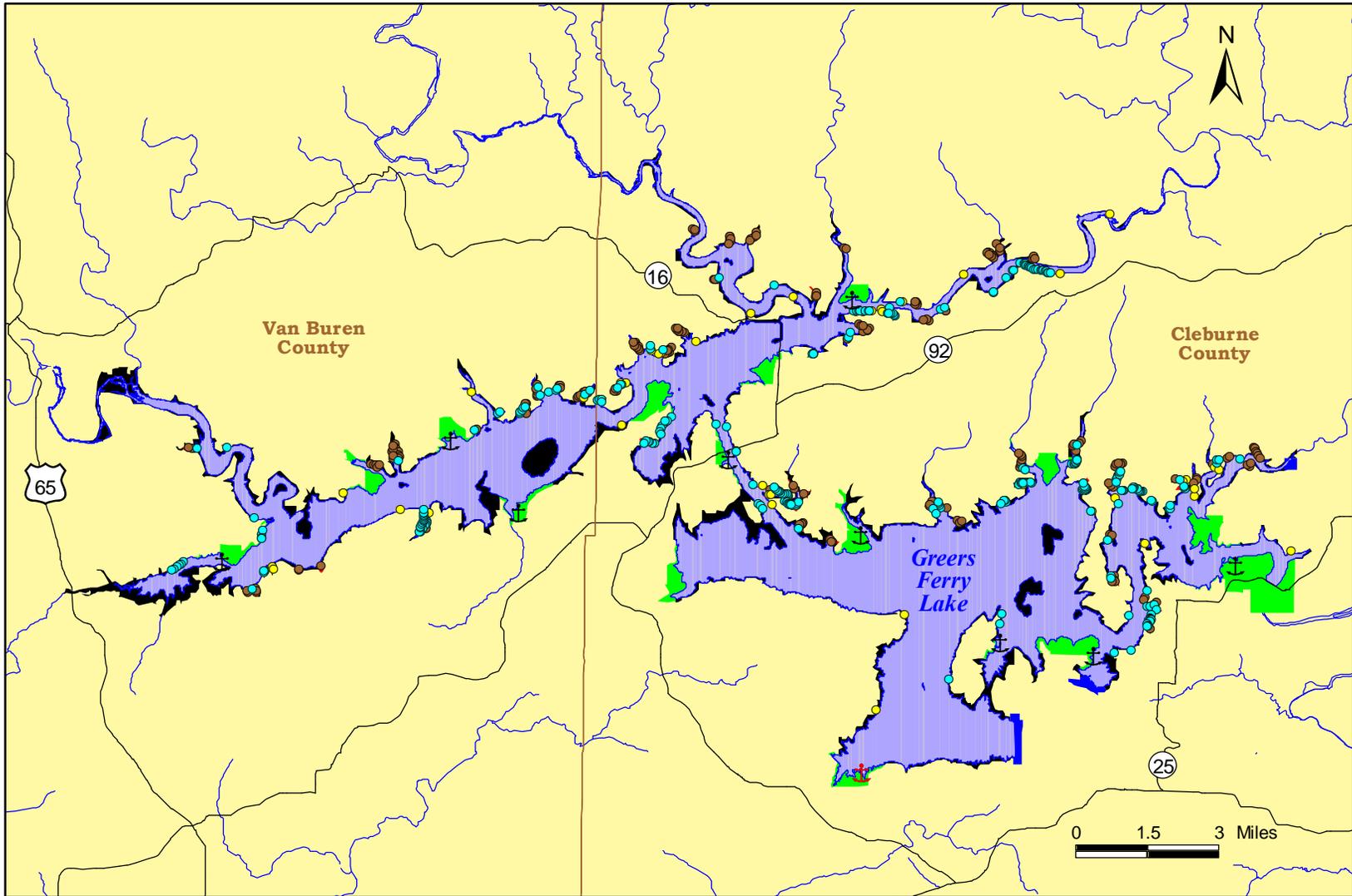
2 **2.5.1 Alternative 6: Revised Preferred Alternative**

