

RECLAMATION

Managing Water in the West

FINDING OF NO SIGNIFICANT IMPACT

Interim Recreation Services at Lake Berryessa FONSI 13-5-CCAO

Recommended by:



Date:

5/1/2013

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Natural Resource Specialist
Central California Area Office

Concurred by:




Date:

5/1/2013

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Approved by:



Date:

5/1/13

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FINDINGS

The Bureau of Reclamation has determined that providing interim recreation services at the five vacant recreation areas (Putah Canyon, Monticello Shores, Berryessa Point, Spanish Flat and Steele Canyon) and providing temporary camping at Oak Shores Day Use Area, will not have a significant impact on the quality of the human environment. Therefore, an Environmental Impact Statement (EIS) is not required and will not be prepared for this project, based on the fact that there will be no short-term or long-term adverse impacts on the human environment resulting from the Proposed Action.

This decision is based on a thorough review of the Interim Recreation Services at Lake Berryessa Environmental Assessment (EA dated April 2013). This decision is in accordance with the National Environmental Policy Act (NEPA) of 1969, as amended, the Council on Environmental Quality's (CEQ) Regulations for Implementing the Procedural Provisions of NEPA (40 CFR Parts 1500-1508), and the Department of the Interior (DOI) regulations for implementation of NEPA (43 CFR Part 46).

A finding of no significant impact is based on the following:

1. The environmental effects of the Proposed Action are neither controversial nor do they involve unique or unknown risks.
2. The Proposed Action will have no adverse effect on such unique characteristics as resources, wilderness areas, wetlands, and riparian areas.
3. The Proposed Action will not result in significant effects from noise to adjacent sensitive receptors. Implementation of the Proposed Action is consistent with previous use, and quiet hours will be enforced after 10:00 PM.
4. The Proposed Action will have no impact on public services and utilities. There will be no water or wastewater within Putah Canyon recreation area (RA), Spanish Flat RA or Steele Canyon RA, however water may be available for purchase and portable restrooms will be available. Water and wastewater service will be available to campers at Oak Shores Day Use Area.
5. The Proposed Action would have a positive short-term affect to recreation by providing enhanced recreation services and increasing the amount of available camping.
6. The Proposed Action will not significantly impact transportation and circulation. The Proposed Action is consistent with the Napa County General Plan goal of a level of service of "D" or better for county roads.
7. There is no potential to cause effects to historic properties pursuant to the Section 106 implementing regulations at 36 CFR Part 800.3(a)(1).
8. The Proposed Action will have no impact on Indian Trust Assets.

9. No Indian sacred sites have been identified within or adjacent to the footprint of the Proposed Action.
10. Minority or low income populations would not be differentially affected by the Proposed Action and therefore no environmental justice impacts would occur.

SUMMARY OF ENVIRONMENTAL IMPACTS

The expected environmental effects of the Proposed Action are described in Chapter 3 of the attached EA. The environmental analysis indicates that the Proposed Action meets the purpose and need described in the EA with negligible effects to the human environment.

ENVIRONMENTAL COMMITMENTS

Reclamation is obligated to ensure fulfillment of any environmental commitments prescribed to mitigate or eliminate impacts resulting from implementation of the Proposed Action.

The following commitments are assumed under the Proposed Action:

- Interim concession contracts implemented as part of the Proposed Action are not to exceed two years with a one to two year option to extend.
- Allowing camping at the Oak Shores Day Use Area is temporary, and improvements inconsistent with the permanent use of the Oak Shores Day Use Area for day use will be removed upon the expiration of an interim contract.
- All necessary environmental analysis required for future development at the five vacant concession areas and the Oak Shores Day Use Area will be completed under separate environmental analysis.
- If the project activities change or circumstances are altered after this review, there may be additional Section 106 review responsibilities up to and including consultation with the California State Historic Preservation Officer. Any additional site specific development of the concession areas will require Section 106 review and will be considered a new action.

RECLAMATION

Managing Water in the West

Environmental Assessment (EA)

Interim Recreation Services at Lake Berryessa

Central California Area Office Folsom, CA

April 2013



U.S. Department of the Interior
Bureau of Reclamation
Mid-Pacific Region

Mission Statements

The mission of the Department of the Interior is to protect and provide access to our Nation's natural and cultural heritage and honor our trust responsibilities to Indian Tribes and our commitment to island communities.

The mission of the Bureau of Reclamation is to manage, develop, and protect water and related resources in an environmentally and economically sound manner in the interest of the American public.

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List of Acronyms and Abbreviations

| | |
|-------------|---|
| Cal Fire | California Department of Forestry and Fire Protection |
| CFR | Code of Federal Regulation |
| dB | Decibels |
| EA | Environmental Assessment |
| FONSI | Finding of No Significant Impact |
| ITA | Indian Trust Asset |
| NEPA | National Environmental Policy Act |
| Pensus | Pensus Lake Berryessa Properties, LLC |
| PG&E | Pacific Gas and Electric |
| RA | Recreational Area |
| Reclamation | The Bureau of Reclamation |
| ROD | Record of Decision |
| RV | Recreational Vehicle |
| SR | State Route |
| VSP | Visitor Services Plan |

Chapter 1 - Project Description

In conformance with the National Environmental Policy Act of 1969 (NEPA), as amended, the Bureau of Reclamation (Reclamation) has prepared this Draft Environmental Assessment (EA) to evaluate and disclose any potential environmental impacts associated with interim recreation services at Lake Berryessa.

Project Background

Lake Berryessa is located in Napa County, California. Lake Berryessa has been a popular recreational use area since the completion of Monticello Dam. This lake is popular for fishing, boating, picnicking, and camping uses. Lake Berryessa has 165 miles of shore line and a capacity of 1,602,000 acre feet of water.

In 1958, Napa County entered into a management agreement with Reclamation to administer the recreational development of Federally-owned lands at Lake Berryessa. Under formal concession agreements with the county, seven concession areas were developed on 1,700 acres of land and water. During the development of the concession areas, various structures were constructed at the lake, as outlined in the Public Use Plan of 1959 and the concession contracts. Per the terms of the Visitor Services Plan, Record of Decision (VSP ROD) signed in June 2006, recreation services at Lake Berryessa's seven concession areas are to be provided through commercial concession services.

