



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

Superintendent: Debbie Bird

National Park Service

Pacific West Region—Seattle Office

Park Planning and Environmental Compliance

909 First Avenue

Seattle, Washington 98104-1060

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.

Table of Contents

CHAPTER I: INTRODUCTION	1
A. Scope of the Environmental Assessment	2
B. Park Purpose and Significance	3
C. Lake Roosevelt National Recreation Area Goals	4
D. Project Background	5
<hr/>	
CHAPTER II: PURPOSE AND NEED	7
A. Purpose and Need	7
B. Project and Issues Framing Public Scoping	9
C. Relationship to Laws, NPS Policy, and Lake Roosevelt National Recreation Area Planning Documents	13
D. Public Participation	32
1. Issues and Concerns Addressed in this Document	50
2. Issues and Concerns NOT Addressed in this Document	51
3. Alternative Development Comments	56
<hr/>	
CHAPTER III: ALTERNATIVES	59
A. Actions Common to All Action Alternatives	61
B. Alternative A—No Action	70
C. Alternative B—Preferred Alternative	74
D. Alternative C	84
E. Alternative D	90
F. Alternatives Considered but Dismissed	97
G. Environmentally Preferred Alternative	99

CHAPTER IV: CRESCENT BAY DEVELOPMENT CONCEPT	111
A. Site Analysis	113
B. Crescent Bay Programming	116
C. Alternative Concepts	120
D. Phasing and Costs	132

CHAPTER V: METHODOLOGY	135
A. Impact Topics	136
B. Methodology	142

CHAPTER VI: AFFECTED ENVIRONMENT	151
A. Land Use	152
B. Air Quality	154
C. Geology and Geological Hazards	155
D. Soils	157
E. Water Resources	158
F. Vegetation	163
G. Wildlife	166
H. Special Status Species	169
I. Prehistoric and Historic Archeological Resources	174
J. Ethnography	176
K. Historic Resources (National Register of Historic Places)	178
L. Visitor Experience	179
M. Socioeconomics	194
N. Park Operations	196

CHAPTER VII: ENVIRONMENTAL CONSEQUENCES	199
A. Impacts to Land Use	199
B. Impacts to Air Quality	202
C. Impacts to Soils and Vegetation	206
D. Impacts to Water Resources (Water Quality)	214
E. Impacts to Wildlife	218
F. Impacts to Special Status Species	223
G. Impacts to Cultural Resources	224
H. Impacts to Visitor Experience	227
I. Impacts to Socioeconomics	237
J. Impacts to Park Operations	240

CHAPTER VIII: CONSULTATION AND COORDINATION	247
A. Project Scoping History	247
B. Consultation	248
C. List of Persons and Agencies Consulted/Preparers	250

CHAPTER IX: REFERENCES	253
-------------------------------	------------

APPENDICES	261
Appendix 1: Measures to Avoid, Minimize, or Mitigate Impacts	261
Appendix 2: Site Analysis Summary of Lake Roosevelt Facilities	268
Appendix 3: Mailing Distribution List	272

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

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.



Marcus Island

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).

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).



Seven Bays marina



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.



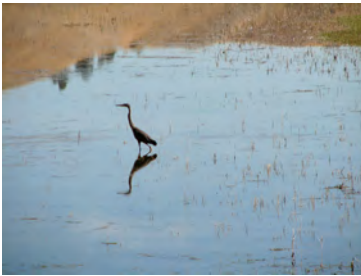
Keller Ferry Marina at low lake level

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.

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.



Historic buildings at Fort Spokane

**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.

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.



Boating to shore at Spokane Arm

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.

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.



Picnic facilities at Porcupine Bay

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.

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.



Trail at Crescent Bay

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.

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.



Debris on the shore of the Spokane Arm



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.



Fishing at Porcupine Bay

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.

- 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 Laughbon 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

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.



Spokane Arm

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.



Dock at Jones Bay

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 a 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).

III. Alternatives



The National Environmental Policy Act of 1969 (NEPA) requires agencies to develop alternative strategies to fully explore a range of ideas, methods, and concepts as part of an Environmental Assessment (EA). All alternatives should be feasible for implementation. National Park Service policy requires that when the NPS can identify its preferred alternative that it be done so before the EA is released for review. The preferred alternative is that alternative the National Park Service believes would best accomplish its goals, based on the analyses completed to date.

The Interdisciplinary Planning Team, which includes representatives from Federal, Tribal, and local governments in the Lake Roosevelt Region, crafted the alternatives to recognize the importance of public access to the shoreline and the need to provide for a diverse range of recreational opportunities and a quality visitor experience. The alternatives also provide various measures that will ensure the preservation and conservation of natural, cultural, and scenic resources, and seek out ways to enhance communications with the general public and the various NPS governmental and private sector partners in the Lake Roosevelt area. Each proposed alternative is required to be consistent with Lake Roosevelt NRA's *General Management Plan* of 2000 including the purpose and significance of the NRA, current NPS laws and regulations, and standard implementation and maintenance practices.

