



Lake Roosevelt National Recreation Area, Washington



Lake Roosevelt National Recreation Area Shoreline Management Plan Environmental Assessment



United States Department of the Interior

NATIONAL PARK SERVICE
Lake Roosevelt National Recreation Area
1008 Crest Drive
Coulee Dam, Washington 99116

IN REPLY REFER TO: L30

Dear Reviewer:

The National Park Service at Lake Roosevelt National Recreation Area has completed the Draft Shoreline Management Plan (SMP) and is seeking public comments on the plan.

You are invited to join us at one of four open house meetings to be held during the formal 45-day public review period from September 28, 2009 to November 11, 2009. The open houses will be held during the week of October 5 through 9, 2009, in the communities of Colville, Davenport, Coulee Dam & Spokane. Specific dates, times and locations will be announced at a later date. The SMP is also available to be viewed and/or downloaded from the Planning, Environment and Public Comment system (PEPC) website <http://www.nps.gov/laro/parkmgmt/planning.htm>.

Individuals or organizations wishing to provide written comments during the review period can submit them one of three ways: electronically on the PEPC website, in person at one of the open houses, or by mail no later than November 11, 2009. Mailed comments should be addressed to: Superintendent, Lake Roosevelt National Recreation Area, 1008 Crest Drive, Coulee Dam WA 99116.

The four preliminary draft alternatives provide a foundation for decision-making as the NPS moves forward with the Shoreline Management Plan. Alternative A, the "No Action" Alternative, is a continuation of current management strategies under existing funding levels. Alternative B focuses on enhancing visitor use management strategies such as permits, zoning and education. Alternative C focuses on improving existing partnerships and coordination with public groups and agencies. Alternative D emphasizes new infrastructure to provide additional recreational opportunities. Although the emphasis in each alternative is different, each alternative uses selections from the same suite of strategies (management changes, agency cooperation and recreational development) to accomplish its objectives. For example, although Alternative B would rely most heavily on management strategies, it would also call for the development of some new facilities.

Your role in this process continues to be extremely important. I encourage you to critically review the draft alternatives and determine if the issues that Lake Roosevelt faces, such as providing adequate public access to the lake as visitation increases, cleaning up our beaches and day use areas, and balancing the ecological health of the lake with the needs of the large boating community, are adequately addressed in the alternatives.

We look forward to continuing to work with you to improve and protect the recreational opportunities, accessibility and beauty of Lake Roosevelt National Recreation Area. Thank you for your help.

Sincerely,

Debbie Bird

September 2009

Shoreline Management Plan Environmental Assessment

Lake Roosevelt, Washington

Lake Roosevelt National Recreation Area

1008 Crest Drive

Coulee Dam, WA 99116-1259

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Pacific West Region—Seattle Office

Park Planning and Environmental Compliance

909 First Avenue

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United States Department of the Interior

Executive Summary

Lake Roosevelt National Recreation Area, a unit of the National Park System, has undertaken the development of a Shoreline Management Plan tiered off of its General Management Plan (GMP) (NPS 2000).

Implementation of the proposals in the Shoreline Management Plan would likely occur over a 15-year period, following approval of a proposed action. Currently, there are four alternatives from which to select an implementation plan. These alternatives are labeled **Alternative A: No Action** (Continue Current Management), **Alternative B (Preferred)** (Visitor Use Management and Education), **Alternative C** (Partnerships and Agency Coordination), and **Alternative D** (Built Recreation Facilities) and are summarized in the accompanying Plan/Environmental Assessment.

Each alternative includes strategies that address the major planning issues identified for the Shoreline Management Plan, including: improving public access to the shoreline, improving visitor use of the shoreline, increasing the recreational capacity of the lake, mitigating for proposed summer lake level changes, improving coordination among partners, managing shoreline natural and cultural resources, as well as enhancing public use and providing more information to visitors. Each alternative also addresses the GMP direction to provide a full-service marina and other facilities at Crescent Bay.

The alternatives are based on the purpose and need identified for the Shoreline Management Plan, including implementing GMP provisions, analyzing existing developments for potential expansion of existing or construction of new facilities, increasing consistency in shoreline management among the NPS, the Confederated Tribes of the Colville Reservation, the Spokane Tribe of the Spokane Reservation, and other partner agencies and organizations; considering more active methods for managing visitor use; initiating a process to guide potential future development; and addressing proposed additional fluctuation in lake levels.

The Alternative Comparison Chart (Table III-2) provides a summary of the major features of each alternative. While all alternatives would have potential negligible to moderate (mostly localized) environmental impacts, the degree of these impacts varies. These impacts are summarized in Table VII-4 (Impact Comparison Chart). Between these sections, the Affected Environment chapter describes key Lake Roosevelt National Recreation Area natural, cultural, scenic, and recreational resources and values.

The Shoreline Management Plan / Environmental Assessment will be available for a 45 day public review period from September 28 to November 11, 2009. See page 56 and 249 for information on how to submit comments. Comments will be analyzed and if no significant impacts are identified, the recreation area superintendent will recommend a proposed action to the NPS Pacific West Regional Director and a Finding of No Significant Impact will be prepared. If this does not occur, additional planning would be undertaken.

How This Plan/Environmental Assessment (EA) Is Organized

TABLE OF CONTENTS

This lists the chapters and primary subsections of each and where they may be found within the document.

CHAPTER I—INTRODUCTION

This chapter introduces the park, the project area and the planning background for the project, including the purpose and significance of the park and the scope of the project.

CHAPTER II—PURPOSE AND NEED

This chapter identifies the purpose and need for the proposed actions and the planning background for the project, including related laws, policy, and park plans. It also summarizes public participation to date.

CHAPTER III—ALTERNATIVES

This chapter describes the proposed alternative courses of action; including the reasons for dismissing options that do not meet project objectives or other defined criteria. It also identifies and provides analysis related to the selection of the Environmentally Preferred Alternative. The Alternative Comparison Chart (Table III-1) highlights the major differences among the alternatives.

CHAPTER IV—CRESCENT BAY DEVELOPMENT CONCEPT PLAN:

This chapter describes proposed options for the Crescent Bay area that would be incorporated in Alternatives A-D.

CHAPTER V—ENVIRONMENTAL IMPACT ANALYSIS METHODOLOGY

Methodology identifies the means by which impacts to various resources are analyzed. It also includes Impact Topics, which describes the potentially affected resources and laws or policy relating to their inclusion in this EA. This section also identifies those resources that have been dismissed from further analysis due to their having no identified or negligible potential environmental consequences.

CHAPTER VI—AFFECTED ENVIRONMENT

Affected Environment describes the existing environment by resource category.

CHAPTER VII—ENVIRONMENTAL CONSEQUENCES:

Environmental Consequences provides analysis of effects associated with the alternatives including cumulative impacts. Similar to Chapter III: Alternatives, the Environmental Consequences section contains an Impact Comparison Chart (Table VII-I) to compare the differences in projected impacts among the alternatives.

CHAPTER VIII—CONSULTATION AND COORDINATION (LIST OF PERSONS AND AGENCIES CONSULTED/PREPARERS)

This chapter contains a review of consultation and coordination efforts undertaken for the Shoreline Management Plan Environmental Assessment.

CHAPTER IX—REFERENCES

This section provides bibliographic information for sources cited in this EA.

APPENDIX 1—MEASURES TO AVOID, MINIMIZE, OR MITIGATE IMPACTS

Summarizes ways potential impacts to resources will be avoided, minimized or mitigated as included in the Environmental Consequences section.

APPENDIX 2—SITE ANALYSIS SUMMARY OF LAKE ROOSEVELT FACILITIES

This table summarizes the analysis of recreation area facilities contained in the Site Analysis Report (2008).

APPENDIX 3—PLAN DISTRIBUTION LIST

A list of agencies and organizations that will receive this Shoreline Management Plan and Environmental Assessment.

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I. Introduction





Lake Roosevelt

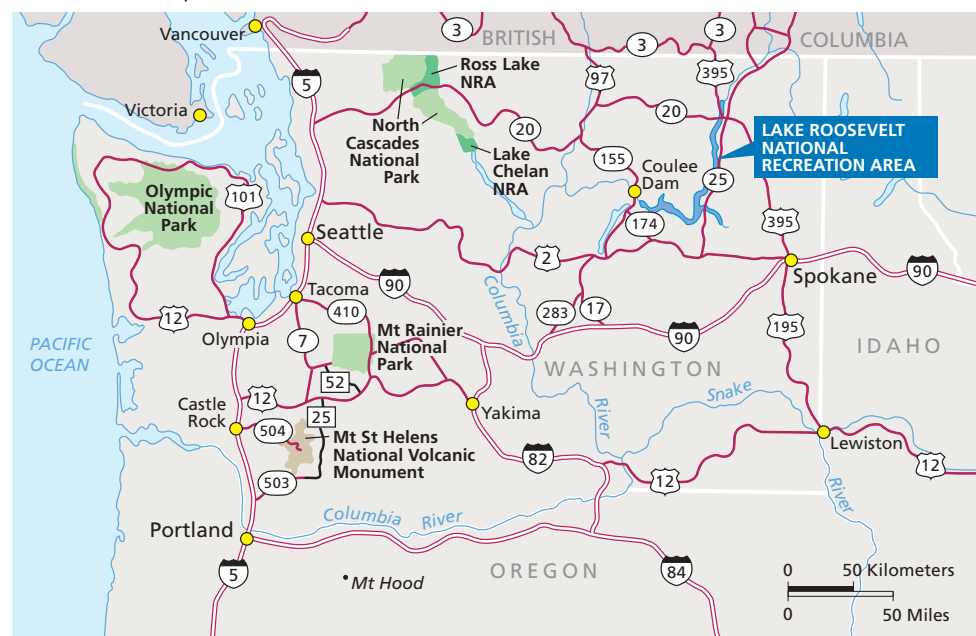
The impoundment of the Columbia River by Grand Coulee Dam formed Lake Roosevelt. In 1946 the Secretary of the Interior, by his approval of an agreement between the Bureau of Reclamation (BOR), the Bureau of Indian Affairs (BIA), and the National Park Service (NPS), designated the National Park Service as the manager for the Coulee Dam National Recreation Area. The agreement allowing NPS management of the area noted that Lake Roosevelt and the adjacent lands “offered unusual opportunities through sound planning, development, and management for health, social, and economic gains for the people of the Nations.” The name of the area was changed in 1997 to Lake Roosevelt National Recreation Area (LARO) (www.nps.gov/laro 2-25-08).



Grand Coulee Dam

The Lake Roosevelt watershed encompasses about 44,969 square miles. Eighty-eight percent of this watershed is in Canada. The lake extends more than 154 miles along the Columbia River through the national recreation area and includes the lower reaches of many rivers and streams, with approximately 132 miles within the boundary of the recreation area. Most of the water in lake comes from glacial ice, lakes, and snow high in the Canadian Rockies (NPS 2000:59). As noted in the recreation area *General Management Plan (GMP)* (NPS 2000a:4): “the lake is popular because of its size, the quality of its water, the beauty of the surrounding scenery, and the fact that it is one of the few large lakes in the region that has an extensive amount of shoreline and adjacent lands that are publicly owned and available for public use.” Park visitation varies between 1.3 and 1.5 million visitors per year.

Park Location Map



A. Scope of the Environmental Assessment



Swim buoy at low lake levels



Marcus Island

The Shoreline Management Plan is intended to evaluate the need to modify visitor access opportunities along the shoreline, whether it is accessed from the lake or from land. Alternatives in the plan make recommendations regarding future management of the shoreline to accommodate visitors and fluctuating lake levels, to better protect natural, cultural and scenic resources, and to more effectively distribute visitor use.

At full pool, the lake's surface elevation is 1,290 feet, with a surface area of approximately 81,389 acres and a shoreline of about 513 miles. The lake's width generally varies from 0.5 mile to 1.0 mile. The NPS manages 312 miles of the shoreline, 47,438 acres of water and 12,936 acres of land along the shore. NPS shoreline property varies from several feet adjacent to the high water line to approximately 0.5 mile. Seven miles of shoreline along the Kettle Falls arm and 29 miles of shoreline along the Spokane arm also make up part of the recreation area. Approximately 201 miles of shoreline is managed as part of the Colville Indian Reservation or the Spokane Indian Reservation with a much smaller portion managed by the Bureau of Reclamation.

Along the shoreline, the NPS manages 22 boat launch ramps. The boat ramps include adjacent vehicle and boat trailer parking. There are also 26 designated campgrounds (17 drive-in and 9 boat-in) with over 600 individual sites, swim beaches, and three concessioner-operated marinas, providing moorage, boat rental, fuel, supplies, sanitary facilities and other miscellaneous services.