Through a competitive process, five of the seven concession areas at Lake Berryessa were assigned to Pensus Lake Berryessa Properties, LLC (Pensus) in spring of 2010. Pensus renamed the five sites Lupine Shores, Foothill Pines, Blue Oaks, Manzanita Canyon, and Chaparral Cove. Pensus was scheduled to take over operations at a sixth site (Markley Cove Resort which Pensus renamed as Mahogany Bay Resort) on May 27, 2013. In response to numerous and continuing performance issues with the Pensus contract, Reclamation issued a Letter of Proposed Termination to Pensus on May 7, 2012. Subsequently, Pensus and Reclamation engaged in a dispute resolution process involving mediation however, the Parties failed to reach an agreement. On December 6, 2012, Reclamation notified Pensus of its decision to terminate Concession Contract #10-LC-20-0184 for default. The termination was effective on December 9, 2012. This decision affects the provision of public recreation services at six of the seven concession areas at Lake Berryessa.

In order to avoid an interruption in services to the public, the five concession areas previously assigned to Pensus were temporarily operated by Reclamation. In April 2013 Reclamation assigned new names to the five concession areas previously operated by Pensus. Please see Table 1 for a list of the resorts previously operated by Pensus, and the new names associated with these sites.

Statement of Purpose and Need

Recreation is an authorized use within Solano Project, Lake Berryessa under The Reclamation Development Act of 1974, Public Law 93-493, October 27, 1974. 231 The VSP ROD (2006) outlines the recreation services to be provided by concessionaires in order to enhance public use and enjoyment of the lake. Long-term concession contracts of at least thirty years are the preferred method of providing recreation services within the concession areas at Lake Berryessa. Reclamation intends to award long-term concession contracts for Putah Canyon Recreation Area (RA), Monticello Shores RA, Berryessa Point RA, Spanish Flat RA and Steele Canyon RA by 2017. The alternatives examined in this document address the interim recreation plan with options for Reclamation operation, interim commercial concession contractor operation, no operation, or a combination of any of these three options.

Location and Site Description

Current recreation facilities in the five vacant concession areas are minimal consisting mainly of picnic tables and fire rings at three concession areas, Putah Canyon RA, Spanish Flat RA and Steele Canyon RA, while the other two sites Monticello Shores RA and Berryessa Point RA have no recreation facilities. Additional amenities include day use, boat launching, ranger services, entrance booths, signs, courtesy docks, portable restrooms and trash receptacles. No potable water, wastewater or utilities exist at the five concession sites, with the exception of electrical service to entrance booths street lights at Putah Canyon RA, Spanish Flat RA and Steele Canyon RA. Paved launch ramps, roads and parking areas from former concession operations exist at Putah Canyon RA and Steele Canyon RA. No camping is currently provided and recreation fees are not currently being charged at the five vacant concession areas. The table below indicates the size of each site and its available amenities.

Table 1: Vacant Concession Areas

| Name | Former Names | Acreage | Recreation Facilities |
|-----------------------------------|---|----------------|--|
| Putah Canyon Recreation Area | Putah Creek Resort, Chaparral Cove Resort | 320 | Launch ramp, paved parking areas, picnic tables and fire rings |
| Monticello Shores Recreation Area | Rancho Monticello Resort, Manzanita Canyon Resort | 293 | None |
| Berryessa Point Recreation Area | Lake Berryessa Marina Resort, Blue Oaks Resort | 88 | Launch ramp |
| Spanish Flat Recreation Area | Spanish Flat Resort, Foothill Pines Resort | 376 | Picnic tables and fire rings |
| Steele Canyon Recreation Area | Steele Park Resort, Lupine Shores Resort | 257 | Launch ramp, paved parking areas, picnic tables and fire rings |

In addition to the seven concession areas (Figure 1) Reclamation operates and maintains developed government facilities at Oak Shores Day Use Area, Smittle Creek Day Use Area, Eticuera Creek Day Use Area, Olive Orchard Day Use Area, Capell Cove Launch Ramp, and the

Dufer Point Visitor Center (see Figure 2), as well as dispersed recreation access sites around the shoreline.

Concession Locations Outside the Project Area

A total of seven concession locations were identified in the 2006 VSP ROD, five along the eastern shore of Lake Berryessa (Putah Canyon RA, Monticello Shores RA, Berryessa Point RA, Spanish Flat RA and Steele Canyon RA), and Pleasure Cove Marina and Markley Cove Resort, which are located on the southern shore of Lake Berryessa. The table below depicts the seven sites identified in the 2006 VSP ROD and their associated contract information.

Table 2: Lake Berryessa Concession Areas

| Name | Operator | Status | Contract Expiration |
|-----------------------------------|--|--------------------|--|
| Putah Canyon Recreation Area | Reclamation | Vacant | N/A |
| Monticello Shores Recreation Area | Reclamation | Vacant | N/A |
| Berryessa Point Recreation Area | Reclamation | Vacant | N/A |
| Spanish Flat Recreation Area | Reclamation | Vacant | N/A |
| Steele Canyon Recreation Area | Reclamation | Vacant | N/A |
| Pleasure Cove Marina | Forever Resorts | Long Term Contract | Dec 31, 2050 (includes 10 year option to renew) |
| Markley Cove Resort, Mahogany Bay | John C. Frazier III and Linda K. Frazier | Interim Contract | May 26, 2013 |

Pleasure Cove Marina is a full service concession area located on the south shore of Lake Berryessa approximately 17 miles from Winters, California. Pleasure Cove Marina offers lodging, RV and tent camping, day use, boat launching, wet slips, boat and houseboat rentals, fuel and pump-out stations, and a retail store. Pleasure Cove Marina is operated under a 30-year contract and no interruption in services is anticipated.

Markley Cove Resort, operated by John C. Frazier III and Linda K. Frazier (the Fraziers), is located on the south-eastern shore of Lake Berryessa approximately 12 miles from Winters, California. Markley Cove Resort provides full marina services with wet slips, fuel and pump-out station; boat launching, boat rentals, day use, lodging and a retail store under an interim contract which expires in May 2013. Reclamation is currently pursuing a new interim concession contract with the Fraziers to provide continuity of services. If an interim contract is not implemented with the Fraziers, all facilities at Markley Cove are to be removed and replaced by a new interim concession contractor or a long-term concession contractor.

The availability of recreation services at Markley Cove Resort and Pleasure Cove Marina are independent of the scope of the availability of interim recreation services at Putah Canyon RA, Monticello Shores RA, Berryessa Point RA, Spanish Flat RA and Steele Canyon RA. All necessary environmental analysis required for future actions at Markley Cove Resort and Pleasure Cove Marina will be completed under separate environmental analysis.