Four alternatives were developed to provide a foundation for decision-making as the NPS moves forward with the Shoreline Management Plan:

- **Alternative A:** The “No Action” or Continue Current Management Alternative would continue current management strategies under existing funding levels.
- **Alternative B:** The Visitor Use Management and Education Alternative would create new permits, zoning, and ways to disseminate information.
- **Alternative C:** The Partnerships and Agency Coordination Alternative would enhance existing partnerships and coordination with public groups and agencies.
- **Alternative D:** The Built Recreation Facilities Alternative would provide new recreational opportunities through park infrastructure.

Although the emphasis in each alternative is different, each would use 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 also calls for the development of some new facilities.

The implementation of the alternatives would be dependent on adequate funding, staffing, and environmental analysis. Approval of a preferred alternative would not guarantee that funding would be forthcoming. Rather, the plan establishes a vision and framework to guide Lake Roosevelt National Recreation Area in future management decisions.

Identification of the Preferred Alternative



Interdisciplinary Planning Team workshop

The development of a preferred alternative involved evaluating the four alternatives with the use of an objective analysis process called “choosing by advantages.” Through this process, the Interdisciplinary Planning Team identified and compared the relative advantages of each alternative according to a set of factors. The advantages of each alternative were ranked and the costs of implementing the alternatives were compared. The Interdisciplinary Planning Team used this information to select the preferred alternative. Under this process, the preferred alternative is the one that would give the greatest overall benefits for the most reasonable cost.

Alternative B was selected as the Preferred Alternative of the National Park Service. Implementation of Alternative B is also recommended by the assigned representatives from the other governmental agencies on the Interdisciplinary Planning Team.

A. Actions Common to All Alternatives



Each alternative includes strategies that address the major planning issues: 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 educational information to visitors. Each alternative also addresses the GMP direction to provide a full-service marina at Crescent Bay.

The following “Common to All” actions include existing/ongoing management and maintenance actions, and actions identified for implementation in the 2000 *General Management Plan*. Actions that are common to all alternatives include continuation of the community access point approval process; proposed construction of the Crescent Bay Marina; retention of the Tread Lightly® program and other strategies for managing human waste; retrofitting facilities to accommodate proposed lower lake levels in summer; existing agency and partnership coordination programs; existing native and non-native noxious weed management programs; and existing visitor interpretive and education programs.

Adaptive Management



Traffic monitoring at China Bend

The *General Management Plan* (NPS 2000) states that changing patterns of visitor use may result in the need to expand existing recreational facilities, such as parking lots and launch ramps. To address this issue, the Shoreline Management Plan (SMP) provides recommendations for potential locations where facility expansion or new development could occur, as informed by the 2008 Lake Roosevelt Site Analysis Report.

The 2008 Site Analysis Report, prepared as part of the SMP, identified opportunities for future development or expansion of recreational facilities, as informed by an evaluation of the physical attributes of the lake’s shoreline. Types of shoreline information evaluated as part of the 2008 Site Analysis Report included: vegetation, topography, bathymetry, seasonal fluctuation of water levels, location of current recreation facilities, proximity to public roads, presence of cultural resources, and surface hydrology. Appendix 2 identifies, by individual site, the results from the 2008 Site Analysis and summarizes development potential associated with each recreational facility along the lake shore. The Shoreline Management Plan alternatives present a range of recreational facility development and expansion recommendations, as informed by the 2008 Site Analysis Report.



Eden Harbor community access point

Areas within Special Use Zones that have been dedicated for a specific use or group and where access to the general public is limited will be reviewed periodically to determine whether the continued use of those areas by private individuals or groups is inconsistent with the needs of the general public. This public need assessment would summarize the status and trends associated with visitor use and demand for recreational opportunities that occur over time at Lake Roosevelt, in the general vicinity of each *General Management Plan* defined Special Use Zone. This public need assessment will be informed by a set of qualitative social, cultural, and natural resource information and will be summarized in a report format to inform future NPS management decisions. For example, the public need assessment may suggest the need for additional day use visitor facilities in a general location. The NPS will first consult the SMP and the associated 2008 Site Analysis Report to identify site specific facility expansion or new development opportunities in that general location. The public need assessment, in conjunction with the recommendations contained within the SMP, will guide development of an appropriate management response, ranging from implementing more intensive resource or visitor use management strategies, expanding existing facilities or developing new facilities.

The status and trends associated with the visitor use and recreational demand portion of the public need assessment will be evaluated using indicators of public need. A preliminary set of indicators that may guide the five year public need assessment includes:

- Wait time for visitors and recreational users, by specific facility type. Primarily boat launches and parking lots
- # of recreational users, by specific facility type
- # days per summer season when specific types of facilities have exceeded their designed capacity
- Impacts to physical and biological resources, proximate to a facility, by facility type
- Impacts to visitor experience, by visitor use category and facility type
- Population growth projections for nearby cities and metropolitan areas
- Recreation use trends for the region and state

The National Park Service would finalize a set of public need indicators and assessment methodology, in cooperation with academia and other expert input, as part of SMP implementation.