3 The Corps Revised Preferred Alternative was created in response to the comments received
4 on the Draft EIS from the general public and Federal and State agencies. Under this new
5 alternative, the Corps would approve 56 rezoning requests (Figure 2-8). The rezoning
6 requests that would be approved include 41 of the rezoning requests that met the 90 percent
7 rezoning criteria. Four of the requests that originally met the 90 percent rezoning criteria
8 would not be approved as a result of the following additional elimination criteria:

- 9 • Based on the comments received, the Narrows was identified as a heavy
10 use area, with several existing docks and a marina that present some
11 hindrance to traffic. Additional boat docks in that area could pose a safety
12 hazard. Therefore, two boat dock rezoning requests in this area would be
13 denied even though they met the 90 percent rezoning criteria.

- 14 • Based on extensive public concern about development in the majority of
15 open areas of the lake that are not currently allocated as LDA, as well as
16 concern that spot zoning in those areas could create a precedent of
17 reallocation in the future even with a “no rezoning” clause, the Corps
18 would designate three areas of the lake as very high scenic integrity
19 protected areas (Figure 2-9). No rezoning requests would be approved
20 along such very high scenic integrity protected areas, although boat dock
21 rezoning requests could be approved in coves adjacent to these areas. This
22 elimination criterion would further deny two rezoning requests, although
23 they met the 90 percent rezoning criteria. Grandfathered boat docks in the
24 very high scenic integrity protected areas would not be removed and could
25 be improved in accordance with the SMP.

26 In addition, to be equitable to people whose docks were permitted during the time the 2000
27 SMP was approved, the Corps would conditionally approve those rezoning requests. The
28 Corps issued those permits after completing an EA and Finding of No Significant Impact
29 (FNSI). Although the 8th Circuit Court found the EA to be insufficient, the subsequent
30 Draft and Final EISs concluded that placement of the docks would not create significant
31 adverse impacts. Thirty-two permits were approved in May 2000, 16 of which scored



LEGEND

Shoreline Allocation

- Limited Development Area
- Park Buffer
- Prohibited
- Protected

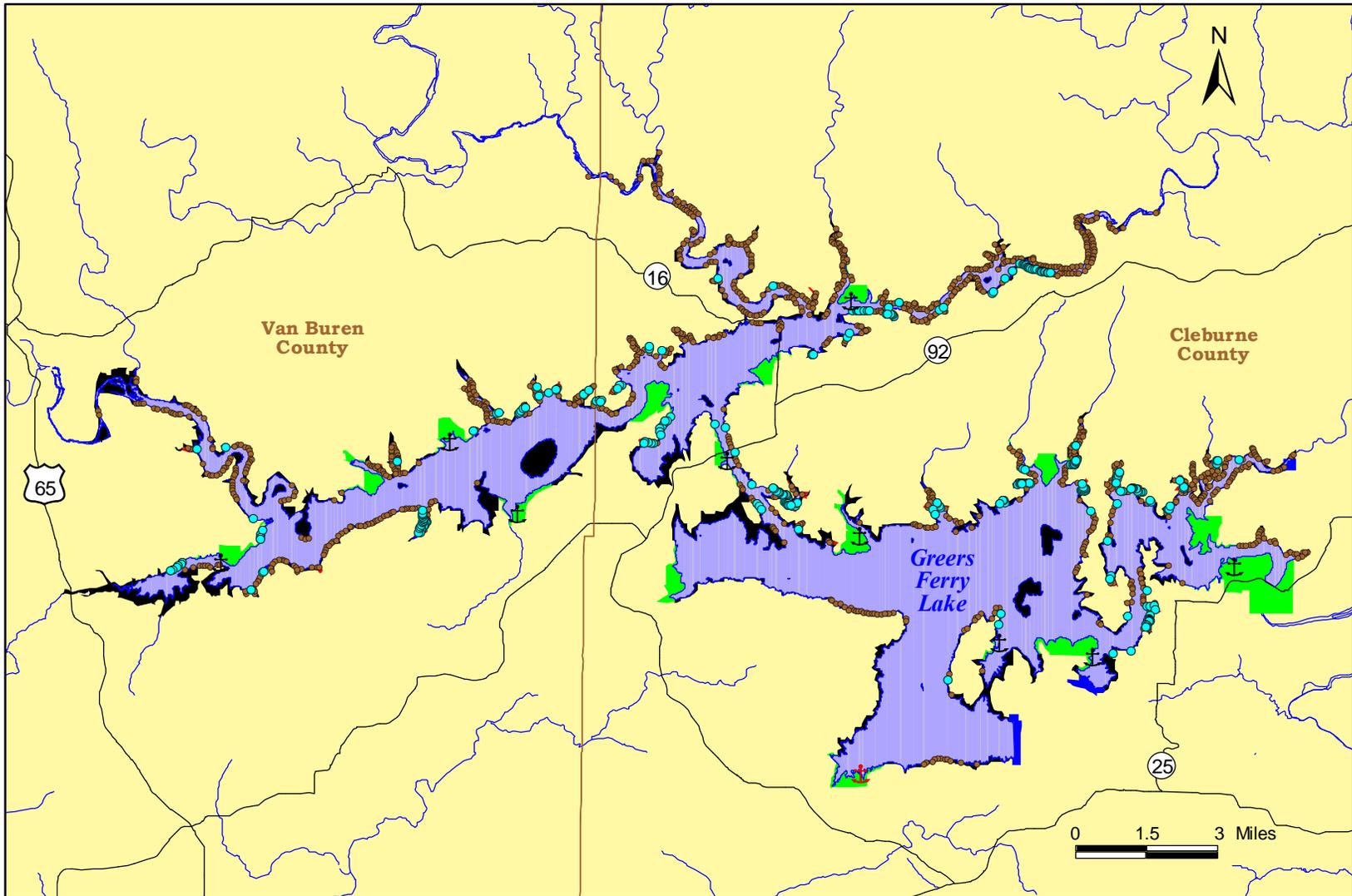
Alternative 4 (90% Rezoning Criteria Alternative)