Figure 1: Lake Berryessa Concession Areas

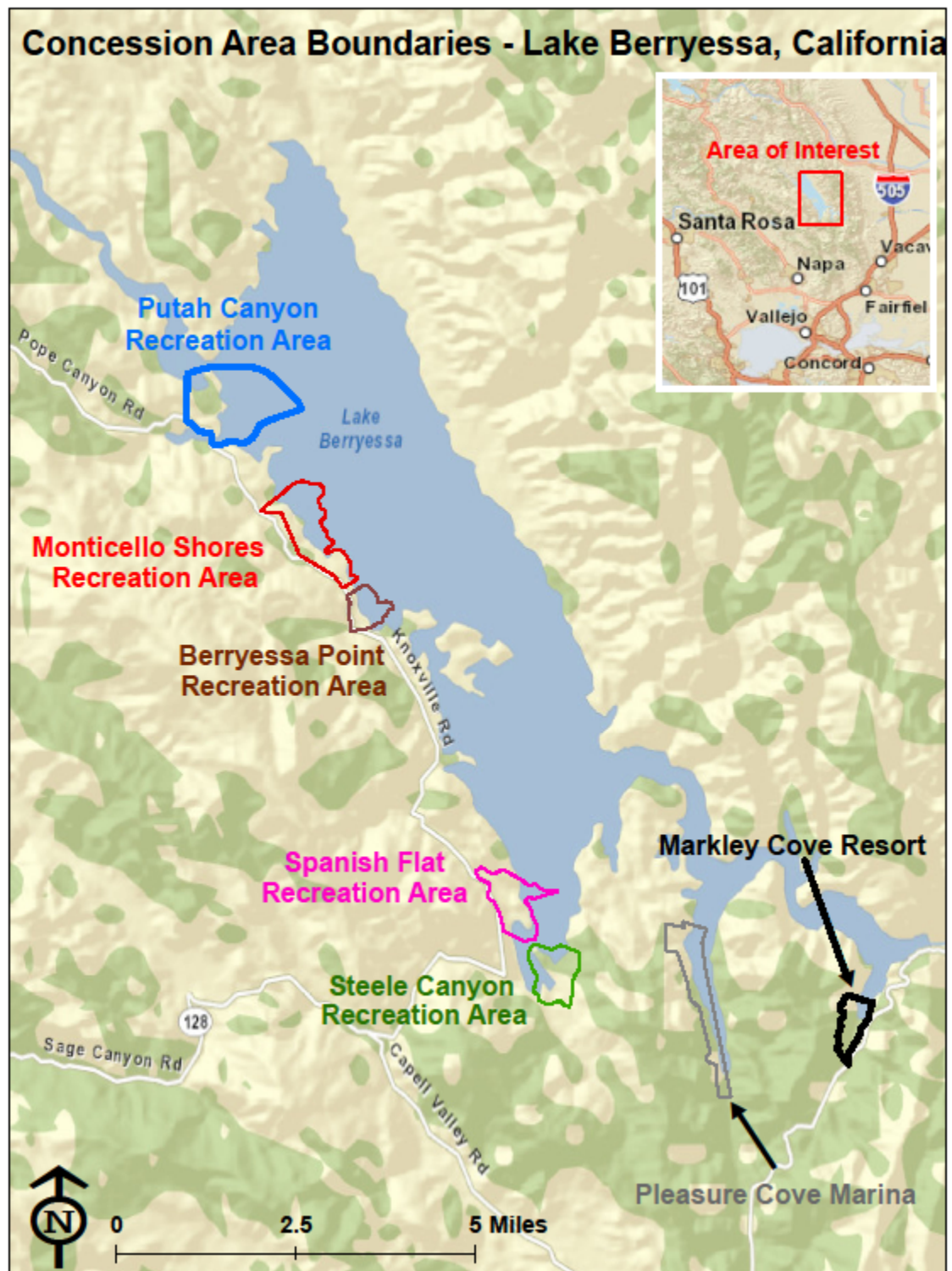
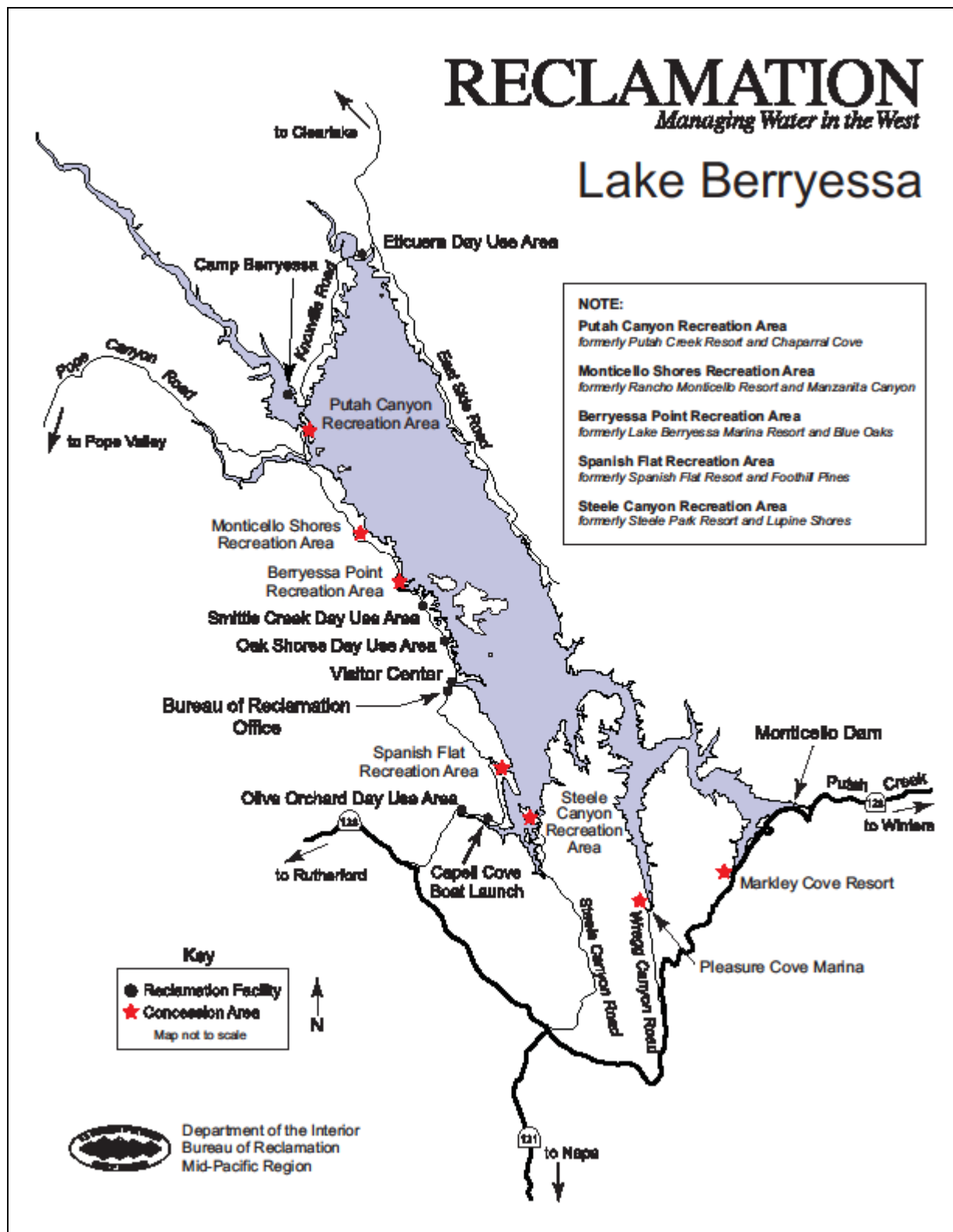