Public Access to the Shoreline

All alternatives include a commitment by the NPS to provide public access to the shoreline through various public recreation facilities around the lake.

COMMUNITY ACCESS POINTS

Private facilities, such as unimproved boat launches, unattended buoys, docks and roads, can be converted to public facilities according to a draft set of criteria that communities must meet in order to provide public facilities. These criteria have been revised into a proposed set of Community Access Point criteria and requirements:

The Community Access Point process is designed to accommodate access from private land where there is a willingness and ability to also accommodate public use. As a result, proposals are accepted from established community organizations and local governments, but not from private individuals, developers, or corporations. Sponsoring communities must be willing to have public use of the proposed facility. Community Access Points must be:

1. Sponsored by a community of sufficient size. A community is defined as a developed area bordering the recreation area, led by a homeowners association or similar organization capable of maintaining the CAP over the long-term. The community must have a minimum of 10 households.
2. A minimum distance of 2.5 water miles OR 7 land miles from other access points that provide similar facilities.
3. A minimum distance from concession-operated marinas with overnight moorage of 10 water miles.



Kettle Falls marina



Fire ring at Camp Na-Bor-Lee



Swim area at Marcus Island

4. Accessible by the public on public roads or via public easements on private roads.
5. Free of interference with routes of public access or use of public lands or waters.
6. Located in areas of gentle topography without natural hazards (i.e., sloughing of slopes) or sensitive natural and cultural resources.

Community Access Points are required to provide the following:

1. Liability insurance assumed by the sponsoring community for public use of community-provided and maintained facilities. All liability insurance policies must specify that the insurance company will have no right of subrogation against the United States of America or must provide that the United States of America is named an additional insured.
2. Evidence of compliance with standards specified by the National Park Service, including compliance with applicable federal, state, and local laws and regulations. These standards would include maintaining all facilities in a safe and useable condition and providing access to the disabled.
3. Minimum slips or buoys based on the size of the community and two extra slips or buoys maintained for general public use. Number of slips or buoys = Size of the community/2 plus 2.
4. Adequate parking based on the facility type.
 - a. Boat launches: Number of spaces = Size of the community/2 plus 2. Parking spaces should be sized to accommodate boat trailers (10' x 45').
 - b. Boat docks: Number of spaces = Size of the community/2 plus 2. Where boat launches do not accompany the boat dock, parking spaces should be sized to accommodate vehicles (10' x 20').
 - c. Buoy fields and moorage: Same as boat docks.
5. Signage consistent with the NPS Signs Standards Handbook (reference director's order). Facility name signs shall be placed facing the water and facing the road access. An area will be provided for the display of NPS policies and regulations.

Based on these criteria the NPS would determine if existing facilities can be brought into compliance or new facilities are needed.

TRAIL ACCESS

All alternatives also include the continued maintenance of the trails at Fort Spokane and Kettle Falls. The recreation area allows informal, pedestrian access to the shoreline, without construction and if the informal trails do not degrade resources. Constructed trails, stairs, railings, and structures on NPS property will be removed.

Visitor Use of the Shoreline

The existing Tread Lightly© program would continue to provide visitors with information on the responsible care of the recreation area. Visitors to the lake would continue to learn to leave nothing behind, minimize impacts, and take nothing away from each place they visit. Ongoing programs to responsibly dispose of human waste would continue, including the requirements for overnight boaters to carry portable toilets, and for concessionaires to provide pump-out facilities and encourage the use of disposable waste bags.

Existing NPS regulations determine visitor's length of stay. Campers cannot stay in one campsite/area longer than 14 days or in the recreation area longer than 30 days per year. Campers also cannot reserve an informal beach campsite by leaving their belongings unattended on the beach for more than 24 hours. Park regulations require that campfires be in campfire rings/pits year round, unless there is a state ban on fires due to drought conditions or high fire danger.

Capacity of Facilities

Based on the *General Management Plan*, the existing public access point at Crescent Bay Marina would be developed with a full-service marina through a public-private partnership with a concessionaire. The full-service marina would potentially include enhancements to the boat launch and existing parking lot, which would be completed by the NPS. However, the marina office, small store, berthing and courtesy docks that make up the marina proper would be designed, constructed, and maintained by a private concessionaire. See the following chapter, *Crescent Bay Development Concept Plan*, for more details.

As part of annual maintenance and planning, all alternatives would include an evaluation of existing ramps to determine their potential for lengthening (see next section).

For all alternatives, new or expanded facilities may need further analysis of water quality or other environmental factors. The Lake Roosevelt/Upper Columbia River area is currently undergoing a remedial investigation and feasibility study to evaluate the risks to human health and the environment from a century of contaminants released into the Upper Columbia River from mining activities in the area. Although health advisories regarding fish consumption have been issued, analysis and studies published to date do not suggest an increased risk to human health from recreating on Lake Roosevelt. Research on this issue is ongoing and site development proposals for the northern end of the lake will take future studies and recommendations fully into account prior to making a determination to proceed with a site development at a specific location.