This Environmental Assessment includes analysis of the need for additional or improved visitor facilities and includes actions related to NPS management of the Lake Roosevelt shoreline called for by the Lake Roosevelt National Recreation Area *General Management Plan* (NPS 2000). While it calls for additional agency coordination, it does not include actions that would affect tribal management. The Cooperative Management Agreement or "five-party" agreement identifies the key responsibilities for the National Park Service, Bureau of Reclamation, Bureau of Indian Affairs and the Confederated Tribes of the Colville Reservation and Spokane Tribe of the Spokane Reservation.

B. Park Purpose and Significance



Historic photo of Kettle Falls

The reasons why Lake Roosevelt National Recreation Area was established and is managed as a unit of the national park system are found in its purpose and significance statements. The purposes of the recreation area are to:

- Provide opportunities for diverse, safe, quality, outdoor recreational experiences for the public.
- Preserve, conserve, and protect the integrity of natural, cultural, and scenic resources.
- Provide opportunities to enhance public appreciation and understanding about the area's significant resources (NPS 2000a:8).



Seven Bays marina

Lake Roosevelt National Recreation Area is significant because:

- It offers a wide variety of recreation opportunities in a diverse natural setting on a 154-mile-long lake that is bordered by 312 miles of publicly owned shoreline that is available for public use.
- It contains a large section of the upper Columbia River and a record of continuous human occupation dating back more than 9,000 years.
- It is contained within three distinct geologic provinces—the Okanogan Highlands, the Columbia Plateau, and the Kootenay Arc—which have been sculpted by Ice Age floods (NPS 2000a:8).



Fort Spokane

C. Lake Roosevelt National Recreation Area Goals



Lake Roosevelt shoreline

The following goals for the park come from the *General Management Plan*.

Quality and Variety of the Recreational Experience: The national recreation area offers opportunities for a wide range of high-quality outdoor recreational experiences varying from active recreation centered at developed public facilities to passive recreation and secluded areas based on a relatively undeveloped and protected public shoreline. The national recreation area continues its reputation as a destination vacation area for visitors from all parts of the Pacific Northwest.

Education and Interpretation: Visitors are contacted in meaningful ways and come away from their national recreation area experience with a broad understanding and appreciation of the area and its resources, safety issues, and how each visitor can participate in protecting national recreation area resources for future generations.



Miss Coulee next to Whitestone,
circa 1941

Resource Management: The natural, cultural, and scenic resources of the national recreation area are protected and preserved to ensure that the integrity of the environment is not compromised and the quality of the visitor experience is enhanced.

Operations: Sufficient human and fiscal resources are available so that all national recreation area programs can be staffed and supported at levels that allow them to complete their missions in a manner that satisfies visitors' expectations for a high-quality recreational experience as well as protecting and preserving natural and cultural resources. Relations with national recreation area neighbors and other managing partners are conducted in a professional and cordial manner (NPS 2000a: 9-10).

D. Project Background

Potential changes in management of the National Recreation Area shoreline are needed to accommodate visitors and fluctuating lake levels; to better protect natural and cultural resources; and to more effectively distribute visitor use.

The Lake Roosevelt *General Management Plan* (NPS 2000) identified the need for a shoreline management plan. Initial planning for the Shoreline Management Plan began in summer 2008 when NPS staff met to identify issues based on the GMP. Later the consultant team was introduced to the park and began to study the effects of the proposed additional draw down of the lake by the State of Washington and Bureau of Reclamation.

By July 2008, the superintendent had assembled an Interdisciplinary Planning Team comprised of NPS representatives from the recreation area and from the regional office, and invited representatives from three adjacent counties (Ferry, Lincoln and Stevens), the Bureau of Reclamation, the Confederated Tribes of the Colville Reservation, the Spokane Tribe of the Spokane Reservation, and an independent consultant (Jones & Jones Architects and Landscape Architects, Ltd.).



*Interdisciplinary Planning Team
Workshop*

The park newspaper announced the planning process in June 2008. A newsletter and press release in August 2008 was mailed to park neighbors, partners and visitors to notify them of the upcoming public scoping meetings. In December 2008, another newsletter described the results of public scoping. And, in April 2009, a newsletter explained the preliminary draft alternatives developed by the Interdisciplinary Planning Team in December 2008. Later in April, the Interdisciplinary Planning Team met to determine the preferred alternative using the Choosing By Advantages workshop framework, which was initially developed for U.S. Forest Service projects and later modified by the National Park Service for design, construction, and planning projects.

II. Purpose and Need



A. Purpose and Need



Cayuse Cove

The National Park Service and its partners have identified six key purposes for the Shoreline Management Plan:

1. Implement the provisions of the Lake Roosevelt National Recreation Area *General Management Plan* (GMP) regarding shoreline management, including plans for day use visitor services at Crescent Bay (NPS 2000a:33).
2. Consistent with the GMP, analyze the adequacy of existing developments. Identify opportunities for expansion or construction of new facilities to/from the shoreline to accommodate current and future use, and to distribute recreational use more evenly throughout the park (NPS 2000a:33 and 85).
3. Identify opportunities for increased consistency in shoreline management among the NPS, the tribes and other partner agencies and organizations.
4. As directed by the GMP, consider "more active methods for managing visitor use" that would improve management of and reduce impacts from day and overnight use and enhance the protection of natural cultural, and scenic resources (NPS 2000a:33).
5. Evaluate the Lake Roosevelt shoreline to determine whether it provides opportunities for new facilities where none now exist and initiate a process to guide potential future development and other management actions responsive to changing conditions.
6. Address fluctuating lake levels in facility and operational requirements to determine the effects of and plan for the proposed additional draw down of Lake Roosevelt (by Washington State and the Bureau of Reclamation).

Need: Since publication of the GMP in 2000, additional housing development has occurred on private lands adjacent to the park. These private developments have resulted in increasing expectations/pressure on the park to provide shoreline (trail) access to the water and boat launch ramps, as well as additional community docks.

Existing public infrastructure, including shoreline access points and boat launch ramps, is becoming increasingly crowded and thus intermittently unavailable to visitors. At the same time, because of private development near the shoreline, visitors are confused about where they are welcome for boat-in day use and camping opportunities. The unregulated use of the Lake Roosevelt shoreline has also occasionally resulted in visitor conflicts due to crowding, including territoriality. Some visitors and area residents are concerned about what appears to be privatization of the Lake Roosevelt shoreline due to adjacent private development just outside the narrow strip of park shoreline, when in reality the lake shoreline is all in public or tribal ownership.



Boat-in facilities

Where boat-in camping and day-use occur along the shoreline in informal sites, there are increasing concerns about potential human health hazards and resource impacts from the unlawful disposition of human waste, litter, illegal fires, and expansion of impacts from these areas inland.



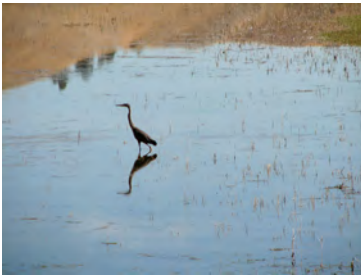
Keller Ferry Marina at low lake level

Potential impacts from the State of Washington's proposal, now being evaluated by the State and Bureau of Reclamation, to draw down as much as an additional 1.8 feet of water from the lake primarily during the peak summer season will impact existing public and private recreational facilities and expose cultural resources to an unknown extent.

The park's visitor services staffing has decreased over time and has resulted in a limited ability to address problems that occur during the peak visitor use season. Visitor use areas are spread out over the length and breadth of the Lake and this dispersion makes them not only difficult to access, but difficult to monitor.

Changing visitation, coupled with changing visitor use patterns and the growing number of types and sizes of boats has resulted in an increasingly difficult management framework that lends itself to unresolved visitor use conflicts, increased resource impacts (e.g., looting of cultural resources), and the need to increase consistency in managing park uses.

There are inconsistent regulations, fees and permitting among the National Park Service, the Confederated Tribes of the Colville Reservation and the Spokane Tribe of the Spokane Reservation managed areas of the park.



Great blue heron at water's edge near Sunset Point

There is uneven coordination among the five counties responsible for overseeing private land development along the Lake Roosevelt shoreline. Limited enforcement of accepted land use practices has resulted in some confusion on the part of residents and visitors. There are opportunities for increasing coordination between the park and the counties with respect to zoning; setbacks; right-of-ways for residents, access and utilities; public access; potential easements; water procurement; and wastewater treatment.

B. Project and Issues Framing Public Scoping



*Public scoping meeting in
Davenport*

The Shoreline Management Plan was originated to determine whether to modify visitor access opportunities from the shoreline to the lake and from the lake to the shoreline. Initially components of the Shoreline Management Plan included elements called for in the Lake Roosevelt GMP, including the development of a marina and other facilities at Crescent Bay; possible changes in the management of visitor use, particularly day use and shoreline camping; and determining the effects of and planning for the proposed additional seasonal draw down of Lake Roosevelt. Over the course of the planning process, these issues changed slightly but continued to form the basis for the development of the alternatives.

The following issues were drafted and presented for comment at public scoping meetings held in Colville, Coulee Dam, Davenport, and Spokane in September 2008. These issues were added to by public scoping participants (see “Public Participation Summary” later in this chapter).



Public scoping meeting at Colville

Crescent Bay

- The GMP and Concession Management Plan call for marina development at Crescent Bay to take some visitor use pressure off Spring Canyon and to provide closer access for the nearby communities of Coulee Dam, Grand Coulee, and Electric City.

Public Access to Shoreline

- Residents adjacent to the park boundary want private access to the lake shore from their properties. Those residents with existing primitive boat launches would like to keep them.
- Increasing residential development has created a need for additional, developed, public access points.
- Boaters are confused about where they can stop along the lake shore for day use or to camp, because some shoreline appears private.
- Most Community Access Points are not adequately signed as public facilities or identified on park maps, so they appear to be private.
- The recreation area currently does not have a way to inform visitors of what areas are full, until visitors arrive at developed areas.
- Visitors must often drive miles out of their way to access the next park development when closer facilities are full.
- Visitors are currently dispersed throughout the national recreation area by the distance between and size of the park developments. Those areas closest to major population centers are the most congested.



Beach camping on Spokane Arm

- Multiple access points to park development and the lake make it difficult for staff to contact and educate the public.
- There are few existing trails along the lake shore for visitors and residents.

Beach Camping/Day Use Impacts

- Unmanaged shoreline camping and day use have resulted in trash, illegal fires, and resource damage along the shoreline.
- Inconsistent enforcement of the regulation that requires use of portable toilets for primitive camping could result in human waste impacts to water quality and the shoreline.
- Water quality in the vicinity of unregulated camping areas and throughout the park is unknown. The park does not have a water quality monitoring program.
- There are unknown impacts to wildlife from increases in dispersed recreation including an increasing number of visitors going to places little used in the past.
- Illegal off-road vehicle use on beaches has adversely affected cultural resources.
- The number and location of the floating toilet/dump stations, though effective where they exist, is inadequate to handle the waste from the increased number of vessels on the water.
- Visitors may not have convenient access to resources intended to expand their knowledge of ways to reduce boating and camping impacts.



Boat ramp at Porcupine Bay

Capacity of Facilities

- During the summer, boaters sometimes wait a long time to launch their boat at congested boat launches.
- Existing parking is at capacity in many areas, such as Spring Canyon, Porcupine Bay, Hunters, Seven Bays, and Kettle Falls, during the peak summer season. NPS land ownership limits the opportunity to expand these areas.
- Analysis of the carrying capacity of national recreation area facilities is needed to determine whether they are adequate or need to be modified. Some areas regularly experience crowding.
- The national recreation area currently does not have criteria to determine whether new or expanded facilities are needed.
- Increasingly longer boat trailers are obstructing traffic in parking areas.
- There may be a desire for primitive walk-in camping, which is occurring on a limited basis now from boat-in campgrounds accessible from area roads.



Lake Roosevelt shoreline

Exclusive Use of Shoreline

- Residential development along the shoreline has resulted in illegal vista clearing, trails, boat ramps, trespass construction of building and landscaping, herbicide use, swim platforms, and floating boat docks.
- It is unknown whether illegal water withdrawal and impacts from adjacent septic systems are occurring.
- Some visitors claim or “reserve” a beach camp by leaving tents, lawn chairs, or other gear out for days or weeks which dissuades other visitors from stopping at an apparently “private” beach.
- Special park uses, including area group camps, need to be evaluated to determine whether ongoing permit renewal should continue given other shoreline management and access needs.
- The vacation cabins at Rickey Point and Sherman Creek are up for permit renewal and will be evaluated in a separate management plan and environmental assessment (see description of in-process Environmental Assessment on page 27 and reason project is outside this plan’s scope on page 53).