Figure 2: Lake Berryessa Concession Areas and Day Use Areas



Chapter 2 - Alternatives Including Proposed Action

2.1 No Action Alternative

Under the No Action alternative, no camping would be provided at the vacant concession areas. Putah Canyon RA, Spanish Flat RA and Steele Canyon RA would be operated by Reclamation as day use areas in addition to the continued operation of government day use facilities at Oak Shores Day Use Area, Smittle Creek, Elicuera Creek, Olive Orchard, Capell Cove, and the Dufer Point Visitor Center, as well as dispersed recreation sites at additional locations around the shoreline. Monticello Shores RA and Berryessa Point RA would not be available for recreation. Recreation services available at Markley Cove Resort and Pleasure Cove Marina would remain unchanged. Table 3 indicates the recreation availability at the five sites under the No Action Alternative.

Table 3: Proposed Services and Amenities under No Action Alternative

| Name | Proposed Services | Proposed Amenities |
|-----------------------------------|--------------------------|--|
| Putah Canyon Recreation Area | Day Use and Boat Launch | Launch ramp, paved parking areas, picnic tables and fire rings |
| Monticello Shores Recreation Area | None | None |
| Berryessa Point Recreation Area | None | Launch ramp |
| Spanish Flat Recreation Area | Day Use | Picnic tables and fire rings |
| Steele Canyon Recreation Area | Day Use and Boat Launch | Launch ramp, paved parking areas, picnic tables and fire rings |

2.2 Proposed Action Alternative

For the purpose of providing interim recreation services, Reclamation proposes to award interim concession contracts for the vacant concession areas at Lake Berryessa dependent upon commercial interest. If interim concession contracts are not awarded, Reclamation proposes to continue to provide recreation services at the vacant concession areas. Interim concession contractors would be provided with some government-furnished facilities, such as picnic tables, fire rings, concrete vault toilets, water wells and electrical hook-ups. These facilities would remain as the property of the United States throughout the term of the concession contract. Interim concession contractors would be encouraged to expand the amenities to include such services as temporary wet slips, dry storage, fuel service, lodging, expanded retail stores, food services, and other services and amenities.

Under the Proposed Action, additional amenities would include day use, boat launching, ranger services, entrance booths, signs, courtesy docks, picnic tables, portable restrooms and trash

receptacles. No potable water, wastewater or utilities exist at the five concession sites, with the exception of electrical service to entrance booths and street lights at Putah Canyon RA, Spanish Flat RA and Steele Canyon RA. A combination of services and amenities in the concession areas provided by interim concession contractors could include RV/tent camping picnic sites, launching and day use (Table 4.)

In addition to interim recreation services for up to five vacant concession locations, the government-operated Oak Shores Day Use Area would be temporarily converted to a campground operated by an interim concessionaire or Reclamation. Camping would be situated in the northern portion of the Oak Shores Day Use Area in the areas currently used for day use. Day use would still be available in the southern portion of the Oak Shores Day Use Area.

Table 4: Proposed Services and Amenities under Proposed Action

| Name | Proposed Services | Proposed Amenities |
|-----------------------------------|----------------------------------|---|
| Putah Canyon Recreation Area | Day Use, Camping and Boat Launch | Launch ramp, paved parking areas, picnic tables and fire rings; 130 campsites (60 tent only, 45 standard, 25 RV) 30 day use, and associated parking |
| Monticello Shores Recreation Area | None proposed | No amenities would be provided |
| Berryessa Point Recreation Area | None proposed | No amenities would be provided |
| Spanish Flat Recreation Area | Day Use and Camping | Picnic tables and fire rings; 115 campsites (20 tent only, 95 standard) 30 day use, and 1 large group site, and associated parking. |
| Steele Canyon Recreation Area | Day Use, Camping and Boat Launch | Launch ramp, paved parking areas, picnic tables and fire rings; 106 campsites (25 tent only, 75 standard, 6 RV) 75 day use sites and 1 large group site, and associated parking. |
| Oak Shores Day Use Area | Day Use and Camping | Potable water, flush restrooms, shade shelters, paved roads and parking; 82 tent campsites and 15 RV campsites in the north end of Oak Shores. Services such as camping with potable water, flush restrooms, shade shelters, fire rings, upright BBQs, level tent pads, paved roads and parking, ADA accessible facilities. |

All Reclamation provided facilities, amenities and services described in the table above are dependent upon available funding. Reclamation will continue to operate day use facilities at the south end of Oak Shores, Smittle Creek, Eticuera Creek, Olive Orchard, Capell Cove, and the Dufer Point Visitor Center, as well as dispersed recreation sites at additional locations around the shoreline. Recreation services available at Markley Cove Resort and Pleasure Cove Marina would remain unchanged.

The interim concession contracts implemented as part of the Proposed Action are not expected to exceed two years with a one to two year option. Long-term concession contracts will be awarded to concession contractors as stated in the VSP ROD. Allowing camping at the Oak Shores Day Use Area is temporary, and improvements inconsistent with the permanent use of the Oak Shores Day Use Area for day use will be removed.

2.3 Cumulative Actions

Subject to availability of funds and contract determination, Reclamation will begin planning to complete a number of facility improvements at Putah Canyon RA, Monticello Shores RA, Berryessa Point RA, Spanish Flat RA and Steele Canyon RA. These improvements listed below would be for the purpose of providing basic services to the public to improve recreation at Lake Berryessa, and are intended to be permanent infrastructure independent of the award of interim concession contracts. Should the Proposed Action be implemented, the interim concession contractors may be allowed use of any assigned Reclamation facilities, including these improvements. Items listed below will be subject to site specific environmental analysis as applicable.