Aquatic vegetation on propeller

Lower Lake Levels in Summer

Because of the proposed summer lake level draw down by the Washington State Department of Ecology and the Bureau of Reclamation, affected recreational facilities, including docks, ramps, and log booms would be retrofitted to accommodate the lower lake levels based on recommendations from an engineering study.

Upgrade of the facilities would be prioritized based on the number of visitors, lake levels, seasonal concerns, and funding. The NPS plans to upgrade all listed facilities at some time.

Agency Coordination

To maintain and improve interagency communication ongoing meetings and communications with its partners would continue under all alternatives. These include meeting with tribal representatives and the Bureau of Reclamation under the “Five-party Agreement,” coordination with other partners and the public through the Lake Roosevelt Forum, and ongoing partnerships with the counties and local governments (including updates to memoranda of understanding, working together to establish regional trail connections, and establishing a joint visitor information center at Kettle Falls). To communicate the differences between tribal and park regulations to the public, a comparison of regulations and policies would continue to be published in the park newsletter.

Natural Resources

Aquatic vegetation and upland noxious weed management programs would continue. To control aquatic vegetation, pilot projects to experiment with removal methods and measure their effectiveness would continue. In general, noxious weed populations are managed with a target of maintaining weed levels at three percent or below a representative sampling of native and non-native aquatic vegetation. The aquatic vegetation control includes mechanical, biological, and chemical control methods: These methods, depending on effectiveness, would continue to be used throughout the recreation area.

For upland noxious weed control the NPS would continue to coordinate with state and county weed boards as well as cooperate with adjacent landowners to control weeds, sometimes using volunteer work parties.

Visitor Education and Information

The existing array of visitor education and interpretive programs designed to keep visitors informed of recreation area conditions, and the ecology and cultural significance of the park, would continue as part of all alternatives.

TABLE III - 1: SUMMARY OF ACTIONS COMMON TO ALL ALTERNATIVES

PREAMBLE	
Adaptive Management	<ul style="list-style-type: none"> • Monitor and evaluate visitor use and experience of recreation facilities to provide a foundation for responding to changing resource conditions over time. Assess public need periodically.
PUBLIC ACCESS TO THE SHORELINE	
Primitive boat launches and docks	<ul style="list-style-type: none"> • Refine criteria for existing Community Access Point (CAP) program to evaluate primitive launches and docks and for other proposed new facilities • Based on the evaluation, remove existing non-compliant docks and launches and retain and approve conforming ones
Buoys and moorage	<ul style="list-style-type: none"> • Continue to allow boats to be moored on the water for up to 30 days a year. (Marinas, CAPs and proposed buoy fields allow for longer use) • Continue to require unattended private buoys to be removed • Evaluate proposed community buoy fields (away from NPS facilities) using refined CAP criteria • Establish full-service marina at Crescent Bay through concessionaire (see “Chapter 4, Crescent Bay Development Concept Plan”)
Long-distance shoreline and interpretive trails	<ul style="list-style-type: none"> • Maintain current interpretive trails at Fort Spokane and Kettle Falls
Primitive constructed beach access trails/roads	<ul style="list-style-type: none"> • Continue to allow informal, pedestrian beach access to the shoreline that does not degrade soil or vegetation resources and does not have built features such as stairs or rails • Continue to map existing informal and formal pathways • Continue to remove non-public constructed trails
VISITOR USE OF THE SHORELINE: INFORMAL BEACH CAMPING AND DAY USE	
Trash and human waste management	<ul style="list-style-type: none"> • Continue Tread Lightly© education program • Continue to encourage concessionaires to provide human waste disposal bags • Continue to require concessions to provide pump out opportunities for boaters • Continue to require overnight visitors to carry an adequate number of portable toilets
Length of stay/crowding at beach campsites	<ul style="list-style-type: none"> • Limit camping to 14 days per campground/area per year, or a maximum of 30 days per calendar year within the recreation area • Do not allow campsites to be left unattended for more than 24 hours • Prohibit holding or otherwise reserving individual beach campsites
Beach fires	<ul style="list-style-type: none"> • Continue to allow fires year-round in designated fire rings • Continue to coordinate with DNR and counties for fire bans

CAPACITY OF FACILITIES	
	There are no actions related to the capacity of facilities that are common to all alternatives
LOWER LAKE LEVELS IN SUMMER	
Lower lake levels	<ul style="list-style-type: none"> • Maintain existing facilities • Implement lake draw down engineering study recommendations and retrofit facilities for summer lake levels during drought years. This includes adding dock sections or log boom extensions, as appropriate, to the following areas: Spring Canyon, Penix Canyon, Sterling Point, Keller Ferry, Goldsmith, Jones Bay, Plum Point, Fort Spokane, Detillion, Porcupine Bay, Hunters, Gifford, French Rocks, Kettle Falls, Evans and Snag Cove.
AGENCY COORDINATION	
Coordination with tribal partners	<ul style="list-style-type: none"> • Continue to meet with tribal representatives as part of lake-wide management process, under 5-Party Agreement • Continue to publish differences in rules and regulations between tribal and park managed areas in park newspaper
Coordination with local, state, and federal agency partners	<ul style="list-style-type: none"> • Continue to participate as an active member of the Lake Roosevelt Forum • Continue to participate in and provide information about park issues at council of governments and county government meetings • Update MOUs with counties • Partner with City of Kettle Falls to staff visitor information site on Highway 395 • Encourage joint staffing of other information centers
NATURAL RESOURCES	
Native and non-native aquatic vegetation	<ul style="list-style-type: none"> • Continue pilot projects to experiment with removal methods and evaluation of their effectiveness • Try to maintain populations of noxious weeds to below 3%
Noxious upland vegetation	<ul style="list-style-type: none"> • Continue to coordinate with state and county weed boards for weed control • Continue to cooperate with adjacent landowners to control weeds; use volunteer work parties