Lake at Lincoln Mill

Lower Lake Levels in Summer

- Recreation facilities, such as boat launches, docks, and swimming areas, will be affected by the State and Bureau of Reclamation proposal to draw an additional 1.8 feet of water from the reservoir during peak summer months.
- The draw down may expose and therefore result in additional impacts to resources along the shoreline.
- Lowering lake levels in the summer may increase windblown sediment.

Agency Coordination

- Greater coordination is needed between the NPS and tribes for permitted special events.
- There are inconsistent regulations among the National Park Service, the Confederated Tribes of the Colville Reservation, and the Spokane Tribe of the Spokane Reservation.
- The NPS does not charge or require a permit for shoreline camping, while the tribes require both a permit and user fees.



Lake shore at French Rocks

- Limited coordination between the NPS and the counties could be improved to facilitate visitor understanding of regulations.
- Inconsistent enforcement of county land use regulations has led to impacts on NPS lands.

Natural Resources

- The increase in native aquatic vegetation at several recreation sites has affected the national recreation area's ability to maintain clear swimming waters and access to boat launches.
- Shoreline camping has impacted vegetation.
- Noxious weeds are colonizing riparian and upland areas along the lake shore.
- Although Lake Roosevelt is currently unaffected by the Zebra mussel and the Quagga mussel, there are no measures in place to prevent their invasion.
- Shoreline areas currently lack fish habitat/cover, especially in the draw down zone.



C. Relationship to Laws, NPS Policy, and Lake Roosevelt National Recreation Area Planning Documents

The following laws, policies, and park planning documents represent some of the overall guidance for Lake Roosevelt National Recreation Area that pertain to planning for potential changes in management to the Lake Roosevelt shoreline.

Laws

NATIONAL PARK SERVICE ORGANIC ACT

The key provision of the legislation establishing the NPS, referred to as the 1916 Organic Act, is:

The National Park Service shall promote and regulate the use of the Federal areas known as national parks, monuments, and reservations hereinafter specified . . . by such means and measures as conform to the fundamental purpose of the said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations (16 USC 1).

1970 NATIONAL PARK SERVICE GENERAL AUTHORITIES ACT (AS AMENDED IN 1978—REDWOOD AMENDMENT)

This act prohibits the NPS from allowing any activities that would cause derogation of the values and purposes for which the parks have been established (except as directly and specifically provided by Congress in the enabling legislation for the parks). Therefore, all units are to be managed as national parks, based on their enabling legislation and without regard for their individual titles. Parks also adhere to other applicable federal laws and regulations, such as the Endangered Species Act, the National Historic Preservation Act, the Wilderness Act, and the Wild and Scenic Rivers Act. To articulate its responsibilities under these laws and regulations, the NPS has established *Management Policies* for all units under its stewardship (see “Management Policies” below).

NATIONAL ENVIRONMENTAL POLICY ACT (NEPA) (42 USC 4341 ET SEQ.)

NEPA requires the identification and documentation of the environmental consequences of federal actions. Regulations implementing NEPA are set forth by the President’s Council on Environmental Quality (CEQ) (40 CFR Parts 1500–1508). CEQ regulations establish the requirements and process for agencies to fulfill their obligations under the act.

CLEAN WATER ACT (CWA) (33 USC 1241 ET SEQ.)

Under the Clean Water Act (CWA), it is a national policy to restore and maintain the chemical, physical, and biological integrity of the nation's waters, to enhance the quality of water resources, and to prevent, and control, and abate water pollution. Section 401 of the CWA as well as NPS policy requires analysis of impacts on water quality. NPS *Management Policies* (2006) provide direction for the preservation, use, and quality of water in national parks.

CLEAN AIR ACT (AS AMENDED) (42 USC 7401 ET SEQ.)

The Clean Air Act (CAA) states that park managers have an affirmative responsibility to protect park air quality related values (including visibility, plants, animals, soils, water quality, cultural resources and visitor health) from adverse air pollution impacts. Special visibility protection provisions of the Clean Air Act also apply to Class I areas, including new national rules to prevent and remedy regional haze affecting these areas. Under existing visibility protection regulations, the NPS identified "integral vistas" that are important to the visitor's visual experience in NPS Class I areas, and it is NPS policy to protect these scenic views. Class II areas, such as Lake Roosevelt, are also afforded protection under the CAA.

ENDANGERED SPECIES ACT (16 USC 1531 ET SEQ.)

The Endangered Species Act (ESA) requires federal agencies, in consultation with the Secretary of the Interior, to use their authorities in the furtherance of the purposes of the act and to carry out programs for the conservation of listed endangered and threatened species (16 USC 1535 Section 7(a)(1)). The ESA also directs federal agencies, in consultation with the Secretary of the Interior, to ensure that any action authorized, funded, or carried out by an agency is not likely to jeopardize the continued existence of any endangered or threatened species or result in the destruction or adverse modification of designated critical habitat (16 USC 1535 Section 7(a)(2)). Consultation with the United States Fish and Wildlife Service (USFWS) is required if there is likely to be an effect.



Historic buildings at Fort Spokane

NATIONAL HISTORIC PRESERVATION ACT (1966 AS AMENDED) (16 USC 470)

Section 106 of the National Historic Preservation Act (NHPA) directs federal agencies to take into account the effect of any undertaking [a federally funded or assisted project] on historic properties. "Historic property" is any district, building, structure, site, or object that is eligible for listing in the National Register of Historic Places because the property is significant at the national, state, or local level in American history, architecture, archeology, engineering, or culture.

**NATIVE AMERICAN GRAVES PROTECTION AND REPATRIATION ACT (NAGPRA)
(1990)**

Section 3 has provisions regarding the custody of cultural items found on federal or tribal lands after November 16, 1990, while section 8 provides for repatriation of items found before that date. Section 3 also identifies procedures regarding the inadvertent discovery of Native American remains, funerary objects and objects of cultural patrimony during federal actions. NAGPRA regulations are found at 43 CFR Part 10.

Policies

NATIONAL PARK SERVICE MANAGEMENT POLICIES (2006)

Management Policies governs the way park managers make decisions on a wide range of issues that come before them. The following excerpts from *Management Policies* are among the most applicable to the proposals contained in the Shoreline Management Plan.



Boating to shore at Spokane Arm

4.4.2 Management of Native Plants and Animals

...The Service may intervene to manage individuals or populations of native species only when such intervention will not cause unacceptable impacts to the population of the species or to other components and processes of the ecosystems that support them. The second is that at least one of the following conditions exists [only relevant information cited]:

- Management is necessary:
 - Because a population occurs in an unnaturally high or low concentration as a result of human influences (such as loss of seasonal habitat, the extirpation of predators, the creation of highly productive habitat through agriculture or urban landscapes) and it is not possible to mitigate the effects of the human influences; ...
 - To accommodate intensive development in portions of parks appropriate for and dedicated to such development; ...
 - To maintain human safety when it is not possible to change the pattern of human activities;

Or

- Removal of individuals or parts thereof...
 - Meets specific park management objectives.

8.1.1 Appropriate Use

...The fact that a park use may have an impact does not necessarily mean it will be unacceptable or impair park resources or values for the enjoyment of future generations. Impacts may affect park resources or values and still be within the limits of the discretionary authority conferred by the Organic Act. In these situations, the Service will ensure that the impacts are unavoidable and cannot be further mitigated. Even when they fall far short of impairment, unacceptable impacts can rapidly lead to impairment and must be avoided. For this reason, the Service will not knowingly authorize a park use that would cause unacceptable impacts.

When a use is mandated by law but causes unacceptable impacts on park resources or values, the Service will take appropriate management actions to avoid or mitigate the adverse effects. When a use is authorized by law but not mandated, and when the use may cause unacceptable impacts on park resources or values, the Service will avoid or mitigate the impacts to the point where there will be no unacceptable impacts; or, if necessary, the Service will deny a proposed activity or eliminate an existing activity.



Sign at entrance to Evans Campground

8.2 Visitor Use

...To provide for enjoyment of the parks, the National Park Service will encourage visitor activities that

- are appropriate to the purpose for which the park was established; and
- are inspirational, educational, or healthful, and otherwise appropriate to the park environment; and
- will foster an understanding of and appreciation for park resources and values, or will promote enjoyment through a direct association with, interaction with, or relation to park resources; and
- can be sustained without causing unacceptable impacts to park resources or values.

...The Service may allow other visitor uses that do not meet all the above criteria if they are appropriate to the purpose for which the park was established and they can be sustained without causing unacceptable impacts to park resources or values. For the purposes of these policies, unacceptable impacts are impacts that, individually or cumulatively, would

- be inconsistent with a park's purposes or values, or
- impede the attainment of a park's desired conditions for natural and cultural resources as identified through the park's planning process, or
- create an unsafe or unhealthy environment for visitors or employees, or



Keller Ferry marina

- diminish opportunities for current or future generations to enjoy, learn about, or be inspired by park resources or values, or
- unreasonably interfere with
 - park programs or activities, or
 - an appropriate use, or
 - the atmosphere of peace and tranquility, or the natural soundscape maintained in wilderness and natural, historic, or commemorative locations within the park, or
 - NPS concessionaire or contractor operations or services.

Management controls and conditions must be established for all park uses to ensure that park resources and values are preserved and protected for the future. If and when a superintendent has a reasonable basis for believing that an ongoing or proposed public use would cause unacceptable impacts to park resources or values, the superintendent must make adjustments to the way the activity is conducted to eliminate the unacceptable impacts. If the adjustments do not succeed in eliminating the unacceptable impacts, the superintendent may (1) temporarily or permanently close a specific area, or (2) place limitations on the use, or (3) prohibit the use.



Group campsite at Keller Ferry

Restrictions placed on recreational uses that have otherwise been found to be appropriate will be limited to the minimum necessary to protect park resources and values and promote visitor safety and enjoyment.

Any closures or restrictions—other than those imposed by law—must be consistent with applicable laws, regulations, and policies, and (except in emergency situations) require a written determination by the superintendent that such measures are needed to

- protect public health and safety;
- prevent unacceptable impacts to park resources or values;
- carry out scientific research;
- minimize visitor use conflicts; or
- otherwise implement management responsibilities.

When practicable, restrictions will be based on the results of study or research, including (when appropriate) research in the social sciences. Any restrictions imposed will be fully explained to visitors and the public. Visitors will be given appropriate information on how to keep adverse impacts to a minimum, and how to enjoy the safe and lawful use of the parks.

8.2.2.1 Management of Recreational Use

Superintendents will develop and implement visitor use management plans and take action, as appropriate, to ensure that recreational uses and activities in the park are consistent with its authorizing legislation or proclamation and do not cause unacceptable impacts on park resources or values. Depending on local park needs and circumstances, these plans may be prepared (1) as coordinated, activity-specific documents (such as a river use plan, a backcountry use plan, a wilderness management plan, an off-road vehicle use plan, a winter use plan); (2) as action-plan components of a resource management plan or general management plan; or (3) as a single integrated plan that addresses a broad spectrum of recreational activities. Regardless of their format or complexity, visitor use management plans will (1) contain specific, measurable management objectives related to the activity or activities being addressed; (2) be periodically reviewed and updated; and (3) be consistent with the carrying capacity decisions made in the general management plan.

The Service will seek consistency in recreation management policies and procedures on both a Service-wide and interagency basis to the extent practicable. However, because of differences in the enabling legislation and resources of individual parks, and differences in the missions of the Service and other federal agencies, an activity that is entirely appropriate when conducted in one location may be inappropriate when conducted in another. The Service will consider a park's purposes and the effects on park resources and visitors when determining the appropriateness of a specific recreational activity.



Picnic facilities at Cloverleaf

Superintendents will consider a wide range of techniques in managing recreational use to avoid adverse impacts on park resources and values or desired visitor experiences. Examples of appropriate techniques include visitor information and education programs, separation of conflicting uses by time or location, “hardening” sites, modifying maintenance practices, and permit and reservation systems. Superintendents may also use their discretionary authority to impose local restrictions, public use limits, and closures and designate areas for a specific use or activity (see 36 CFR 1.5). Any restriction of appropriate recreational uses will be limited to what is necessary to protect park resources and values, to promote visitor safety and enjoyment, or to meet park management needs. To the extent practicable, public use limits established by the Service will be based on the results of scientific research and other available support data. . .