1. Installation of approximately two vault toilets at Putah Canyon RA, Spanish Flat RA and Steele Canyon RA.
2. Development of potable water at Putah Canyon RA and Monticello Shores RA.
3. Design and installation of RV dump stations with holding tanks at Putah Canyon RA, Spanish Flat RA and Steele Canyon RA.
4. Connection to existing water systems at Spanish Flat RA and Steele Canyon RA and repairs to and/or development of distribution systems.
5. Repair, upgrade and/or development of electrical services at Putah Canyon RA, Spanish Flat RA and Steele Canyon RA.
6. Design wastewater treatment facilities and collection systems at Putah Canyon RA and Steele Canyon RA.
7. Design, repair, and/or development of a wastewater collection system at Steele Canyon RA to connect to the existing Napa Berryessa Resort Improvement District wastewater treatment facility.
8. Slope stabilization at Spanish Flat RA.
9. Design removal and replacement plans for the boat launch ramp at Steele Canyon RA (if no agreement is reached with the former concession operator).
10. Removal of the retaining wall on the peninsula at Berryessa Point RA.
11. Installation of upright barbeques at Putah Canyon RA, Spanish Flat RA and Steele Canyon RA.

Chapter 3 - Affected Environment and Environmental Consequences

This section identifies the potentially affected environment and the environmental consequences involved with the Proposed Action and the No Action Alternative, in addition to environmental trends and conditions that currently exist. The following is a list of environmental resources analyzed:

- Cultural Resources
- Noise
- Public Service and Utilities
- Recreation
- Transportation and Circulation

The environmental review performed in this document is programmatic and limited to the Proposed Action alternatives. Additional site specific environmental analysis will be conducted upon further development of the concession areas.

Global Climate Change – The Proposed Action is not expected to result in an increase in the production of greenhouse gases, and therefore will not have an adverse effect on climate change.

Environmental Justice – Minority or low income populations would not be differentially affected by the Proposed Action and therefore no environmental justice impacts would occur.

Indian Trust Assets (ITAs) – The proposed action will have no impact on ITAs.

Indian Sacred Sites: No Indian sacred sites have been identified within or adjacent to the footprint of the Proposed Action.

3.1 Cultural Resources

3.1.1 Affected Environment

There is every indication that the Berryessa area supported a large Native American population during prehistoric times, which is evidenced by deep, well developed cultural deposits and an abundance of artifacts. The ethnographic literature indicates that at the time of European contact, the Lake Berryessa area was within Native American Patwin territory. The Patwin are a division of the Wintuan linguistic group, which is part of the larger Penutian language family. The Hill Patwin inhabited the numerous intermontane valleys, especially along the drainages of Putah and Cache Creek with large seasonal villages were concentrated along the river.

On November 3, 1843, Governor Micheltorena gave the Berryessa brothers one of the largest Mexican land grants in Alta California, eight square leagues bounded by the range of hills encompassing the entire Berryessa Valley. In 1866 E.A. Peacock erected the Berryessa Hotel (or Peacock Hotel, as it was more commonly known), it was the first commercial structure of

importance in Berryessa Valley and established the beginnings of the town of Monticello. Farmers in the early years predominately raised cattle, sheep, hogs, and horses. Large ranches of rich bottomland and rolling hills offered summer and winter grazing within the valley area. Grain was abundant, and table food was supplied to all the ranchers.

In 1947, Reclamation partnered with Solano County to create the Solano Project, which was designed to prevent flooding downstream and to provide a reservoir of water for agricultural, urban, industrial, military, and recreational uses. The Solano Project was authorized by the Secretary of the Interior on November 11, 1948, under the terms of the Reclamation Project Act of 1939. By 1950 the inhabitants of the Berryessa Valley were well aware of the “Solano Project” and the impending doom of their community. By 1955 trees, orchards, houses and barns were being demolished and removed. By 1956, almost all of the inhabitants had moved out of the valley.

The Lake Berryessa area was first investigated by the Smithsonian Institution River Basin Survey, in 1948, and from 1956-1958, prior to construction of Monticello Dam. These survey and excavation efforts resulted in the location of 150 archaeological sites, many of which are listed as midden on the site records (Elsasser and Treganza in 1956 and by Arnold and Reeve 1957 – 1958) and indicate deposits of considerable cultural significance. Shortly after this work was conducted and the sites excavated, the reservoir was filled. Between 1976 and 1982, surveys along the western shore were conducted (True and M.A. Baumhoff 1982, 1985). In response to planning, recreation, and concession actions on Reclamation lands, Reclamation has completed many cultural resource investigations since that time within the Berryessa Valley. Recently, Reclamation completed surveys of all the concession areas (Holson and Ledebuhr 2013) that were not fully inventoried and documented to current standards. In addition, Reclamation has completed a contextual investigation and report for the Lake Berryessa Vicinity (Holm, Lisa, Grahm Dalldorf, and John Holson 2012).

3.1.2 Environmental Consequences

3.1.2.1 No Action Alternative

Under the No Action Alternative, the five vacant concession areas would remain vacant until long-term concession contracts are awarded, with at least three of the concession areas open for minimal day use. Under the No Action Alternative, minimal services such as day use and launching would continue at Putah Canyon RA and Steele Canyon RA, day use at Spanish Flat RA, and Oak Shores would remain as a day use area with no camping available. Reclamation would not have a Federal action and would not have an undertaking as defined by Section 301(7) of the National Historic Preservation Act. Conditions would remain the same and there would be no impacts to cultural resources from the No Action Alternative.

3.1.2.2 Proposed Action Alternative

Under the Proposed Action, increased recreation services would be provided at approximately three of the five vacant concession areas by either a contractor under an interim services contract or by Reclamation. The northern portion of Oak Shores Day Use Area would temporarily allow

camping. Chaparral Cove, Foothill Pines, and Lupine Shores would have camping, day use, and launching available. The Proposed action is Programmatic and limited to the proposed action alternatives. Additional site specific environmental analysis will be conducted as applicable upon further development of the already highly developed concession areas. The currently Proposed Action would not result in any change in use or modification of prior use, nor would it result in a change of land use. As a result, the Proposed Action Alternative for Reclamation or a contractor to provide interim recreation services at Lake Berryessa within Putah Canyon Recreation Area (RA), Monticello Shores RA, Berryessa Point RA, Spanish Flat RA and Oak Shores Day Use Area has no potential to cause effects to historic properties pursuant to the Section 106 implementing regulations at 36 CFR Part 800.3(a)(1).