VISITOR EDUCATION AND INFORMATION	
Communicating the public nature of the shoreline to visitors	<ul style="list-style-type: none"> • Establish regular formal opportunities for the NPS to meet with communities • Provide for ranger attendance at Lake Roosevelt Homeowner Association meetings as requested
Resource education	<ul style="list-style-type: none"> • Continue to focus on a resource protection message in visitor contacts • Continue to implement the Tread Lightly© program, including its availability on web site • Continue to participate in “The River Mile” school program • Adapt Tread Lightly© brochure to be used for mail-outs and in campgrounds • Continue to educate school groups on ecology of the lake • Continue to coordinate/encourage neighborhood cleanup programs and stewardship groups that could help with shoreline monitoring for noise, littering or illegal activity



Camping at Hawk Creek

B. Alternative A—No Action



Alternative A would continue current management actions, including current maintenance, staffing, programs and regulations which guide the management of Lake Roosevelt's shoreline. Under this alternative, management actions would continue to implement the general guidelines of the *General Management Plan* under existing funding levels. Actions at different facilities would conform to the management zones designated in the *General Management Plan*. Ongoing maintenance, patrol levels, coordination with other agencies, and facilities development (including proposals for new development) would remain the same. The following discussion highlights the unique qualities of Alternative A:

Adaptive Management

Visitor use and experience of recreation facilities would continue to be monitored and evaluated to provide a foundation for responding to changing resource conditions over time. A public need assessment would be completed periodically (see "Actions Common to All").

Public Access to the Shoreline

Public access to the shoreline would continue to be provided by the existing recreation area facilities (see "Actions Common to All").

Visitor Use of Shoreline

Visitors would continue to be allowed to informally camp on beaches throughout the park without a permit. Beach fires would not be allowed except on the exposed lakebed from November 1 to May 1 when the fire danger rating for the park is at or below Level 2. Trash and human waste management issues would be addressed with the Tread Lightly© education program. Visitors would be required to carry an adequate number of portable toilets for overnight stays and concessionaires would be encouraged to provide human waste disposal bags. Meanwhile, the NPS would continue to monitor trash and human waste at designated informal beach camp areas. Crowding of facilities would continue to be managed through existing regulations and by redirecting staff to areas with problems. Campsites would not be allowed to be left unattended for more than 24 hours and the holding or reserving of campsites not on the reservation system would continue to be prohibited. The park's recreational uses would be left unchanged, such as informal beach camping on the shoreline and boating. Land-based and floating toilets would continue to provide facilities to boaters.



Stairs at Marcus Island



*Camping at Kettle River
Campground*

Capacity of Facilities

The number and size of existing facilities would remain unchanged with the exception of proposed changes at Crescent Bay. Existing facilities would continue to be maintained at levels that serve existing levels of recreational visitors. Proposals for community managed boat launches would be evaluated based on revised CAP criteria (see “Actions Common to All”). In designated recreation facilities, traffic counts and number of visitors would be monitored to inform future management and staffing decisions.



Swim area at Kettle Falls

Lower Lake Levels

Lower lake levels would be addressed by maintaining existing facilities. Facilities would be retrofitted on a priority identified basis. Retrofitting would include adding dock sections or log boom extensions (see “Actions Common to All”).

Agency Coordination

NPS would continue to coordinate with tribal partners and local, state and federal agency partners to better manage the recreation area (see “Actions Common to All”).

Natural Resources

NPS would continue to manage both aquatic vegetation and upland noxious weeds according to existing policies and programs (see “Actions Common to All”). In the Kettle Falls and Marcus Island swim areas NPS would continue to conduct native aquatic vegetation management.



Interpretive sign at St Paul's Mission

Visitor Education and Information

To ensure the public is aware of which facilities are available, the recreation area would continue to allow for some campsites to be reserved through the reservation system (currently “Reserve America®”). Use of group campsites would continue to require a reservation through the same system. Most campsites, however, would continue to be available on a first-come first-serve basis.

Existing signage along the shoreline would continue to be maintained and additional small signed facilities would be added according to the refined CAP criteria. The park would continue its focus on resource protection messages in visitor contacts and would continue to implement and expand the Tread Lightly® and the “River Mile” educational programs.

Crescent Bay

The NPS would enter into an agreement with a qualified concessionaire to build and operate a full-service marina (see “Actions Common to All”). No other facilities, except those necessary to support the marina (i.e., utilities), would be built at Crescent Bay.