- Existing Dock Location (295 Docks)
- 90% Rezoning Criteria Dock Location (45 Docks)
- Potential Dock Location (1,098 Docks)
- ⚓ Marina (⚓ - Proposed Cove Creek Marina)

- Road
- County Boundary

Source: USACE, Little Rock District, 2001.

Figure 2-6



LEGEND

Shoreline Allocation

- Limited Development Area
- Park Buffer
- Prohibited
- Protected

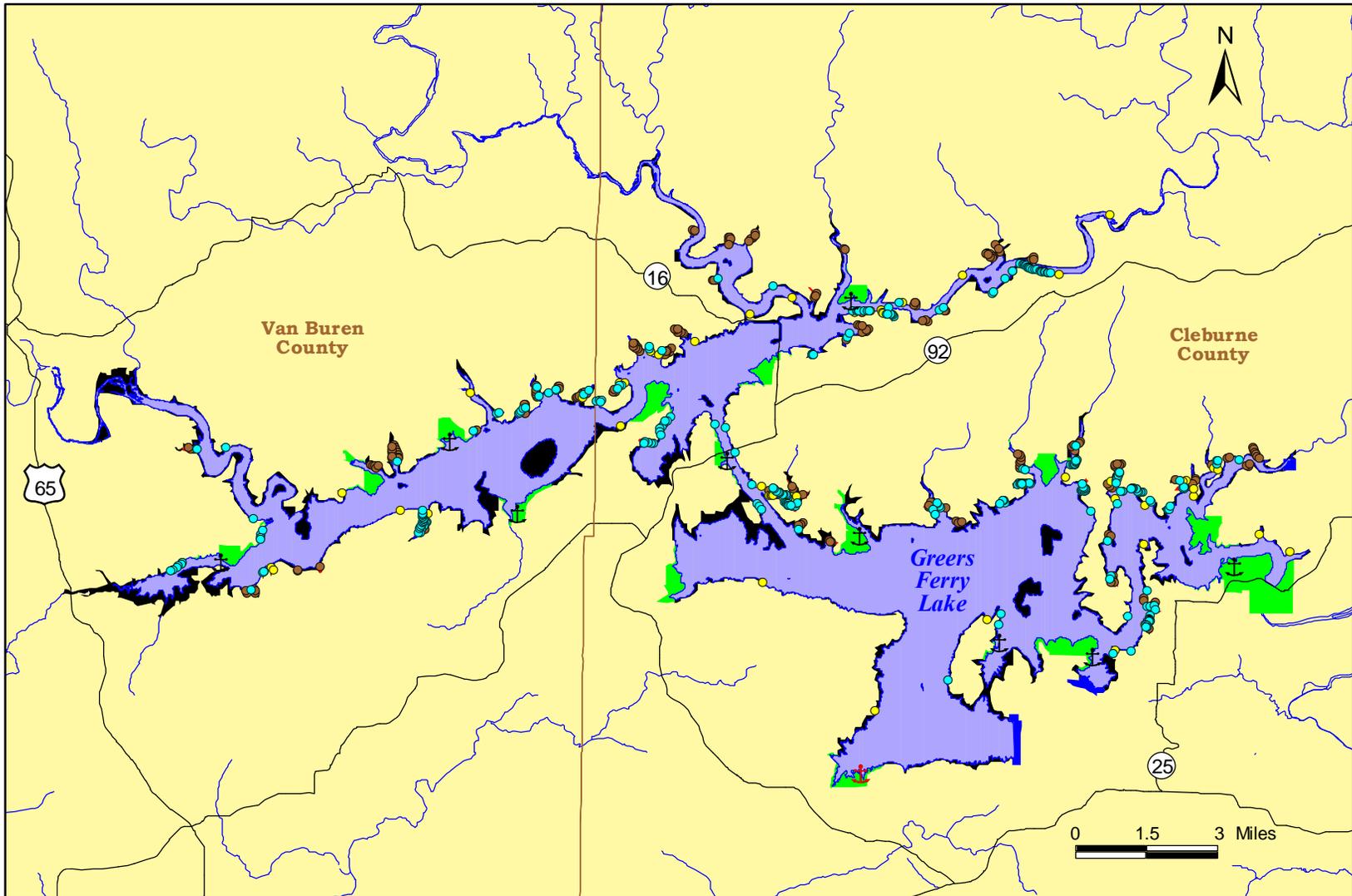
Alternative 5 (Maximum Modification Alternative)

- Existing Dock Location (295 Docks)
- Potential Dock Location (1,098 Docks)
- ⚓ Marina (⚓ - Proposed Cove Creek Marina)

- Road
- County Boundary

Source: USACE, Little Rock District, 2001.