Trail near Ft Spokane

9.2.2 Trails and Walks

Trails and walks provide the only means of access into many areas within parks. These facilities will be planned and developed as integral parts of each park's transportation system and incorporate principles of universal design. Trails and walks will serve as management tools to help control the distribution and intensity of use. All trails and walks will be carefully situated, designed, and managed to

- reduce conflicts with automobiles and incompatible uses;
- allow for a satisfying park experience;
- allow accessibility by the greatest number of people; and
- protect park resources.

Heavily used trails and walks in developed areas may be surfaced as necessary for visitor safety, accessibility for persons with impaired mobility, resource protection, and/or erosion control.

Surface materials should be carefully selected, taking into account factors such as the purpose and location of a trail or walk and the potential for erosion and other environmental impacts. . . In addition, trail planning will take into account NPS interest in cooperating with federal, state, local, and tribal governments, as well as individuals and organizations, to advance the goal of a seamless network of parks. These partnership activities are intended to establish corridors that link together, both physically and with a common sense of purpose, open spaces such as those found in parks, other protected areas, and compatibly managed private lands.

9.2.2.1 Cooperative Trail Planning

The Park Service will cooperate with other land managers, nonprofit organizations, and user groups to facilitate local and regional trail access to parks. When parks abut other public lands, the Service will participate in interagency, multi-jurisdictional trail planning. . .

9.2.4 Parking Areas

Parking areas and overlooks will be located to not unacceptably intrude, by sight, sound, or other impact, on park resources and values. When parking areas are deemed necessary, they will be limited to the smallest size appropriate, and they will be designed to harmoniously accommodate motor vehicles and other appropriate users. When large parking areas are needed, appropriate plantings and other design elements will be used to reduce negative visual and environmental impacts. When overflow parking is provided to meet peak visitation, it should be in areas that have been stabilized or are otherwise capable of withstanding the temporary impacts of parking without causing unacceptable impacts on park resources. Permanent parking areas will not normally be sized for the peak use day, but rather for the use anticipated on the average weekend day during the peak season of use.

9.3.2.1 Campgrounds

When campgrounds are determined to be necessary, their design will accommodate the differences between recreation-vehicle camping and tent camping, and cultural landscapes, terrain, soils, vegetation, wildlife, climate, special needs of users, visual and auditory privacy, and other relevant factors will be considered.

When desirable for purposes of management, tent camping may be accommodated in separate campgrounds or in separately designated areas within campgrounds.

Boating campgrounds may be provided in parks with waters used for recreational boating. The need for campgrounds—and their sizes, locations and numbers—will be determined by (1) the type of water body; (2) the availability and resiliency of potential campsites; (3) the feasibility of providing and maintaining docking, beaching, mooring, camping and sanitary facilities; and (4) the potential for unacceptable impacts on park resources or values.



Children at play at Porcupine Bay

9.3.4.1 Picnic and Other Day Use Facilities

Picnic areas and other day use areas to be used for specific purposes (such as play areas) may be provided on a limited basis as appropriate to meet existing visitor needs.

9.3.4.2 Facilities for Water Recreation

Boating facilities (such as access points, courtesy docks, boat ramps, floating sewage pump-out stations, navigational aids, and marinas), breakwaters, and fish cleaning stations may be provided as appropriate for the safe enjoyment by visitors of water recreation resources, when (1) they are consistent with the purposes for which the park was established, and (2) there is no possibility that adequate private facilities will be developed. Facilities must be carefully sited and designed to avoid unacceptable adverse effects on aquatic and riparian habitats and minimize conflicts between boaters and other visitors who enjoy use of the park. A decision to develop water-based facilities must take into account not only the primary impacts (such as noise, air, and water pollution) of the development, but also the secondary impacts (including cumulative effects over time) that recreational use associated with the development may have on park resources and visitor enjoyment.

10.2.6 Concession Facilities Design

Concession facilities will be of a size and at a location that the Service determines to be necessary and appropriate for their intended purposes. All concession facilities must comply with applicable federal, state, and local construction

codes and meet accessibility requirements. . .Proposed concession facilities must conform to NPS standards for sustainable design, universal design, and architectural design . . .

Plans

RELATIONSHIP TO THE GENERAL MANAGEMENT PLAN

The GMP gives direction to the NPS for the management of the recreation area, the provisions for visitor use and the types and locations of facilities to be provided. The plan encourages a full range of recreational activities, including: camping, picnicking, playgrounds, boating, fishing, swimming, water skiing, sightseeing and learning about the recreational area and its cultural and natural resources.

As called for by the GMP:

- Existing developments will be analyzed for opportunities to expand or make them function more efficiently.
- New developments will be constructed, where appropriate, to accommodate additional visitors and will be sited at locations that will help distribute use more evenly at facilities within the national recreation area.
- New types of public access points will be provided to alleviate crowding at existing facilities.
- More active methods for visitor use management will be employed (NPS 2000a: 21).

Specific actions called for by the GMP that will be developed more fully in this plan include:

- A full-service marina at Crescent Bay will be developed to encourage increased use at the south end of the lake (NPS 2000a:24 and 33).
- New community access points can be developed within the developed recreation management area (NPS 2000a: 24). See specific conditions language on pages 25-26 in NPS 2000a.
- Evaluate NPS access points for potential to extend launch ramps, expand parking areas, and increase efficiency. After analysis, construct new facilities to accommodate visitor demand (NPS 2000a:34).
- Continue to identify opportunities to lengthen NPS ramps or build new ramps (NPS 2000a:34).
- Design all new facilities to be accessible (NPS 2000a:34).
- Most types of boating will continue to be allowed, and provisions for alternate boating such as canoeing will be increased (NPS 2000a: 21).



Picnic shelter at Evans Campground

- ...to accommodate the increase in visitor use and ensure that there will be little degradation of the resources or the visitor experiences, a more proactive visitor use management system will be employed (NPS 2000a: 21).
- All developed NPS access points will be maintained and evaluated for potential to extend launch ramps to lower elevations (although opportunities for this are very limited) and for potential to expand parking lots or increase efficiency (NPS 2000a: 24).

General provisions related to the Shoreline Management Plan as noted in the GMP state:

- New NPS facilities can be constructed in appropriate management areas as needed to accommodate increased visitor demand. Before constructing new facilities or expanding existing facilities, a careful analysis will be conducted to ensure that the facilities are needed and that their construction will not negatively impact sensitive natural and cultural resources or the quality of the visitor experience on that section of the lake (NPS 2000a: 24).
- Camping along the shoreline outside of undeveloped areas will continue to be allowed as long as it can be managed to keep resource impacts at acceptable levels. A process to assess damage and manage dispersed sites along the shoreline will be developed (NPS 2000a: 23).
- The NPS will continue to encourage local governments to implement controls on growth and development to ensure that they are managed in a fashion that would not adversely affect the natural beauty and rural character of the lands that surround the reservoir (NPS 2000a: 26).



Kettle Falls Marina

GMP Zoning

GMP zoning applicable to the Shoreline Management Plan is shown below (NPS 2000a: 30-31, 34).

ZONE	DEFINITION
<p><i>Concentrated Recreation</i></p> <p>APPLICABLE AREAS: Contains developments at Kettle Falls, Evans, Fort Spokane, Porcupine Bay, Seven Bays, Keller Ferry, and Spring Canyon. Develop Hunters and Crescent Bay as part of this management area</p>	<p>Development will be accessible from land and water and may include full-service campgrounds that accommodate RVs and provide water, flush toilets, campground hosts, picnic areas, formal swim beaches, play equipment and amphitheaters. Visitor contact stations may also be provided. The most extensive boat launch facilities, including multi-lane ramps, large boat trailer lots, ramps that extend to the lowest launch elevations, and extensive courtesy docks may also be provided. Some areas might have full-service marinas providing fuel, supplies, moorage, boat rentals, food service and other related services. Some may also provide concessioner-operated RV facilities with water, power and sewer hook-ups.</p> <p>Resources will be primarily managed to enhance visitor experience. . .Maintaining native plant species will continue to be an emphasis, but nonnative species can be considered to resolve landscape problems.</p>
<p><i>Developed Recreation</i></p> <p>APPLICABLE AREAS: Contains the largest amount of land area. After evaluation, expand existing facilities.</p>	<p>Small planned developments accessible from land and water designed to blend with the local environment. These will vary in density from as few as 12 to as many as 30 campsites. Widely spaced developments will accommodate cars and small RVs. Tent pads, picnic tables, grills, restrooms, water systems, small launch ramps, courtesy docks, and boat trailer parking will be provided. Most ramps will provide access only at high water levels. Some may have undeveloped swim beaches or small commercial facilities such as docks for lakeside access to restaurants, stores, or wineries.</p> <p>New campgrounds, boat launch ramps, comfort stations, and similar facilities could be added where needed to accommodate growth. . .</p> <p>Resources will be managed to maintain the natural character of the area and to enhance the visitor experience. Native plant species will be maintained in natural areas, but nonnative species can be used in developed area landscapes to resolve specific problems that cannot be addressed with native species.</p>
<p><i>Dispersed Recreation</i></p> <p>APPLICABLE AREAS: Contains the second largest land area, generally where there is no development. Similar to boat-in campgrounds.</p>	<p>Visitors experience a primarily natural landscape. Access is primarily from water. Opportunities for quiet and solitude are available in undeveloped areas. A few small-scale developments allow experiences to be shared with a few other people. Development will vary from no facilities to a minimal level of facilities (3-12 campsites), including tent pads, fire rings or grills, picnic tables and toilets. Most developments are where adjacent land is steep and inaccessible – not normally adjacent to developed private property.</p> <p>Resources will be managed to preserve or restore the area’s natural character. Nonnative plants will not be introduced into these areas.</p>

ZONE	DEFINITION
<p><i>Historic and Interpretive</i></p> <p>APPLICABLE AREAS: Contains Fort Spokane and designated sites in the Kettle Falls area.</p>	<p>This management area includes locations where significant historic or cultural resources will be preserved and interpreted for the public. Visitors may encounter visitor facilities such as interpretive displays, interpretive trails visitor contact stations, and other similar facilities.</p>
<p><i>Special Uses</i></p> <p>APPLICABLE AREAS: Contains Boy Scout Camp, Camp NaBorLee, and summer homes at Rickey Point and Sherman Creek.</p>	<p>This management area includes those areas designated for a specific use or group, such as vacation cabin owners and group camp operators. Access to the general public may be limited.</p>
<p><i>Open Waters</i></p> <p>APPLICABLE AREAS: Contains most of the surface of the reservoir.</p>	<p>This management area is open to all types of motorized and non-motorized boats. The open waters category contains most lake surfaces not under the management of the tribes. Due to the size and configuration of the lake, visitors continue to find a variety of conditions, from heavy use to quiet areas of solitude.</p>
<p><i>Passive Waters</i></p> <p>APPLICABLE AREAS: Will be developed to increase the number of passive water management areas to provide alternative boating experiences. Maintain Crescent Bay Lake and Kettle River above Napoleon Bridge and add four new areas (Colville River, Spokane River, Hawk Creek and extended area in the Kettle River from Napoleon Bridge downstream to the railroad bridge below Kettle Falls Campground).</p>	<p>Similar to the open waters management area, the passive waters category has further boating restrictions on type and size of craft, use of engines, and/or speed limits to protect sensitive resources or provide alternative visitor experiences.</p>



Two Rivers Marina

CONCESSIONS MANAGEMENT PLAN (1991)

This plan identified the following 10 development zones on Lake Roosevelt: 1) Lake View Marina, 2) Seven Bays Marina, 3) Spring Canyon Concession, 4) Kettle Falls Marina, 5) Two Rivers, 6) McCoy's Marina (no future development), 7) Daisy Marina (no future development), 8) Crescent Bay at Grand Coulee Dam (future development site), 9) Moonbeam Bay (future development site), and 10) Inchelium (future development site). This lakewide agreement among the managing partners of the Lake Roosevelt Reservoir was in effect for ten years. The purpose of the plan was to create a unified approach to developing the concession facilities needed to provide for visitor use and enjoyment of the lake and the surrounding federally owned public lands. The plan defined the process that would be used by the partners to implement and amend the plan as needed.

The primary types of development and activities that the plan sought to control were the location of marinas, stores, restaurants, lodging and RV sites; houseboat and powerboat rentals; tour boat operations; and the location and operation of sewage pump-out and solid waste disposal sites. The plan also identified areas where there would be no development to ensure that natural areas were maintained and protected (NPS 2000a:113).