Spring Canyon

Relationship to General Management Plan

Every alternative stems from the overall guidance of the *Lake Roosevelt National Recreation Area General Management Plan* (NPS, 2000). See the “Purpose and Need” chapter for a full discussion. Alternative A does not make any proposals to change any aspect of the GMP. It is, by definition, the carrying out of current practices of the recreation area according to the guidelines of the GMP.

Cost Implications

A preliminary estimate of current costs associated with the Shoreline Management Plan for implementing the *General Management Plan* under existing policies and funding levels came to \$277,000 in new construction costs. Currently, the recreation area has an annual operating budget of over \$5,000,000.



Manila Pass overlook on the Colville Reservation

C. Alternative B—Preferred Alternative



Fort Spokane from Two Rivers Marina

Alternative B strategies for enhanced visitor use and experience would build upon existing management approaches and would be structured to respond to changing conditions on the lake. This alternative emphasizes changes to recreation area management strategies to solve problems related to visitor use and resource impacts and would not emphasize capital investments or partnerships, but rather new policies to influence user behavior and enhance the protection of park resources. Changes to current visitor management would include establishing a permit system to better manage beach camping. Alternative B would also enhance protection of cultural, natural and scenic resources through coordination of public access to the shoreline, zoned approaches to aquatic vegetation management, and improved visitor access to information and resource education by increasing distribution of information and by diversifying the means by which that information can be accessed (via mail, signs, or web).

Note: Alternative B also includes the strategies and actions common to all alternatives.

Adaptive Management

Visitor use and experience of recreation facilities would continue to be monitored and evaluated to provide a foundation for responding to changing resource conditions over time. A public need assessment would be completed periodically (see “Actions Common to All”).

Public Access to the Shoreline

As described in “Actions Common to All Alternatives”, Alternative B would continue the current management strategy of evaluating primitive boat launches and docks using refined CAP criteria and their subsequent removal in the case of non-compliance. In addition, Alternative B would grandfather-in primitive, community public access points that existed before the reservoir (1942). These points are typically old roads with some parking available that would require no new construction to allow access and are connected to existing public roads. They include Laughbon Landing on the Spokane Arm and an old road off the east side of Kamloops Island. Because many of these access points are already in use, formalizing them would reduce patrol efforts and ease congestion on other launches. Under this current plan, no new facilities are planned for these locations, although they may also have the potential for primitive boat launching.