Figure 2-7



LEGEND

Shoreline Allocation

- Limited Development Area
- Park Buffer
- Prohibited
- Protected

— Road

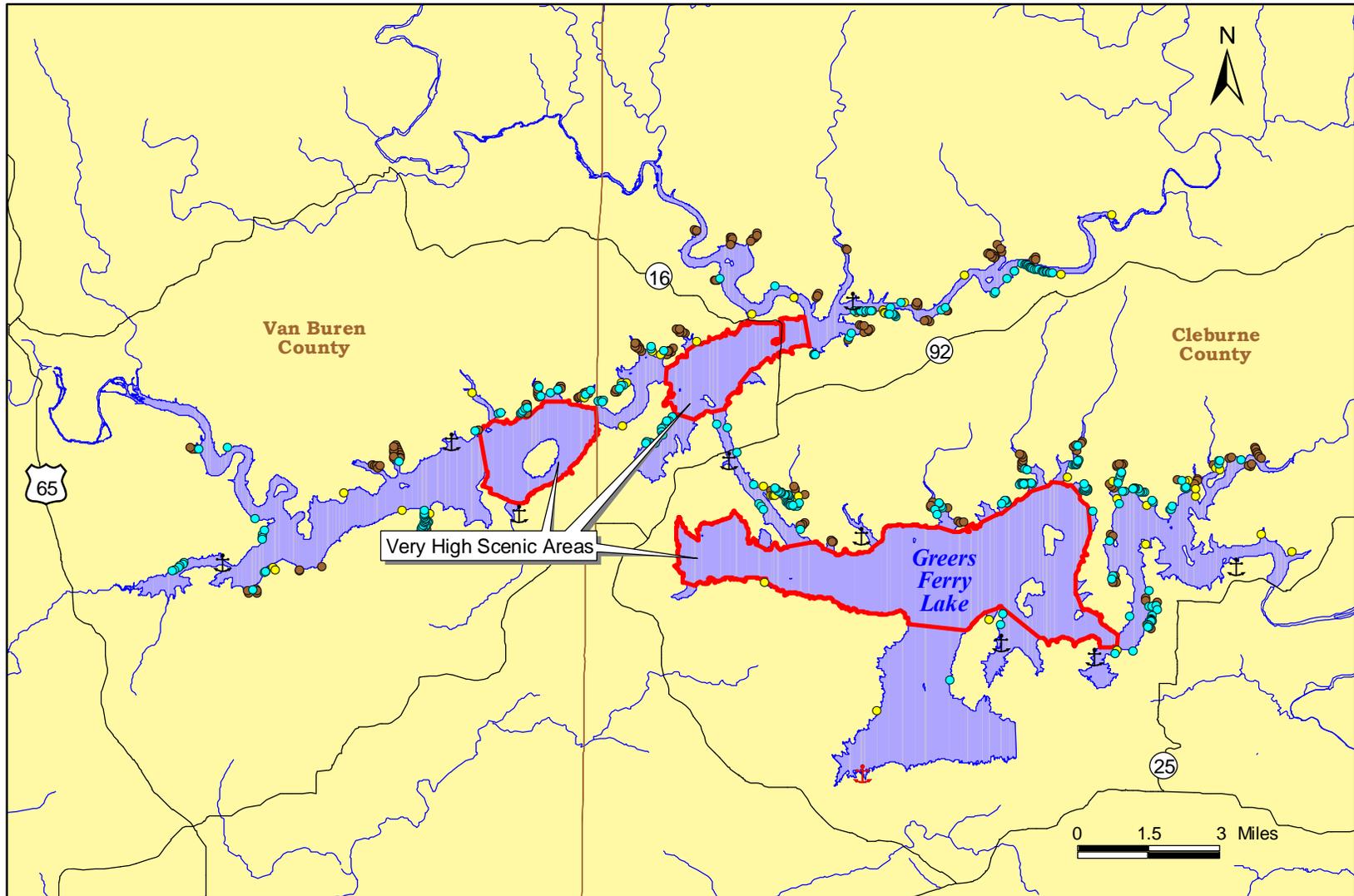
— County Boundary

- Existing Dock Location (295 Docks)
- Conditional Rezoning Criteria Dock Location (56 Docks)
- Potential Dock Location (170 Docks)
- ⚓ Marina (⚓ Proposed Cove Creek Marina)

Alternative 6 (Preferred Alternative)

Source: USACE, Little Rock District, 2001.

Figure 2-8



- LEGEND**
- Very High Scenic Area
 - Road
 - County Boundary
 - Existing Dock Location (295 Docks)
 - Conditional Rezoning Criteria Dock Location (56 Docks)
 - Potential Dock Location (170 Docks)
 - Marina (⚓ - Proposed Cove Creek Marina)

Very High Scenic Areas

Note: Boat dock permits may be approved in coves adjacent to the Very High Scenic Areas.

Sources: USACE, Little Rock District, 2001; 2002.

Figure 2-9

1 below 90 percent. One of the 16 previously permitted sites would be eliminated because of
 2 the new elimination criterion of safety in the Narrows, leaving 15 conditionally approved
 3 permits. The “condition” of permit approval would be a restriction on any future expansion
 4 of the boat dock once permitted. The permits would be approved only for construction of a
 5 boat dock meeting the specifications of size and number of slips contained in the original
 6 rezoning request. Table 2-5 provides a detailed breakdown of the rezoning requests that
 7 would be approved under this alternative.