3.2 Noise

3.2.1 Affected Environment

Lake Berryessa is in a remote rural setting with relatively low existing noise levels, with the exception of higher-use commercial areas along the western shore (concession areas), which provide only minimal services to the public at this time. Under previous operations, the most intense noise would occur at the resorts on the western shore during summer daylight hours (9:00 a.m. to 4:00 p.m.) due to the concentrated operation of motorized watercraft (i.e., motorboats and personalized watercraft) in and around the marinas.

Napa County monitored noise levels in select locations throughout the county during 2004, including two locations near Lake Berryessa, on Berryessa-Knoxville Road at the 'Welcome to Lake Berryessa' sign and at the Steele Park Resort - Boat Launch Ramp (Steele Canyon RA). The maximum noise level during the monitoring period was 60.9 decibels (dB) at Berryessa-Knoxville Road and 62.1 dB at Steele Canyon RA (Napa County 2005). These noise levels are typical of a commercial area or vehicle traffic corridor. Most of the sound measurements were less than 35.8 dB at Berryessa-Knoxville Road and less than 47.7 dB at Steele Canyon RA. These low noise levels are comparable to a quiet residential neighborhood at night. Traffic noise was the dominant source of noise.

3.2.2 Environmental Consequences

3.2.2.1 No Action Alternative

Under the No Action Alternative, the five vacant concession areas would remain vacant until long-term concession contracts were awarded, with at least three of the concession areas open for day use. Under the No Action Alternative, minimal day use would continue at Putah Canyon RA, Spanish Flat RA and Steele Canyon RA, and Oak Shores Day Use Area would not provide a camping facility. Boat launches would continue to be available at Putah Canyon RA and Steele Canyon RA. Noise associated with the No Action Alternative would be the result of recreation within the concession locations, day use areas, additional location around the shore and the on the lake itself.

3.2.2.2 Proposed Action Alternative

Under the Proposed Action, increased recreation services would be provided at approximately three of the five vacant concession areas by either a contractor under an interim services contract or by Reclamation. The northern portion of Oak Shores Day Use Area would temporarily allow camping. Putah Canyon RA, Spanish Flat RA, and Steele Canyon RA would have camping, day use, and launching available. Noise associated with the Proposed Action would be the result of recreation within the concession locations, day use areas, and additional locations along the shore and on the lake itself. Night time noise may increase as compared to the No Action Alternative due to the addition of over-night camping, however, Reclamation and/or the concession contractor would enforce quiet hours after 10:00 PM. The increased noise in the evenings due to the Proposed Action would be consistent to the uses available during the previous concessionaire's recreation management.

3.3 Public Services and Utilities

3.3.1 Affected Environment

Napa County provides fire, ambulance and law enforcement to the five vacant concession locations and Oak Shores Day Use Area in coordination with the California Department of Forestry and Fire Protection (Cal Fire.) Electrical service in the region is provided by Pacific Gas and Electric (PG&E) at Oak Shores Day Use Area, but electrical service only runs to the entrance stations and street lights in Putah Canyon RA, Spanish Flat RA and Steele Canyon RA.

Water and wastewater services at the Oak Shores Day Use Area are provided by Reclamation. Two of the concession areas, Spanish Flat RA and Steele Canyon RA, are within the service area of existing water and wastewater utility districts. The Napa Berryessa Resort Improvement District service area encompasses an unincorporated portion of Napa County including the Berryessa Highlands community and Steele Canyon RA. The Napa Berryessa Resort Improvement District is currently under a cease and desist order and unable to accept additional wastewater customers until necessary upgrades are completed to their wastewater system; these improvements are scheduled for completion by the end of 2013. Water service at Steele Canyon RA is available from Napa Berryessa Resort Improvement District.

Spanish Flat Water District service area encompasses an unincorporated portion of Napa County including the Spanish Flat community and Spanish Flat RA. Due to limited wastewater capacity Spanish Flat is only able to provide water service to Spanish Flat RA.

3.3.2 Environmental Consequences

3.3.2.1 No Action Alternative

Under the No Action Alternative, the five vacant concession areas would remain vacant until long-term concession contracts were awarded, with at least three of the concession areas open for minimal day use. Oak Shores Day Use Area would remain open for day use and no camping at this site would be provided. Currently there is no water or wastewater within any of the five

vacant concession areas. Currently there is electrical service to the entrance stations and streetlights in Putah Canyon RA, Spanish Flat RA and Steele Canyon RA. Water is not available and the only restroom facilities are portable. The No Action Alternative will not change the demand on public services and utilities.

3.3.2.2 Proposed Action Alternative

Under the Proposed Action, increased recreation services would be provided at approximately three of the five vacant concession areas by either a contractor under an interim services contract or by Reclamation. The northern portion of Oak Shores Day Use Area would temporarily allow camping. There would be no water or wastewater within any of the five vacant concession areas, however water may be available for purchase and portable restrooms would be available. Water and wastewater service would be available to campers at Oak Shores Day Use Area. Electrical service to the entrance stations and streetlights in Putah Canyon RA, Spanish Flat RA and Steele Canyon RA would be available under the Proposed Action. The Proposed Action will not change the demand on public services and utilities.

Independent of the Proposed Action and depending on availability and funding Reclamation may develop water, wastewater and electrical services within the Project Areas. Reclamation plans to develop infrastructure to connect to PG&E, Napa Berryessa Resort Improvement District, and Spanish Flat Water District as capacity and funding are available. If capacity is unavailable Reclamation intends to develop independent water and wastewater systems. Any development in the concession areas will be covered by a separate NEPA analysis.

3.4 Recreation

3.4.1 Affected Environment

Lake Berryessa is a popular recreation area, receiving more than 500,000 visitors each year. It is the largest reservoir in the eastern foothills of the North Coast Range, and, with the exception of the Sacramento-San Joaquin Delta, it is the only large freshwater resource available to San Francisco Bay Area residents. The lake attracts visitors for a variety of recreation opportunities, such as boating, water skiing, picnicking, camping, hiking, swimming, and fishing. Most of the recreation activities are water-dependent; therefore, visitor use is higher in the summer. An estimated 75 percent of total visitation occurs between Memorial Day and Labor Day weekends (U.S. Bureau of Reclamation 2006).