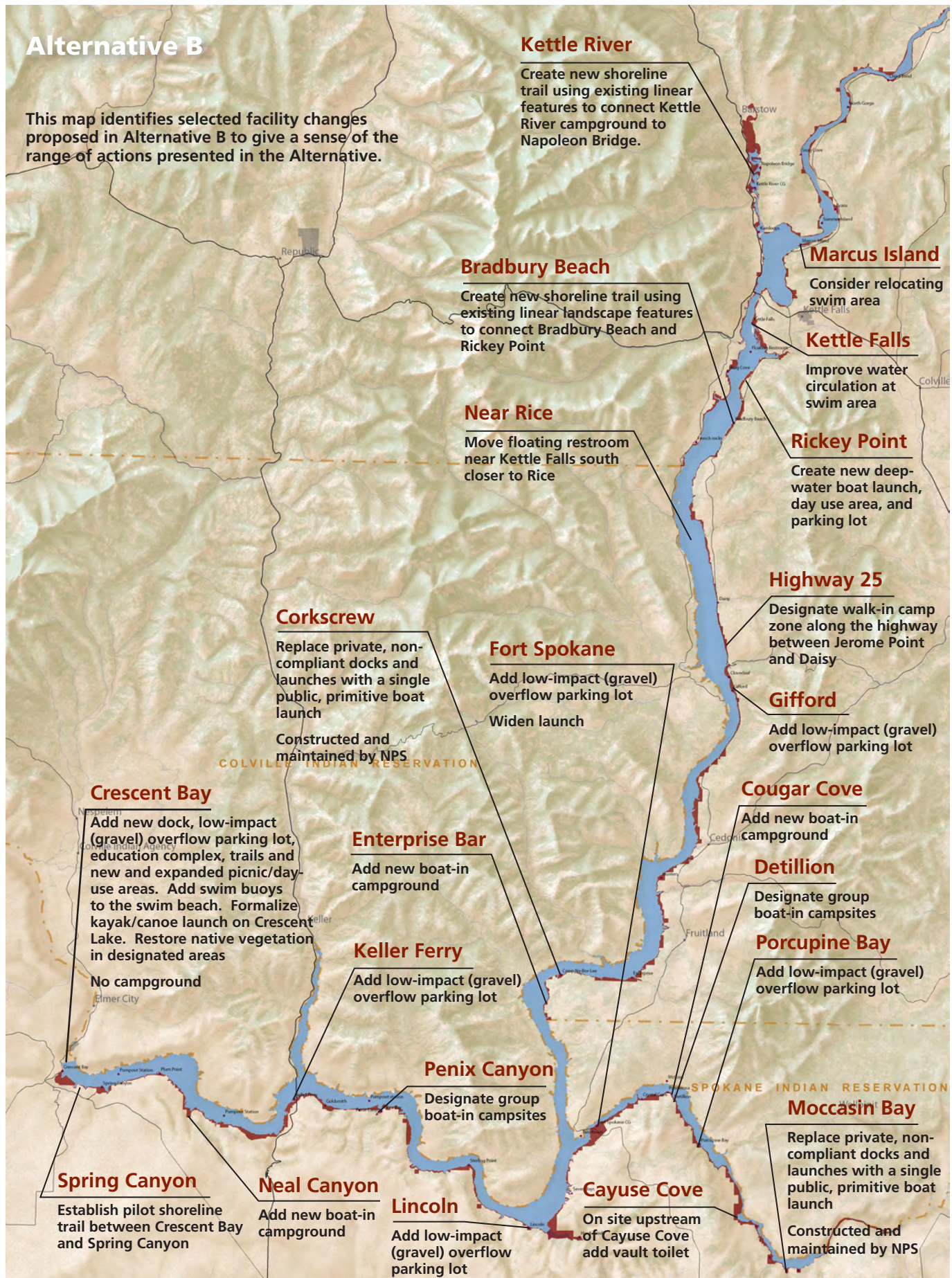


Laughbon Landing road bed

Alternative B also includes development of public, primitive boat launches at Moccasin Bay and Corkscrew. The launch at Moccasin Bay would replace the existing private non-compliant launches at Moccasin Bay and Sunset Point. (Private, non-compliant docks were recently damaged during a mass-wasting event on the Spokane Arm). The boat launches would be constructed by the NPS according to their current facilities standards to enhance ease of maintenance. Because the site is so remote by land and the county road accessing the launch is

Alternative B

This map identifies selected facility changes proposed in Alternative B to give a sense of the range of actions presented in the Alternative.



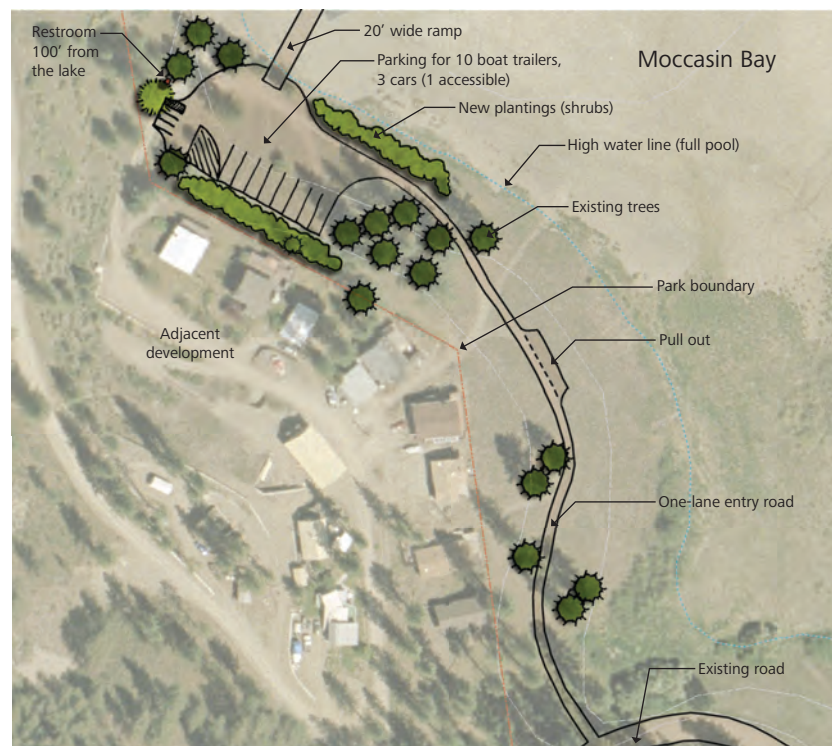


Moccasin Bay

not paved, no signs would indicate the public launch. The site would not be shown on the Lake Roosevelt NRA’s brochure and map. The boat launch would consist of a single lane, asphalt entry road across NPS property to a circular turn-around. Ten parking spaces for boat trailers would be available, as well as three parking spaces for cars with at least one accessible space. Vault toilets and signage would be placed adjacent to the ramp.

While current management allows boats to be moored on the water for up to 30 days a year, Alternative B would provide new public buoy fields where boats would not be subject to the 30 day limit. The new public buoy fields could be authorized by the NPS for greater flexibility in implementation. Concentrating boats in specific buoy fields subject to NPS guidelines and refined CAP criteria, the NPS would reduce the number of currently unlawful unoccupied, private buoys currently sprinkled along segments of shoreline.

Alternative B would both maintain existing long-distance trails and create new shoreline trails on existing linear landscape features, such as old irrigation ditches, roadbeds or levees. Similar in concept to grandfathering-in primitive pre-reservoir launches, these trails would occur in locations that would have minimal impact and do not require major capital investment. Two such projects could be a trail between Bradbury Beach and Rickey Point along the historic irrigation ditch and a levee trail from Kettle River campground to Napoleon Bridge. New shoreline trails of shorter length would also be constructed where practical and the distances between facilities are short. The proposed trail from Crescent Bay to Spring Canyon is one example.