8

Table 2-5
Detailed Breakdown of Rezoning Requests that would be Approved
Under the Revised Preferred Alternative

Approved Request	Score %	# of Slips per Request	Total # of Slips
4	>90	20	80
2	>90	8	16
1	>90	7	7
6	>90	6	36
9	>90	4	36
2	>80	4 (Conditional)	8
1	>80	3 (Conditional)	3
19	>90	2	38
12	>80	2 (Conditional)	24
Total 56 Sites			248 Slips

9

10

11 No additional boat dock rezoning requests would be accepted, evaluated, or approved at
 12 future SMP reviews.

13 Each landowner would be granted a permit to mow 50 feet from a habitable structure. A
 14 100-foot vegetative buffer strip would be established from the vegetated edge of the
 15 conservation pool landward. A landowner could be granted a permit for up to an additional
 16 50 feet of mowing if the mowing would not disturb the 100-foot vegetative buffer strip.
 17 Table 2-4 contains the maximum acreage that could be affected by mowing under
 18 Alternative 6.

19 The project rules on the use of boats with sleeping quarters and/or marine sanitation
 20 devices (MSDs) would be deferred to State and Federal regulations, except that the
 21 requirement that such boats be moored at commercial docks would remain in effect.

1 Grandfathered docks would be allowed to be reconstructed to alternative dimensions, or the
2 locations of existing grandfathered docks would be reallocated outside the buffer zones or
3 prohibited areas to limit development.

4 As described in Section 4.0, all of the alternatives analyzed in this EIS would result in some
5 adverse effect on the environment. In designating Alternative 6 as the preferred
6 configuration of key SMP elements for incorporation into and implementation through a
7 revised SMP, the Little Rock District is guided by Corps regulations and policy governing
8 shoreline management plans, the District's objectives for the Greers Ferry Lake SMP,
9 public input to the SMP and EIS development processes, and court-ordered mandates. The
10 District views the Revised Preferred Alternative as the alternative that conforms with
11 existing laws and regulations and best balances public uses of lake shoreline for
12 recreational opportunity, public safety, and environmental protection.

13 **2.5.2 Suggested Alternative of Save Greers Ferry Lake, Inc.**

14 In comments received on the Draft EIS, the organization Save Greers Ferry Lake, Inc.
15 (SGFL) suggested an alternative that would represent a combination of elements of other
16 alternatives considered and analyzed in Section 4.0. Specifically, SGFL suggested that the
17 Corps consider implementing the No Action Alternative, as described in Section 2.4.1, with
18 the additional provision that no rezoning requests be accepted or approved during future
19 SMP reviews. The following are the elements of such an alternative:

- 20 • **Limited Development Zoning:** The LDA would be maintained at the
21 current 7 percent of total shoreline allocation, no rezoning requests from
22 those submitted in 1999 would be approved, and no rezoning requests
23 would be accepted or approved during future SMP reviews.
- 24 • **Vegetation Modification:** A 50-foot mowing distance limit from the
25 foundation of a habitable structure would be retained.
- 26 • **Restrictions on Boats with Sleeping Quarters and/or Marine**
27 **Sanitation Devices:** Separate rules would be retained in the SMP.
- 28 • **Grandfathered Docks:** The current rules would be retained.

1 With LDA maintained at 7 percent of the shoreline and docks permitted in LDA in the
2 future, the lake could eventually have an additional 170 docks under this alternative, for a
3 total of 465 docks. The additional 56 docks that met either the 80 percent or 90 percent
4 rezoning criteria and would be permitted under the Revised Preferred Alternative would not
5 be permitted under this alternative.

6 All of the elements of this suggested alternative are thoroughly analyzed in Section 4.0. No
7 new elements that are not analyzed in Section 4.0 are included in this alternative. This
8 alternative is not incrementally different from Alternative 1. The impacts from
9 implementation of this alternative would be less in number and intensity than those of
10 Alternative 1, but greater than those of Alternative 3. This alternative would not represent
11 the plan with the least adverse impacts on the environment. Alternative 3 would still be
12 the plan with the lowest number and intensity of adverse environmental impacts.
13 Implementation of this alternative would result in some short-term and long-term minor
14 adverse impacts on the environment, as described in Section 4.0 for Alternative 1, because
15 it would have the potential for 170 additional boat docks. It was concluded that it would be
16 redundant to do a separate full analysis of this alternative in Section 4.0 of the Final EIS
17 because the impacts are already evaluated under similar alternatives.