The concession contracts for Putah Canyon RA, Monticello Shores RA, Berryessa Point RA, Spanish Flat RA and Steele Canyon RA were awarded to Pensus. In addition to these five concession sites Pensus was also awarded the long-term concession contract for Markley Cove beginning in May of 2013. The concession contract with Pensus was terminated in 2012. Currently Putah Canyon RA, Spanish Flat RA and Steele Canyon RA are operated by Reclamation with minimal services. Monticello Shores RA and Berryessa Point RA have no services available and are closed to the public at this time.

3.4.2 Environmental Consequences

3.4.2.1 No Action Alternative

Under the No Action Alternative, the five vacant concession areas would remain vacant until long-term concession contracts are awarded, with at least three of the concession areas open for minimal day use. Under the No Action Alternative, minimal services such as day use and launching would continue at Putah Canyon RA and Steele Canyon RA, day use at Spanish Flat RA would continue, and Oak Shores Day Use Area would remain as a day use area with no camping available. See Table 3Table 4 for services proposed under the No Action Alternative. Recreation services available at Markley Cove Resort and Pleasure Cove Marina would remain unchanged.

3.4.2.2 Proposed Action Alternative

The Proposed Action would provide additional recreation services at some or all of the vacant concession areas and increase the amount of available camping. See Table 4 for services proposed under the Proposed Action. Some of the Oak Shores Day Use Area may be temporarily converted to provide additional camping opportunities around the lake. The Proposed Action would result in enhanced recreation services and access.

3.5 Transportation and Circulation

3.5.1 Affected Environment

Regional access to Lake Berryessa is provided by State Route (SR) 121 and SR 128, which feed to local county roads (Berryessa-Knoxville Road, Pope Canyon Road, Steele Canyon Road, and Wragg Canyon Road). Pope Canyon Road intersects Berryessa-Knoxville Road at the northwest corner of the lake and serves Lake County and other northern areas. The local roads are paved with two lanes, designed for 25 to 55 miles per hour traffic. Primary access roads in the area operate below capacity except on weekends and holidays. Accident rates are comparable to those of other state roads on similar terrain.

The main routes feed traffic onto additional county roads that provide direct access to the lake or to remote areas beyond the lake. Berryessa-Knoxville Road is a county road that provides access to the west and north shores of the lake. It serves Putah Canyon RA, Monticello Shores RA, Berryessa Point RA, Spanish Flat RA, four public day-use areas, a public launch ramp, several small stores and three private residential developments. Traffic on Berryessa-Knoxville Road includes commercial, residential, and recreation users, and daily traffic counts vary depending on the time of year and road segment. Steele Canyon Road provides access to Steele Canyon RA, and serves local traffic to and from a private residential development.

During April and May of 2004, average daily traffic was estimated to be between 262 and 921 on the portion of Berryessa-Knoxville Road accessing the five vacant concession locations and Oak Shores Day Use Area; during March 2008 average daily traffic was estimated to be between 578 and 472 on Steele Canyon Road (Napa County 2009). Based on the average daily traffic, during

this period of study Steele Canyon Road and Berryessa-Knoxville Road operated at levels of service of A (Napa County 2008). A level of service of “A” means that traffic is relatively free flowing, with little or no limitation on vehicle movement or speed. A level of service of “D” or better is the desired condition for county roads (Napa County 2008).

3.5.2 Environmental Consequences

3.5.2.1 No Action Alternative

Under the No Action Alternative, the five vacant concession areas would remain vacant until long-term concession contracts were awarded, with at least three of the concession areas open for minimal day use. Under the No Action Alternative, day use would continue at Putah Canyon RA, Spanish Flat RA, Steele Canyon RA and Oak Shores Day Use Area. Boat launches would continue to be available at Putah Canyon RA and Steele Canyon RA. Recreation services available at Markley Cove Resort and Pleasure Cove Marina would remain unchanged. Under the No Action Alternative average daily traffic would remain consistent with the average daily traffic for the period of study which had a level of service of “A” (Napa County 2004, 2008 and 2009). The No Action Alternative meets the Napa County General Plan goal of a level of service of “D” or better for county roads and (Napa County 2008).

3.5.2.2 Proposed Action Alternative

Under the Proposed Action, additional recreation services would be provided at some or all of the vacant concession areas and some of the Oak Shores Day Use Area may be temporarily converted to provide additional camping opportunities. Interim recreational opportunities would be provided through the award of interim concession contracts for the vacant concession areas at Lake Berryessa or by Reclamation providing recreation services at the vacant concession areas. Under the Proposed Action average daily traffic would remain consistent with the average daily traffic for the period of study which had a level of service of “A” (Napa County 2004, 2008 and 2009). The Proposed Action meets the Napa County General Plan goal of a level of service of “D” or better for county roads (Napa County 2008).

If interim concession contractors and/or Reclamation operate the five vacant concession locations and converts a portion of Oak Shores Day Use Area to temporarily allow for camping, the Proposed Action may increase visitors to Lake Berryessa and the region potentially increasing traffic. However, the Proposed Action is a temporary measure until long-term concession contracts can be awarded. Any traffic resulting from development will be evaluated in a separate NEPA analysis.

3.6 Cumulative Effects

According to the Council on Environmental Quality regulations for implementing the procedural provisions of NEPA, a cumulative impact is defined as *the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (Federal or non-Federal) or*

person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time.

Concurrent to the implementation of the Proposed Action and subject to availability of funds, Reclamation will begin planning to complete a number of facility improvements to the five vacant concession areas. These improvements would be for the purpose of providing basic services to the public to improve recreation at Lake Berryessa, and are intended to be permanent infrastructure independent of the award of interim concession contracts. Should the Proposed Action be implemented, the interim concession contractors may be allowed use of any assigned Reclamation facilities, including these improvements. All necessary environmental analysis required for future actions at the five vacant concession areas and the Oak Shores Day Use Area will be completed under separate environmental analysis.

Chapter 4 - Consultation and Coordination

This section presents the agencies and parties that were coordinated or consulted with during the development of the document, the applicable Federal, State, and local requirements the project will comply with, and the distribution list.

4.1 Consultation and Coordination

Agencies and parties that were contacted during the development of this document include:

- Napa Berryessa Resort Improvement District
- Spanish Flat Water District
- Napa County
- City of Winters
- Lake Berryessa Community Forum

The Lake Berryessa Community Forum is designed to promote public input regarding future recreation opportunities and services at Lake Berryessa. The purpose of the Forum is to promote communication and collaboration in implementing the Lake Berryessa VSP ROD and address issues of mutual concern. The following stakeholder groups form the Coordinating Team for the Lake Berryessa Community Forum: Local Landowners and Residents, Local Ranchers, Local Businesses, Land-based Recreation, Water-based Recreation, Conservation Groups, Gateway Communities, Water Quality and Water Supply, Public Services and Public Safety, Fish and Wildlife Management, and Broad Based Interests.