CRESCENT BAY DEVELOPMENT CONCEPT PLAN (1978, FINDING OF NO SIGNIFICANT IMPACT (FONSI), 1980)

This plan calls for the development of the marina complex as identified in the GMP. It also identified a location for a visitor information center, hotel, and restaurant. Except for the proposed marina development, actions within this EA do not appear to have been carried as active plans through the GMP. The decision record for the Shoreline Management Plan would change the proposed action in this DCP to whichever alternative in the Shoreline Management Plan is selected for the proposed development at Crescent Bay.

WILLIAMS SKID ROAD ENVIRONMENTAL ASSESSMENT (2001)

This project allowed an adjacent private landowner one-time access (for duration of the operation) to skid logs across public lands to a county road. After an environmental analysis, the action was approved and completed.



Picnic facilities at Porcupine Bay

NORTH DISTRICT ADMINISTRATIVE COMPOUND IMPROVEMENTS (2002)

The North District Administrative Compound project sought to improve the NPS Kettle Falls administration area by enlarging the maintenance compound and adding a small AST. The proposed improvements have since been implemented.

GIFFORD CAMPGROUND AND BOAT LAUNCH IMPROVEMENTS (2002)

The proposed project called for additional development at Gifford to improve NPS facility maintenance and visitor experience. The improvements included a small maintenance shop, parking lot expansion, and a new comfort station. These project improvements have since been implemented.

CAMPGROUND REDEVELOPMENT AT PORCUPINE BAY ENVIRONMENTAL ASSESSMENT (2002)

Porcupine Bay campground's design does not fully meet visitor needs. A better layout of campsites, parking areas, and roads and trails, new facilities for people with disabilities, and more resource protection would enhance visitor enjoyment and add to the protection of park resources.

The Porcupine Bay project approved the addition of four campsites, a new comfort station, ADA modifications to existing comfort station, construction of a new maintenance shop, removal of a seasonal housing unit, an increase in parking capacity, and a vehicle turnaround. Most actions associated with this project have not yet been implemented.

KELLER FERRY CAMPGROUND CONCESSION IMPROVEMENTS ENVIRONMENTAL ASSESSMENT (2002)

The Development Concept Plan (DCP) for Keller Ferry described specific actions for implementing the broad management strategies defined in the Lake Roosevelt National Recreation Area GMP. The GMP called for expansion of existing concession facilities and services when economically feasible. The GMP encouraged the expansion of marina concessions at Keller Ferry to improve marina operations and to provide additional services, including parking, to the public.

The project proposed development of an office building, storage building, expansion of the maintenance building, provision of a houseboat launch, and adding a utility dock to the existing maintenance dock. The proposed plan for Keller Ferry was intended to ensure orderly expansion of recreational facilities to meet increasing public demand.

While approved, many of the campground improvements have yet to be implemented. Proposed campground improvements include three road loops with a total of 34 RV sites (four accessible), a new group site (with parking and a vault toilet), and a new accessible tent site. Other proposed changes include adding parking stalls for vehicles or boat trailers and a new comfort station with parking, as well as an addition to the existing parking lot.

BRADBURY BEACH FACILITY IMPROVEMENTS (2003)

Four areas of proposed improvements were included: 1) Boat Launch Area: improvement and expansion of the existing boat launch parking lot, including constructing an upper parking lot; 2) Swim Beach Area: replacing a pit toilet at the swim beach with an accessible vault toilet; providing improved trails to the beach; reorienting the existing parking lot and exit road and removing the water hand pump formerly used for the campground; 3) Picnic Area: expanding the picnic area parking lot; modifying the trail system; replacing another pit toilet with an accessible vault toilet; removing the courtesy dock; and conducting vegetation management near the swim beach and in the picnic area; and 4) Entrance Road Intersection: modifying the entrance road intersection. These improvements have been implemented.



Personal watercraft in use at Gifford

PERSONAL WATERCRAFT PLAN ENVIRONMENTAL ASSESSMENT (2004)

This EA evaluated a range of alternatives and strategies for managing personal watercraft (PWC) use at Lake Roosevelt, including the effects of authorizing a special regulation to allow PWC use within the recreation area. The FONSI authorized reinstating PWC use at Lake Roosevelt except at Crescent Bay Lake, on the Upper Kettle River (above Napoleon Bridge), and at Upper Hawk Creek from the waterfall near the campground through the “narrows.”

VACATION CABIN MANAGEMENT PLAN AND ENVIRONMENTAL ASSESSMENT (IN PREPARATION)

This EA is being prepared to analyze the effects of alternatives to the use of private vacation cabins on public land as a result of an April 2007 report from the U.S. Department of Interior Office of Inspector General (OIG) on Private Use of Public Lands submitted to the Directors of the National Park Service and the Bureau of Land Management. The report findings stated that the NPS should:

- a) Determine the extent SUPs limit long-term public access to public lands.
- b) Do not renew SUPs that limit long-term public access to public lands
- c) Determine appropriate legal instrument if use does not limit public use.
- d) Perform appropriate National Environmental Policy Act (NEPA) review prior to issuance of SUP or other legal means.

The NPS Director responded to the OIG Report and concurred with the recommendations. Special use permits are currently issued to 26 permittees for the use of vacation cabins on NPS land. An environmental analysis of this special use is currently being conducted.

Studies



Boating at Keller Ferry

LAKE ROOSEVELT SHORELINE MANAGEMENT WATERFRONT FACILITIES DRAW DOWN IMPACT STUDY (KPFF CONSULTING ENGINEERS 2008)

The purpose of this report was to evaluate the likely impacts of the Lake Roosevelt Incremental Storage Releases Program on existing public-use facilities that are part of the recreation area, managed by the National Park Service. The facilities in the recreation area include 26 public campgrounds and boat-in-only campgrounds, 11 designated swimming beaches, and three concessionaire-operated marinas located at Kettle Falls, Keller Ferry, and Seven Bays (KPFF 2008:1).

The draw down amount for a dry year is 1 foot less than the current operating elevation at the same time of year. There are several facilities that are not currently designed to function at this lower elevation. Courtesy boat docks and swim areas are impacted by the draw down. A portion of docks will remain above water level and swim areas will contain less water. Improvements are recommended, but it is recommended that improvements be made to handle the additional draw down expected for the drought year rather than for the dry year alone.

A drought year will see a decrease in elevation 1.8 feet lower than the current drought year operation elevation for that time of year. This water level drop impacts many facilities. The main effect is less usable dock area for the courtesy docks and less surface area and depth of water in the swim areas. It is recommended that facilities be retrofitted where possible to maintain the current level of service. The estimated total cost to retrofit the existing facilities is \$528,800 (KPFF 2008:11).



Lake Roosevelt shoreline

WATER QUALITY STUDY (1999)

In 1999, the park commissioned a water quality analysis of six designated swim beaches within Lake Roosevelt NRA (six designated swimming beaches at the following locations: Spring Canyon, Keller Ferry, Fort Spokane, Porcupine Bay, Marcus Island and Evans). This study, a Health Risk Assessment of Swimming Beaches on Lake Roosevelt (Vasconcelos 1999), confirmed that the beaches were generally within water quality parameters for temperature, conductivity, turbidity, pH, and dissolved oxygen. The study also analyzed whether nearby potential sources of pollution, such as comfort station septic systems, shower drainages, and culvert runoff could potentially affect water quality at these beaches.

The study focused on the following key purposes: (1) Identify all physical and environmental factors which may have a current or future impact on water quality; (2) Identify specific conditions which impact the health and safety of primary contact recreational activities such as swimming, wading, and snorkeling in designated areas of each beach site; (3) Identify and locate potential sources of human or animal fecal contamination which could lead to contamination and distribution of microbial pathogens within the designated swimming areas; (4) Locate and identify at least three bacterial monitoring stations at each beach which are considered representative of the bathing area and; (5) Make real-time physiochemical measurements of water temperature, conductivity, turbidity, pH and dissolved oxygen at each swimming site.



Buoy at Spring Canyon

The study did not include measurements of biological contamination, such as for *E. coli* or other enterococcus bacteria. It did, however, identify whether “swimmer’s itch;” ear, nose and throat irritations; or other reports of contamination had been reported from the study sites.

As noted in the study, the NPS requires that water suitable for body contact recreation uses must meet four specific requirements. These requirements are: (1) Conducting on-site surveys; (2) Formalizing a acceptable beach monitoring plan; (3) Monitoring for *E. coli* or enterococcus indicator bacteria employing U. S. Environmental Protection Agency (EPA) methodologies and; (4) Issuing beach advisories or closures when bacterial contamination criteria are exceeded.

The study therefore recommended that the recreation area begin monitoring for indicator bacteria.

NATIVE AND NON-NATIVE AQUATIC VEGETATION STUDY (SYTSMA AND MILLER 2008)

In 2007, Lake Roosevelt established test plots at five sites to monitoring different methods of addressing aquatic plant concentrations arising during draw downs. Three of the sites were in the Spokane Arm (Porcupine Bay, Moccasin Bay, and Riverview) and two sites in the mainstem Columbia River (East and West Hanson Harbor). These sites were selected based on the high number of aquatic plants, the potential for these aquatic plants to impede visitor use and safety, comments from visitors and ease of access for treatment and monitoring (Sytsma and Miller 2008). Treatments included: cultivation, application of forced heat, solarization from black plastic, solarization from clear plastic, placement of a benthic barrier



Shoreline vegetation at Moccasin Bay

within the bathing zone at Porcupine Bay and no treatment (control). According to Sytsma and Miller (2008), cultivation involved pulling a rototiller behind a tractor to uproot plants to a depth of approximately four inches. The forced-heat treatment involved pumping steam beneath tarps on the soil surface for two to three hours to heat the soil to a depth of two to four inches. The gas permeable AquaScreen-brand benthic barrier was applied in the swimming area of Porcupine Bay. It is commonly used to remove or prevent submersed plant growth in small areas around docks and swimming beaches. Solarization involved placing heavy black or clear plastic on the soil surface for approximately one month. The purpose of the plastic was to kill any vegetation underneath through trapping heat. Black plastic and control treatment plots were placed at all sites while other treatments were placed at a subset of the sites. Eleven native aquatic plants, one macroalgae, and one non-native aquatic plant were found. Eurasian watermilfoil was classified as uncommon because it was found only at three percent of the study sites. From this study, an aquatic vegetation growth zone was identified between reservoir heights of 1,260 and 1,280 feet. The test methods did not have a consistent effect on reducing the populations or changes in community composition during the study period. The study recommended testing the effectiveness of an aquatic herbicide, Fluridone, in summer 2008. Fluridone has been used successfully in aquatic irrigation canals (Sytsma and Parker 1999 in Sytsma and Miller 2008).

Agreements

LAKE ROOSEVELT COOPERATIVE MANAGEMENT AGREEMENT "FIVE PARTY AGREEMENT" (1990)

This agreement specifies management areas for the Department of the Interior, National Park Service, the Bureau of Reclamation, and the Bureau of Indian Affairs, as well as for the Confederated Tribes of the Colville Reservation, and the Spokane Tribe of the Spokane Reservation. It identified a "Reclamation Zone, a Recreation Zone and a Reservation Zone, wherein certain management responsibilities for each agency are identified.

Under the terms of this agreement:

NPS shall manage, plan and regulate all activities, development, and uses that take place in the Recreation Zone in accordance with applicable provisions of federal law and subject to the statutory authorities of Reclamation, and consistent with the provisions of the agreement subject to Reclamation's right to make use of the Recreation Zone as required to carry out the purposes of the Columbia Basin Project."

This agreement established the Lake Roosevelt Coordinating Committee, comprised of the National Park Service, Bureau of Reclamation, Bureau of Indian Affairs, Confederated Tribes of the Colville Reservation and Spokane Tribe of the Spokane Reservation.

TRI-PARTY AGREEMENT

This agreement, which was superseded by the Five Party Agreement, was signed by the Secretary of the Interior on December 18, 1946. It identified management responsibilities among the National Park Service, Bureau of Indian Affairs and Bureau of Reclamation and confirmed Lake Roosevelt National Recreation Area (although it was then-called Coulee Dam National Recreation Area) as a unit of the National Park System, subject to all the NPS laws, regulations, policies and guidelines (Riedel 1997:10).

LAKE ROOSEVELT FORUM

The Lake Roosevelt Forum was created in 1990 as a public involvement group to provide a neutral arena for all interested parties throughout the region to meet, learn about proposed activities early in the planning process and to seek common ground on which to promote a coordinated vision of Lake Roosevelt and its watershed (Riedel 1997:15)

D. Public Participation

Public involvement is a key component of the NEPA process. In this part of the process, the general public, federal, state, local agencies and organizations are provided an opportunity to identify concerns and issues regarding the potential effects of proposed federal actions. The opportunity to provide input is called “scoping.”