4.2 Public Review Period

Reclamation has made the environmental assessment available under a public notice from April 15, 2013 to April 29, 2013. Reclamation's intends to sign a Finding of No Significant Impact (FONSI) and all comments will be addressed in the FONSI. Additional analysis will be prepared if substantive comments identify impacts that were not previously analyzed or considered.

Chapter 5 - References

- Holm, Lisa, Grahm Dalldorf, and John Holson. 2012. Historic Context and Research Design for Cultural Resources on Bureau of Reclamation Lands, Lake Berryessa, Napa County, California.
- Holson, John and Sandra Ledebuhr. 2013. Cultural Resources Inventory for the Pleasure Cove, Chaparral Cove, Lupine Shores, Foothill Pines, Manzanita Canyon, Blue Oaks, and Markley Cove Recreation Areas, Lake Berryessa, Napa County, California.
- Napa County. 2005. Napa County Baseline Data Report. Napa County. Online: http://www.napawatersheds.org/files/managed/Document/2357/Ch06_NoiseResources.pdf and http://www.napawatersheds.org/files/managed/Document/2324/Ch11_Transportation.pdf
- Napa County. 2009. Traffic Volumes. Napa County Department of Public Works. Online: <http://www.countyofnapa.org/WorkArea/DownloadAsset.aspx?id=4294968037>
- Napa County. 2008. Napa County General Plan. Napa County.
- True, D.L. and M. A. Baumhoff. 1982. Archaeological Investigations at Lake Berryessa. Prepared for the U.S. Bureau of Reclamation: Mid Pacific Region, Sacramento, Ca. (P.O. 2-01-20-00734).
- True, D.L. and M. A. Baumhoff. N.D. A Revised Progress Report on Archaeological Investigations at Lake Berryessa, Napa County, California.
- United States Bureau of Reclamation. 2005. Lake Berryessa Visitor Services Plan. United States Online: http://www.usbr.gov/mp/nepa/nepa_projdetails.cfm?Project_ID=41
- United States Bureau of Reclamation. 2008. Lake Berryessa Resource Inventory Study. United States Bureau of Reclamation.

Appendix A

Interagency Consultation



Harris, Melissa <mmharris@usbr.gov>

ITA Request for EA: Interim Service at Lake Berryessa

RIVERA, PATRICIA <privera@usbr.gov>

Thu, Apr 4, 2013 at 2:25 PM

To: "Harris, Melissa" <mmharris@usbr.gov>

Cc: Kristi Seabrook <kseabrook@usbr.gov>, Mary Williams <marywilliams@usbr.gov>

Melissa,

I reviewed the proposed action of providing interim recreation services, Reclamation proposes to award interim concession contracts for the vacant concession areas at Lake Berryessa dependent upon on commercial interest. If interim concession contracts are not awarded, Reclamation proposes to continue to recreation services at the vacant concession areas. Interim concession contractors would be provided with some government-furnished facilities, such as picnic tables, fire rings, concrete vault toilets, water wells and electrical hook-ups. These facilities would remain as the property of the United States throughout the term of the concession contract.

Under the Proposed Action, additional amenities would include day use, boat launching, ranger services, entrance booths, signs, courtesy docks, picnic tables, portable restrooms and trash receptacles. No potable water, wastewater or utilities exist at the five concession sites, with the exception of electrical service to entrance booths at Concession Areas A, D and E.

In addition to interim recreation services for up to five vacant concession locations, the northern portion of the government-operated Oak Shores Day Use Area would be temporarily converted to a campground operated by an interim concessionaire or Reclamation. A mix of services and amenities in the concession areas provided by interim concession contractors could include RV/tent camping that would utilize the existing picnic sites, launching and day use.

The proposed action does not have a potential to affect Indian Trust Assets.

Patricia Rivera

Native American Affairs Program Manager
US Bureau of Reclamation
Mid-Pacific Region
2800 Sacramento, California 95825
(916) 978-5194



United States Department of the Interior

BUREAU OF RECLAMATION
Mid-Pacific Regional Office
2800 Cottage Way
Sacramento, California 95825-1898

IN REPLY
REFER TO:
MP-153
ENV-3.00

VIA ELECTRONIC MAIL ONLY

April 9, 2013
MEMORANDUM

To: Melissa Harris
CCAO

From: Scott Williams
Archaeologist – Division of Environmental Affairs

Subject: Interim Recreation Services at Lake Berryessa (13-CCAO-143)

The proposed undertaking for Reclamation to provide interim recreation services at Lake Berryessa within Putah Canyon Recreation Area (RA), Monticello Shores RA, Berryessa Point RA, Spanish Flat RA and Oak Shores Day Use Area has no potential to cause effects to historic properties pursuant to the Section 106 implementing regulations at 36 CFR Part 800.3(a)(1). Lake Berryessa is located in Napa County, California.

| Current Name | Quadrangle |
|-----------------------------------|--|
| Putah Canyon Recreation Area | Chilies Valley and Walker Springs Quads. T9N/R4W, Section 15 |
| Monticello Shores Recreation Area | Chilies Valley Quad. T9N/R4W, Section 26 |
| Berryessa Point Recreation Area | Lake Berryessa and Chilies Valley Quads. T9N/R4W, Section 36 |
| Spanish Flats Recreation Area | Lake Berryessa Quad. T8N/R3W, Section 20 |
| Steele Canyon Recreation Area | Lake Berryessa Quad. T8N/R3W, Section 28 and 29 |
| Oak Shores Day Use Area | Lake Berryessa Quad. T8N/3W, Section 7 |

The project proposes to provide interim recreation services, Reclamation proposes to award interim concession contracts for the vacant concession areas at Lake Berryessa dependent upon on commercial interest. If interim concession contracts are not awarded, Reclamation proposes to continue to recreation services at the vacant concession areas. The environmental review performed in this document is programmatic and limited to the proposed action alternatives. Additional site specific environmental analysis will be conducted upon further development of the concession areas.

I concur that there will be no adverse effect to historical properties, for this action.

This concludes the Section 106 review process. Please retain a copy of this Memo with the administrative record for this action. If the project activities change or circumstances are altered after this review, there may be additional Section 106 review responsibilities up to and including consultation with the California State Historic Preservation Officer.