Interdisciplinary Planning Team Workshop

Internal scoping is the effort to engage professional staff of Lake Roosevelt National Recreation Area and other NPS offices (Pacific West Region and Denver Service Center) to provide information regarding proposed actions that may affect park resources. Internal scoping, which began in February 2008, was also formally conducted. A variety of concerns were identified from park staff in vegetation, wildlife, maintenance, water resources, and planning through participation in an internal scoping meeting held on February 26–29, 2008 and another meeting with Jones & Jones staff in March. Comments were also solicited formally and informally from Interdisciplinary Planning Team members and from other agency staff. The initial Interdisciplinary Planning Team meeting occurred on August 12, 2008. Later Interdisciplinary Planning Team meetings occurred in December 2008 and April 2009. Internal scoping continued throughout the development of this EA.



Public scoping meeting in Colville

As a key step in the overall conservation planning and environmental impact analysis process necessary for achieving the goal managing the Lake Roosevelt shoreline, the NPS sought public comments and relevant information to guide the preparation of the EA. Among the objectives of this public scoping were to:

- Invite participation from federal, tribal, state, local governments and other interested parties;
- Inform all interested parties about the scope of the problem and the need to find solutions;
- Identify a preliminary range of management alternatives (in addition to a no-action alternative that will be used as a baseline of existing conditions from which to evaluate proposed changes in management);
- Identify substantive environmental (including natural, cultural, recreational and socioeconomic) issues which warrant detailed environmental impact analysis, and eliminate issues or topics which do not require analysis;
- Identify potential environmental consequences and suitable mitigation strategies.

Public scoping was publicized through the following means: 1) a press release describing the intent to begin the public involvement process through comments on the proposed project was mailed to news media on August 14, 2008; 2) a newsletter was distributed to approximately 350 people on the park’s mailing list and was available at Lake Roosevelt NRA headquarters in Coulee Dam; 3) it was announced via PEPC on August 19, 2008.



Public scoping meeting in Coulee Dam

The public outreach called for by Section 106 of the National Historic Preservation Act NHPA was integrated into the NEPA process in accordance with the *NPS Programmatic Agreement and Management Policies* (2006).

The formal public scoping period for the Lake Roosevelt Shoreline Management Plan began on August 14, 2008 and ended on September 30, 2008. During this time, Lake Roosevelt National Recreation Area held four open house public meetings in Colville (September 8, 2008), Coulee Dam (September 9, 2008), Davenport (September 10, 2008) and Spokane (September 11, 2008). All parties wishing to express concerns or provide information about management issues which should be addressed in the forthcoming conservation planning and environmental impact analysis process were strongly encouraged to submit written comments.

Professional staff was available to introduce the project, give presentations, answer questions, and to accept comments. The public was encouraged to provide comments during the meetings and/or to submit written comments. The meetings were attended by approximately 137 people. There were 55 people who signed in at the Colville public meeting, 15 people who signed in at the Coulee Dam Public Meeting, 34 people who signed in at the Davenport Public Meeting, and 33 people who signed in at the Spokane Public Meeting. Overall, more than 200 comments were recorded by NPS and Jones & Jones staff at these meetings.

Summary of Concern Statements

The public comments from both the meetings and the letters (295) were sorted into nine different categories. These ultimately resulted (from additional sorting and combining) in the 241 concern statements listed below plus the ones listed in the lower section that were considered but dismissed (10), or outside the scope of the proposed plan (41). The comments have become part of the public record. Another 28 comments were submitted on the proposed alternatives as a result of the Alternative Development newsletter.

PUBLIC ACCESS TO SHORELINE (76 COMMENTS)

Residents adjacent to the park boundary want private access to the lake shore from their nearby properties. Those residents with existing, noncompliant primitive boat launches would like to keep them.

PATHS FROM PRIVATE DEVELOPMENTS TO THE BEACH

- Stairs, paths or walkways should be available from neighboring properties to area beaches.
- Design guidelines for community access walkways could be developed to ensure consistency for walkways.
- Designated paths should be designated for each community.



Docking facilities at Porcupine Bay

BOAT LAUNCHES

- More boat launches should be provided, including at Moccasin Bay and Cayuse Cove.
- Permits to local landowners for access to primitive boat launches could be issued twice a year.
- Primitive boat launches, such as the one at Moccasin Bay, allow the public one at Porcupine Bay to be less congested.
- The Shoreline Management Plan should not allow for private primitive boat launches that are unavailable to surrounding landowners or the public.
- Private docks in the park, including those at Moccasin Bay, should be removed.
- Moccasin Bay boat docks are used by local residents and are accessible to the elderly or handicapped.
- Residents above boat-in only campsites should be able to drive or walk-in to those sites to set up camp.
- Many existing primitive boat launches, such as Cayuse Cove do not have public access roads.
- A variety of Community Access Points should be retained to minimize public boat launch traffic.
- Criteria for boat launch permits for residents adjacent to the shoreline should be established to free parking spaces at public boat launches.

OTHER ACCESS ISSUES

- Shoreline access road closures, such as Orchard Tank Road, are often not enforced.
- Fencing to exclude cattle is also preventing public access.

Increasing residential development has created a need for additional, developed, public access points.

SUGGESTIONS REGARDING NEW FACILITIES

- More public boat launches would decrease crowding at existing launches.
- Consider a boat launch and day use area at Moccasin Bay.
- Consider locating facilities at Colville Flats, Barstow, Ft. Spokane, and the Camp Na-Bor-Lee/Corkscrew area.
- Reopen the Laughbon Bay boat launch near Porcupine Bay, if it can be done without disturbing sensitive Indian artifacts.
- A public, primitive boat launch at Moccasin Bay would have the following adverse impacts: the County gravel access road would damage boat trailers, the east end of Moccasin Bay is a wetland, the adjacent lake area is too crowded with jet skis and boats, Indian artifacts could be disturbed; and there is adequate boat launch capacity at Porcupine Bay.



NPS boat at Porcupine Bay

PROBLEMS WITH CROWDING/PRIVATE ACCESS ISSUES IN EXISTING FACILITIES

- Area residents often kept their boats in the water all summer because boat launches, including at Porcupine Bay Campground, are overcrowded.
- Land sales in areas surrounding the shoreline, including in Enterprise, often describe “water-front access” despite the publicly owned shoreline of Lake Roosevelt.
- The NPS should charge a moorage fee (\$10/day) for day use boating at Spring Canyon during peak periods.

CROWDING/MAINTENANCE OF EXISTING FACILITIES

- If the National Park Service is having difficulty maintaining existing facilities, why are new facilities being considered?
- Existing facilities are only crowded during certain times, such as weekends and holidays.
- There are existing, uncrowded facilities available during peak periods; however, these are not well advertised.
- Instead of establishing new access points and facilities, the National Park Service should manage existing facilities more efficiently.



Lake shore at China Bend

Visitors are confused about where they can stop along the lake shore for day use or to camp, because some shoreline appears private.

- The National Park Service should limit or prevent activities by private parties that interfere with public access to natural/built features of the Lake Roosevelt shoreline.
- Boaters are familiar with the publicly owned Lake Roosevelt shoreline and know they can stop anywhere.
- It is unlikely that visitors are confused about public vs. private areas along the Lake Roosevelt shoreline.
- Private development along the shoreline interferes with public access to it by fostering “no trespassing” signs.
- Because of changes in the Mill Canyon area, such as the realignment of the county access road and interference from private residents, area neighbors no longer use the beach there.
- Public swimming areas, paths and parking areas should be clearly marked along the shoreline, including in the Mill Canyon area.
- Some National Park Service management actions, such as bollards, do not prevent access because they are removed/vandalized.
- The National Park Service should do a better job of informing visitors and residents of the regulation which does not allow leaving private property to reserve sites along the shoreline unless the site is occupied.
- The National Park Service should enforce the “abandoned property regulation.”



Private dock on the Spokane Arm

Most Community Access Points are not adequately signed as public facilities or identified on park maps, so they appear to be private.

- Clearly identify Community Access Points as public.
- Define “Community Access Point.”
- Community Access Points allow moorage and access to nearby services and businesses, such as at Eden Harbor, where the new docks have greatly improved public access.
- Additional paved parking areas should be added along the shoreline.
- Community Access Points should have additional facilities, such as roped-off swimming areas for kids.
- Community Access Points, including those at Eden Harbor, should allow for both day and overnight use.
- No additional Community Access Points should be added.

Facilities should be located closer together so area residents and visitors do not have to drive miles out of their way to access the next park development when closer facilities are full.

BOAT LAUNCHES

- Boat launches near Porcupine Bay and on north side of Lake Roosevelt are too far apart.
- More facilities should be added on the east side of Lake Roosevelt.
- Boat launches should be located closer together. Suggestions including eight miles apart or no more than an hour's drive apart.
- Although overland drives to area facilities are long (including up to 60 miles between Moccasin Bay and the nearest NPS boat launch), boat distances are much shorter and more closely spaced boat launches could reduce the long drives to access public facilities.

TOILETS

- Portable toilets should be located at each facility.
- Portable toilets should both be put out earlier in the season and left out longer.
- The number of outhouses, floating toilets and garbage cans should be increased at Lake Roosevelt.

Visitors are currently dispersed throughout the national recreation area by the distance between and size of the park developments. Those closest to major population centers are the most congested.

- The Spokane Arm is crowded due to the increasing number of visitors from the growing Spokane area.
- Facilities located near Spokane, such as at Enterprise or Lincoln could alleviate crowding.
- A marina or other facilities should be added at Lincoln.



Trail at Crescent Bay

There are few existing trails along the lake shore for visitors and residents.

- Consider developing a trail from Crescent Bay to Spring Canyon.
- Consider developing a trail system that circumnavigates the lake, crossing at Grand Coulee Dam and the Kettle Falls Bridge.
- Proposed new trails could be constructed in phases, by volunteers, and could use easements.
- Consider collocating more campgrounds and/or toilets with new trails.

There are some places in the recreation area that are not accessible to people with disabilities.

- Respondents were not familiar with accessible facilities in the recreation area.
- Accessible routes to beaches should be increased.
- Accessibility improvements should include disseminating information about their availability, including on the new NPS accessible facilities web site.
- ADA access to draw down areas for fishing and recreating should be provided.
- Establish an ADA-accessible fishing pier.

BEACH CAMPING/DAY USE IMPACTS (101 COMMENTS)

Unmanaged shoreline camping and day use have resulted in trash, illegal fires, and resource damage along the shoreline.

MANAGEMENT

- Improve management of shoreline camping.
- Consider improving existing facilities before new facilities are added.
- Provide additional enforcement/monitoring of existing rules and regulations.
- Overcrowding at some sites, such as Hunters and the Spokane Arm, contributes to the accumulation of trash along the shoreline.
- Consider signing that helps beach campers to avoid areas of private land beyond the shoreline.
- In some places, the closure of informal beach access roads has led to more trash and waste problems because area homeowners can no longer access the beach to clean it.
- Establish a Leave No Trace program to ensure campers take trash and supplies out.
- Consider monitoring enforcement of rules (trash/toilets) as campers leave the lake.
- Consider using volunteers to check permits.



Debris on the shore of the Spokane Arm

PERMIT/FEE SYSTEMS

- Consider establishing a permit system for shoreline camping.
- Permits for shoreline camping could be free or have a nominal charge to allow for increased monitoring and enforcement of rules.



Boating to shore at Spokane Arm

- Fees could be charged for shoreline camping or dump station use.
- Fees could be used to generate revenue for better management of shoreline camping.
- Charging fees could allow for additional staffing.
- Continue to allow informal boat-in beach camping, but consider an added fee for launching a boat (\$6 for 6 days of primitive camping).
- Consider adding a local add-on boat license fee that allows for additional boater education on resource impacts.
- Charging for shoreline camping may be difficult to enforce.

DESIGNATED SITES

- Consider designating additional boat-in camp sites.
- Consider limiting boat-in camping to designated sites.
- Allow reservations for designated campsites.

PARTNERING

- Improve communications with houseboat rental concessions to increase compliance with rules, particularly regarding beach fires and litter.
- Establish better communication with realtors and developers regarding Lake Roosevelt shoreline management issues, such as encroachment, public access to the shoreline and camping regulations.
- Consider using neighborhood volunteers for beach cleanup programs
- Establish a neighborhood watch volunteer program to reduce adverse impacts/ to report violations.
- Acknowledge local residents/neighborhoods that reduce resource impacts, including littering.
- Educate visitors and residents regarding how to reduce shoreline impacts.

MANAGEMENT MODELS

- The Colville Tribe camping permit system could be used as a model.
- Park management at other Pacific Northwest parks could be used as a model.
- The check-in/check-out policy at Glacier Bay National Park for canoes works well.

FIRES

- There should be additional enforcement of the ban on beach fires.
- Signs at boat launches regarding beach fires are inadequate.
- Allow beach fires in early spring to eliminate floating driftwood.

Inconsistent enforcement of the regulation that requires use of portable toilets for primitive camping has resulted in human waste impacts to water quality and the shoreline.



Vault toilet at Keller Ferry

- Among the issues that contribute to the human waste problem include overcrowding, boaters without toilets, and not enough enforcement.
- Solutions that would address human waste include: more enforcement, additional education regarding human waste rules, fees for beach camping that would go toward providing additional toilet facilities, and required use of portable toilets.
- Boaters should be required to carry portable toilets.
- “Bio-waste” containment bags could be at each boat launch area either available for free or at a minimal ‘at cost’ price.
- Boats without toilet facilities on board should be targeted to minimize human waste problems.
- Consider partnering with the tribes to manage human waste.
- There should be additional enforcement of waste disposal rules.
- Consider a check system to ensure boaters have porta-potties.
- Target high-use areas with problems/without toilets for monitoring and enforcement.
- Water quality can be beneficially affected by changing the parking surface paving to be more permeable, but the striping needs to remain visible.
- “Selector values” on boats should be prohibited.
- The launch fee for boats (most have toilets) is \$45 per year whereas day use (in some areas) is \$7 per day and there are no requirements for toilets.
- Consider changing Bradbury Beach back into a campground to help with the small boats that do have sanitation devices and to allow better access to the river for non-boaters.

Water quality in the vicinity of unregulated camping areas and throughout the park is unknown. The park does not have a water quality monitoring program.

- Establish a program to monitor water quality to protect natural resources.
- Eliminate the capability for boats to dump waste into the lake.

Illegal off-road vehicle use on beaches has adversely affected cultural resources.

- Regulate unauthorized beach driving access.

The number and location of the floating toilet/dump stations, though effective where they exist, is inadequate to handle the waste from the increased number of vessels on the water.

- Increase the number of floating toilets.
- Locate floating toilets closer together (up to one every five miles).
- Change the locations of floating toilets to move them away from nearby facilities (such as Kettle Falls) to areas with no facilities, such as Daisy or south of Bradbury Beach.
- Establish directional/distance signage to the floating toilets to encourage their use.
- Keep floating toilets open for a longer period each year; fishing and boating occur year-round.
- Establish additional mooring at day use public facilities (such as Spring Canyon) so boaters can use toilets.
- Locate toilets where boat mooring is possible.
- Rocky areas or high use areas such as Plum Point or Jones Bay make it difficult for boaters to access existing toilets.
- Consider increasing the capability to pump-out floating toilets.
- Increase the treatment of wasps and frequency of cleaning at floating toilets.
- Consider additional toilets at Fort Spokane and floating toilets on the Spokane Arm.
- Increase the number of dump stations on Lake Roosevelt, such as at Daisy.
- Investigate Dworshak Reservoir as a model for dealing with human waste. They have adequate floating toilets and even floating docks that people can moor to overnight.

Participants had a range of opinions about the kind and amount of enforcement the NPS should provide.

- Increase and make enforcement of rules more comprehensive.
- Establish a neighborhood watch program to increase compliance with existing regulations.



Fishing at Porcupine Bay

- Increase (quadruple) the number of law enforcement rangers.
- Law enforcement at Lake Roosevelt is a 24-hour job.
- Establish jurisdictional boundaries so residents know who to call for observed violations at all times.
- Enforce the rule that prohibits shoreline residents, campers and day use visitors from leaving out property to “reserve” a site.
- Increase the number of tickets given for violations of park regulations.
- Focus enforcement on areas where it is most needed.



Family use of personal watercraft at Gifford

Respondents noted an increase in the number of power boats and jet skis.

- Consider limiting the use of or banning jet skis.
- Jet skis contribute to noise and safety problems on Lake Roosevelt.
- Large power boats should be regulated on the Spokane Arm.
- Consider limiting the size and speed of boats on Lake Roosevelt.
- Consider identifying zones, speed zones and/or noise corridors to address increasing noisy and long cigar boats.
- Minimize conflicts between water skiers and jet skiers by regulating use.

CAPACITY OF FACILITIES

(52 COMMENTS)



Launch ramp at Kettle Falls

During the summer, boaters sometimes wait a long time to launch their boat at congested boat launches.

- Consider informing boaters regarding boat launch protocol to minimize launch area crowding.
- Boating safety checks at boat launches increases crowding.
- The docks at Kettle Falls shift out of parallel, making it difficult for boat launching.
- The number of dock slips at Spring Canyon is inadequate for the number of people desiring to moor their boats.
- Overnight moorage should not be restricted to those people who have a campsite.
- Mooring fees could be collected from all boaters at busy sites, increasing park revenue.

- Consider extending boat launches so that during draw down in winter and spring more access to the lake will be available.
- Consider adding more parking places on land adjacent to existing ramps, instead of increasing the number of launch ramps.
- Increase the size of some facilities, such as boat ramps at Porcupine Bay and Seven Bays.

Existing parking is at capacity in many areas, such as Spring Canyon, Porcupine Bay, Hunters, Seven Bays and Kettle Falls, during the peak summer season. NPS land ownership limits the opportunity to expand these areas.



Field near Fort Spokane

- Available land would allow expansion of parking at Porcupine Bay and Fort Spokane.
- Overnight campers should park their trailers at remote parking areas to open up more boat trailer parking spots for day use boaters.
- There are conflicts between day use and overnight parking at launch areas.
- Overflow parking at Porcupine Bay is encroaching on adjacent private property.
- Consider expanding at Lincoln Mills to alleviate crowding at Seven Bays.
- Consider using parallel parking rather than pull-through parking for boat trailers.
- Consider limiting parking at Kettle Falls near the fish station to cars rather than boat trailers.
- Expand boat trailer parking at Spring Canyon, and Hunters (where it is unsafe to park along the road).
- Expand public access in existing areas, such as at Porcupine Bay.
- Consider excluding boat traffic upstream of where the Spokane Arm narrows.
- Change the configuration of parking at Fort Spokane between the highway and parking lot.
- Consider locating “parking lot full” signs at intersections, such as at Miles - Creston Road and Seven Bays Drive.

Analysis of the carrying capacity of national recreation area facilities is needed to determine whether they are adequate or need to be modified. Some areas regularly experience crowding.

- Weekend use is crowded, especially at Porcupine Bay, Keller Ferry, Lincoln, and Fort Spokane.
- Consider addressing area carrying capacity, especially for parking.
- Off-peak periods, such as before June or after September, rarely have crowding.
- Consider conducting a carrying capacity analysis (via the University of Idaho) to develop criteria for carrying capacity of park facilities.
- Consider increase the number of marina slips.

The national recreation area currently does not have criteria to determine whether new or expanded facilities are needed.

- Respondents that commented on the need for new or improved facilities did not identify criteria for the use or expansion of those facilities.

Increasingly longer boat trailers are obstructing traffic in parking areas.



Parking at Keller Ferry

- Consider establishing regulations for the management of increasingly bigger/longer boats.
- Boat trailer spaces should be 30 feet long for cars and RVs and 70 feet long for vehicles with trailers.
- Parking areas should have increased turning radii.
- Designate passenger vehicle and vehicle/boat trailer parking.

There may be a desire for primitive walk-in camping, which is occurring on a limited basis now from boat-in campgrounds accessible from area roads.

- Consider providing walk-in camping for a fee.
- Consider additional boat-in camping before walk-in camping.

Many facilities along the Lake Roosevelt shoreline have opportunities and/or constraints regarding expansion.



Family activities ashore at Porcupine Bay

- The Kettle Falls boat launch parking lot could be reconfigured to change the angle of parking to make it more efficient and better signage could be installed.
- Consider adding facilities to the Old Kettle Campground.
- Sediment has adversely affected the usability of the Kettle Falls and Marcus Island swim beaches. Changes are needed to allow them to be used again.
- Although new facilities are being proposed, some old facilities are not being maintained.
- There should be additional mooring at Crescent Bay and Spring Canyon.
- There is inadequate space at Porcupine Bay. As a result, the campground and beaches are being used.
- Consider adding a flush toilet/wash basin to Lincoln.

EXCLUSIVE USE OF SHORELINE (11 COMMENTS)



Cayuse Cove

Residential development along the shoreline has resulted in illegal vista clearing, trails, boat ramps, trespass construction of building and landscaping, herbicide use, swim platforms, and floating boat docks.

- Resource impacts such as a bulldozed road down to the water's edge at Cayuse Cove have occurred to allow for "beach access."

Some visitors claim or "reserve" a beach camp by leaving tents, lawn chairs, or other gear out for days or weeks which dissuades other visitors from stopping at an apparently "private" beach.

- Unattended boats are left along the shoreline to reserve sites, similar to the use of leaving a chair or tent to reserve a campsite.
- The National Park Service should enforce the rule that prohibits shoreline residents, campers and day use visitors from leaving out property to "reserve" a site.



Lake edge at Laughon Landing

TOPIC 5: LOWER LAKE LEVELS IN SUMMER (17 COMMENTS)

Recreation facilities, such as boat launches, docks and swimming areas, will be affected by the State and Bureau of Reclamation proposal to draw an additional 18 inches of water from the reservoir during peak summer months.

- The NPS should extend or move launch ramps where affected to provide access to the lake when the water is drawn down.
- Consider extending one or two launches in the north part of the lake.
- Decreasing water levels during the visitor use season increases beach access.
- Lower lake levels have an effect on toilet use because some launch facilities, such as Hog Creek, are too short to be used by passing boaters at lower levels.
- At full pool, although there may be the same number of boaters, there is less available shoreline and more problems with crowding.
- Lower lake levels may create problems for the shallow Moccasin Bay area.
- Allow for dock accessibility at Seven Bays during draw downs.
- Increase maintenance of NPS docks to ensure they are fully extended when possible.

TOPIC 6: AGENCY COORDINATION (12 COMMENTS)

There are inconsistent regulations among the National Park Service, the Confederated Tribes of the Colville Reservation, and the Spokane Tribe of the Spokane Reservation. The NPS does not charge or require a permit for shoreline camping, while the tribes require both a permit and user fees.

- There should be consistency between the Spokane Indian Reservation and the NPS. Uniformity of fees, regulations and permits could result in better protection of the visitor experience and the park's resources as visitors become accustomed to a consistent restrictions.
- The NPS could charge for beach camping, since the tribes charge for it.
- The NPS, Colville and Spokane tribes' regulations regarding fire are confusing.
- It is difficult for Lake Roosevelt business managers to explain the differences in regulations among the NPS and the tribes in response to visitor questions.
- There is confusion about which agency to call when enforcement is needed.
- Park rangers currently cannot take action on tribal lands.

- Although there is a table of different regulations on the park map, these areas are difficult to identify when on the water.
- Different rules between the NPS and the Tribes are not confusing to some.
- Consider having the same rules regarding dock usage.
- Establish consistent regulations, so everyone knows the limits and rules.
- Consistent regulations would result in fees for camping and year-round beach fires.
- Consider not allowing fires and fireworks throughout Lake Roosevelt.

Limited coordination between the NPS and the counties could be improved to facilitate visitor understanding of regulations.

- Issues and alternatives should be coordinated with local residents and the county.
- Notification should precede all meetings.

Inconsistent enforcement of county land use regulations has led to impacts on NPS lands.

- The NPS should establish mutual aid agreements with other enforcement agencies so each can enforce the other's rules.
- A centralized dispatch system for the three counties, the tribes and the NPS could streamline operations.
- Consider increasing law enforcement staffing/patrols.



Shoreline vegetation at
Camp Na-Bor-Lee

TOPIC 7: NATURAL RESOURCES (26 COMMENTS)

The increase in native aquatic vegetation at several recreation sites has affected the national recreation area's ability to maintain clear swimming waters and access to boat launches.

- Park visitors are concerned about aquatic vegetation at Hanson Harbor, Porcupine Bay, Fireman's Cove, below the Uranium mine, and at Moccasin Bay.
- Aquatic vegetation prevents people from swimming and clogs boat propellers.
- The sources of Eurasian milfoil may be Long Lake and the Pend Oreille River.



Houseboat docked at Kettle Falls

- Various solutions were offered for weed management: having local residents control weeds nearest their residences, using benthic liners, controlling the source (off NPS property), or having volunteers remove the vegetation mechanically.
- Public funds should not be used to clear aquatic vegetation from areas in front of private, non-compliant docks.

Shoreline camping has impacted vegetation.



Aquatic vegetation control plots at Porcupine Bay

- Vegetation is disturbed when extra-long boat trailer parking exceeds curb stops.

Noxious weeds are colonizing riparian and upland areas along the lake shore.

- Knapweed, mullein, St. Johnswort, and Dalmatian toadflax are present at Colville Flats. Dalmatian toadflax is also at Sunset Hills.
- The weed control board has released a biocontrol for Dalmatian toadflax.
- Area residents would be willing to volunteer for invasive plant removal effort.

Although Lake Roosevelt is currently unaffected by the Zebra mussel and the Quagga mussel, there are no measures in place to prevent their invasion.

- The NPS should establish boat cleaning requirements to avoid the introduction of mussels.

TOPIC 8: CRESCENT BAY (13 COMMENTS)

- Expand the Crescent Bay launch facility.
- Consider offering fuel and water.
- Add limited moorage.
- Cooperate with local businesses and citizens in planning for Crescent Bay.



Vacation cabin at Rickey Point



Spokane Arm



Dock at Jones Bay

TOPIC 9: VISITOR USE INFORMATION (10 FROM PUBLIC ACCESS TO SHORELINE, 4 FROM BEACH CAMPING/DAY USE, 4 FROM CAPACITY OF FACILITIES)

Visitor use information currently does not adequately inform visitors of park rules and regulations, encourage them to protect park resources, and/or facilitate satisfying visitor experiences. Multiple access points to park development and the lake make it difficult for staff to contact and educate the public. Visitors may not have convenient access to resources intended to expand their knowledge of ways to reduce boating and camping impacts.

SIGNS

- Consider locating “Parking Lot Full” signs at boat launch facility entrances, such as at Seven Bays and Miles Creston Road, and Colville Flats, that reads “parking lot full” when there is no more space for boat trailers.
- Install more signage about packing it in and packing it out.
- Signs telling visitors not to drive on the beach are too small for visitors to read.
- Consider signing the boat-in campsites along the Spokane Arm shoreline.
- Boat launch signage is ineffective.
- Emergency phone numbers should be posted at launch areas.
- Launch signage should encourage boaters from blocking the ramps for more than 10-15 minutes.

STAFFING

- Because parking lot capacity fluctuates, instead of Parking Lot Full Signs, station a person at the entrance to inform visitors of other options and to indicate when space has been made available.

ELECTRONIC INFORMATION

- Consider using solar-powered Traveler Information Stations placed at gateway towns. Visitors could tune in to a specific radio station and hear updates about campground closures and boat launch activity.
- Consider posting and updating parking status, such as at Porcupine Bay, on a web site.



Marine activity at Spring Canyon

EDUCATION

- Consider education strategies that inform visitors of rules, such as when it is possible to reserve day use or camp sites.
- Consider updating or producing pamphlets such as the former boater's guide and providing these at launch sites to improve visitor understanding of the varied cultural and natural resource values within the park area.
- Consider requiring visitors to watch a boat training and safety video before getting a boating permit.

ENFORCEMENT

- Better enforcement would ensure rules were followed.
- Education should be used in combination with more ticketing of offenders.

OTHER

- The green and red buoy markers may be confusing because people do not understand them.

1. ISSUES AND CONCERNS ADDRESSED IN THIS DOCUMENT

All of the above issues and concerns were considered in the planning process or are addressed in this document except for those identified under the next heading.

2. ISSUES AND CONCERNS NOT ADDRESSED IN THIS DOCUMENT

CONSIDERED BUT REJECTED CONCERNS

The following issues were initially considered by the planning team, but were eventually rejected for various reasons.

The following public comments were dismissed from further analysis:

- Allowing private docks (with no public access) to remain.
- Making all primitive launches and boat docks public.
- Removing all Community Access Points.
- Not making any changes to Community Access Points.
- Accepting primitive camping impacts such as dispersion of human waste via “cat-hole.”
- Adding solar-powered showers to floating toilet/dump stations.
- Adding floating campgrounds, similar to those in the Everglades and Caribbean, to Lake Roosevelt.
- Constructing a golf course south of Kettle Falls.
- Opening a portion of the shoreline, such as at Marcus Island, for off-road vehicle (ORV) use in the spring to encourage tourism during the off-season.

The following issues generated through public scoping are not within the scope of this project and are therefore not analyzed in detail in the document.

NEW CONCESSIONS

- Establish a new concession in Ferry County.
- Establish destination resorts on Lake Roosevelt.
- Incorporate features of the concessions management plan as part of the Shoreline Management Plan.
- Add a food concession to the Kettle Falls area.
- Develop concessions at the Old Kettle Campground
- Add a commercial focus, such as a store for supplies and/or food, to Lincoln.
- Authorize “incidental business permits” to companies to provide off-site boat/trailer storage to facilitate launch and retrieve operations for a fee.

HOUSEBOAT ISSUES

- Houseboats should be required to post rules on every boat along with offering a supply of litter bags.
- Regulate house boat advertisements that show people having bonfires on the beach even though that's not allowed.
- Identify a carrying capacity for houseboats.
- Minimize houseboat monopolization of pump house stations and gas.
- Reconsider the priority given to houseboats at concession facilities.

MARINA MANAGEMENT ISSUES

- Reconsider whether appointments are needed for pump stations at concession marinas.
- Expand marinas.
- Regulate the number of commercial slips so more are available for public use.
- Reorganize the Kettle Falls Marina winter parking area.
- Dredge the Kettle Falls Marina to improve the quality and depth of moorage.
- Move the Kettle Falls Marina to a deeper bay or cove, perhaps near Colville Bay to allow it room to expand.

These actions are outside the scope of the proposed plan because they are part of concessions management, and include actions within the purview of the park's concessions management plan. They are therefore not considered in the accompanying analysis.

LAND USE OUTSIDE RECREATION AREA BOUNDARY

- With the dramatic increase in homes in the Mill Canyon area since the 1970s, there has been resistance by the homeowners for public access in the Moccasin Bay area.

Although the park is desirous of working with developers to address boundary management issues, particularly where development abuts recreational facilities, modifying the ability of counties to regulate land use development along the shoreline is not within the scope of the Shoreline Management Plan.

LAND PURCHASE OR EXCHANGE FOR RECREATIONAL FACILITIES

- The NPS could purchase land from willing sellers to expand facilities at places such as Lincoln Mill or to establish another large campground like Fort Spokane.

Although the park could consider pursuing this in a future version of the GMP, acquiring new lands is not part of the purpose of the Shoreline Management Plan.

VACATION CABINS

- Vacation cabins have a place at Lake Roosevelt because of the length of time they have been allowed.
- Vacation cabins should be removed because they are an exclusive (private) use of public land.

The vacation cabin environmental analysis process is separate from the Shoreline Management Plan. Interested parties are encouraged to participate directly in that ongoing process. The Shoreline Management Plan is focused on broader park visitor use management issues; while the vacation cabins plan is focused specifically on the need for currently permitted areas (see the summary of the EA under “Park Plans” earlier in this chapter).

LAKE LEVEL MODIFICATIONS

- Postpone full pool levels until after Labor Day, so the crowding and human waste problems could be relieved.
- Consider maintaining full pool longer in the summer, including higher levels in April.
- The issues of water quality and healthy fish should play more of a role in determining lake levels.
- The lake draw down has economic impacts.
- Public hearings should be held so all affected parties can plan for lower levels.
- Consider a study to determine optimal lake levels to protect sensitive cultural sites that could be exposed by lake level draw downs, while balancing the needs of downstream users, including salmon.
- The rate of draw down has to be slower than the rate of increase to diminish erosive effects.
- When the lake levels go above full pool, banks erode and trees fall in.
- Lake level rise kills fish eggs along the shore of Lake Roosevelt.

The National Park Service, although it manages recreational facilities on Lake Roosevelt, does not control water levels in the Lake. The NPS was asked to quantify changes that would affect lake recreation from changes in lake levels due to the State of Washington and Bureau of Reclamation proposal to increase the draw down of the lake during the summer.

RIPARIAN WATER RIGHTS

- Maintain access to the lake by cattle. This is a riparian water right that cannot be taken or destroyed.

This issue is addressed under the grazing management plan. Contact the Chief of Compliance and Natural Resource Management.

WATERSHED ISSUES

- The land-use problems in the larger watershed (mining, etc.) need to be addressed.
- There is contamination of water by Canadian mining company (Tech).

This issue is currently being addressed by DOI case management team representatives as well as the tribes and the Washington Department of Ecology.

FIRE

- Homeowners need to be able to clear a defensible space around the perimeter of their homes. Does the NPS have a program for clearing or thinning forests?

Although there are occasionally exceptions, clearing for defensible space must occur on the property of the homeowner, not the NPS. The Fire Management Plan identifies 2000 acres of park land for defensible space treatment. A Fire Management Plan Update was approved on January 14, 2009. For more information contact the Lake Roosevelt Fire Management Officer.

HUNTING

- The high concentration of waterfowl at Lake Roosevelt should be actively managed.
- Hunting of waterfowl and deer should be encouraged. Hunters use boats to access the more remote sections of the recreation area.

Although the waterfowl and other hunted species may occur within the boundary of Lake Roosevelt, the State of Washington has primary responsibility for population management. Changes to hunting seasons or regulations are not within the purview of the Shoreline Management Plan.



LAKE DEBRIS MANAGEMENT

- The NPS should remove drift from the lake.

There are now collection basins at China Bend and Kamloops, whereas before debris was hand-collected.

VISITOR CENTER FACILITIES

- Respondents identified the need for gateway community visitor centers in Davenport, Grand Coulee, and Kettle Falls.
- The GMP calls for more visitor information to be provided. Given the long, linear nature of Lake Roosevelt, additional visitor use facilities are needed; however, this is outside the scope of the Shoreline Management Plan.

PUBLICATIONS

- During the '60s or early '70s, a very informative boater's guide to Lake Roosevelt was published. This could be rewritten and updated for boaters and provided at each launch site to help understanding of the varied cultural and natural resource values within the park area.

CAMPING RESERVATIONS

- There have been some issues and miscommunications with the national reservation system.

Problems with the reservation system should be reported to the NPS headquarters at Coulee Dam or www.recreation.gov.

3. ALTERNATIVE DEVELOPMENT COMMENTS

Twenty-eight comment letters were received on the preliminary alternatives described in a newsletter published in November 2008. Most of these comments were received through PEPC (the NPS Planning, Environment and Public Comment web site). Five letters generally discussed all the alternatives and either agreed or disagreed with various features of the alternatives. Many (12) of the comment letters were related to the use of Moccasin Bay area on the Spokane Arm for a primitive public boat launch / dock. Most of these commenters were opposed to it because of its proximity to a neighborhood, because of potential impacts, and/or because the road is difficult to traverse during poor weather conditions. Another four letters specifically concentrated on proposed changes at Crescent Bay, with two of these opposing the campground and two suggesting an expanded number of boat slips, and two supporting a dog-walking trail. Two letters focused specifically on docks and two others on the proposed deepwater launch at Rickey Point. Three letters were received from organizations: the National Parks Conservation Association, Coulee Corridor National Scenic Byway Consortium, and from the town of Marcus (about Marcus Island issues). Two letters questioned the potential for archeological resources (at Moccasin Bay and Rickey Point).

PUBLIC REVIEW OF ENVIRONMENTAL ASSESSMENT

This Environmental Assessment is being made available to the public, federal, state, and local agencies and organizations via direct mailing of the printed document, placement on the park's web site, and in local public libraries (Colville, Grand Coulee, Davenport, Republic, Kettle Falls). The opportunity for public review is publicized through press releases distributed to a wide variety of news media, in the park newspaper, and on the park's web site. Copies of the document may also be obtained from:

Superintendent, Lake Roosevelt National Recreation Area
1008 Crest Drive
Coulee Dam, WA 99116-1259

Phone: 509-633-9441 Fax: 509-633-9332
Email: laro_planning@nps.gov
Internet: <http://parkplanning.nps.gov/laro>

Responses to comments on the Environmental Assessment will be addressed in a proposed Finding of No Significant Impact (FONSI) or will be used to prepare an Environmental Impact Statement (if appropriate). (For more information about specific agency and staff consultation, see the section in this document entitled "List of Persons and Agencies Consulted/Preparers," page 250).