Proposed Moccasin Bay public, primitive boat launch



Levee at Kettle River looking north



Accessible path at Bradbury Beach

On a smaller scale the primitive constructed access trails and roads to the beach would be more intensely managed. Informal, pedestrian access to the shoreline would continue where it does not degrade soil or vegetation resources and does not have built features such as stairs or rails. In addition, Alternative B would emphasize working with communities to formalize, consolidate, or remove neighborhood paths, using an expanded CAP criteria-driven process. The NPS would also work with counties, developers, and communities to establish designated public legal access points for new developments adjacent to the park boundary. Linking these public connections to non-adjacent communities would also be encouraged. The goal of this management would be to reduce the number of total trails necessary to protect shoreline resources as well as to make existing pathways more easily used by the public to enhance their experience.

Visitor Use of the Shoreline

Alternative B would emphasize user education with regard to informal beach camping. User education would be enhanced through signage, pamphlets, and visitor contacts. Lists of beach camping rules and regulations would be printed on permits. Central locations would be established where visitors could secure permits and information, such as kiosks, NPS visitor centers and in high traffic locations (including joint visitor centers) outside the recreation area.

Alternative B includes a proposed permit system for informal beach camping during the peak summer season. The permit system would limit camping in sensitive areas. Establishing a beach camping permit system would assist park rangers in monitoring visitors' length of stay at informal beach camps while improving consistency in visitor access to park rules, regulations and resource management information. The lake-wide camping permit system would be flexible, allowing for changes to the system over time based on its effectiveness. Visitors wishing to camp informally on the beach could obtain a permit at a recreation area boat launch. The permit would include the policies and regulations boaters must adhere to when camping on the beach. Park rangers patrolling the lake could verify that boat campers had obtained a permit and during visitor contacts could emphasize low-impact camping methods.

The beach camping permit system would have an additional benefit of recording when someone begins their camp stay, allowing park rangers to enforce the maximum overnight camping limits. Rangers would monitor illegal camping by tagging personal property that appears abandoned or which has apparently been left to reserve a beach campsite. While reserving informal beach campsites would continue to be prohibited, Alternative B would designate beach camping group campsites that would be able to be reserved and provide signage to delineate their use. Potential sites include Detillion Campground, because of its larger size and area that could accommodate groups, and Penix Canyon, because it also has room for group camping.

In addition to the permit system, Alternative B would alleviate crowding of beaches by adding boat-in campgrounds. Three potential sites are Neal Canyon between Plum Point and Keller Ferry, Cougar Cove, west of Ponderosa, and Enterprise Bar, north of the Spokane Indian Reservation on the east side of the lake. All three potential sites have existing beaches, adequate flat space for designated campsites and are located in areas that would further distribute boat-in camping.

Whereas walk-in camping is not permitted under Alternative A, Alternative B would establish walk-in camping management zones and a permit system, similar to the informal beach camping permit system, with camping regulations printed on the permit. A walk-in camp area would be designated along Highway 25 between Jerome Point and Daisy, where the highway is directly adjacent to the recreation area and the shoreline is accessible on foot and day use is very common. To ensure safe parking along the highway, NPS would coordinate with counties and WSDOT.

Trash and human waste management would be addressed using several different methods in Alternative B. Day-use boaters would be required to carry portable toilets. This is an expansion of the current management policy requiring overnight visitors to carry portable toilets. Alternative B would also include installation of dispensers for human waste and trash bags at boat launches. For additional boating access, a vault toilet would be added upstream of Cayuse Cove on the Spokane Arm. This would give boaters the option to having to use facilities on the Spokane Indian Reservation.



Informal walk-in camping area

Alternative B would also move the floating toilet near Kettle Falls south to be closer to Rice to minimize the distance between facilities and the season for keeping floating toilets open and maintained would be lengthened. Finally, NPS would expand its evaluation of water quality in concert with the tribes and others to determine whether the lake is being impacted.

Current noise limits to reduce excessive boat noise would continue; however, in Alternative B training and equipment for decibel monitoring and enforcement would be increased and the NPS would coordinate with tribes to adopt and enforce consistent noise pollution regulations.

In Alternative B, the NPS would continue to coordinate with the DNR and counties for fire bans; however, the current compendium would be amended to allow beach fires year-round on exposed beaches (when the fire danger rating is at or below Level 2). NPS staff would enhance fire safety education for visitors by providing summer programs, brochures and spot patrols, in association with partners and neighbors.



Floating toilet

Capacity of Facilities

To specifically address capacity issues at boat launches, Alternative B would expand visitor communication efforts that relate to facility availability. This would be accomplished by expanding hours of the park visitor centers and displaying more information in visitor centers outside the park to communicate the different facility options for campers. The recreation area map would show public boat launches on the tribal lands to advertise all lake facilities.

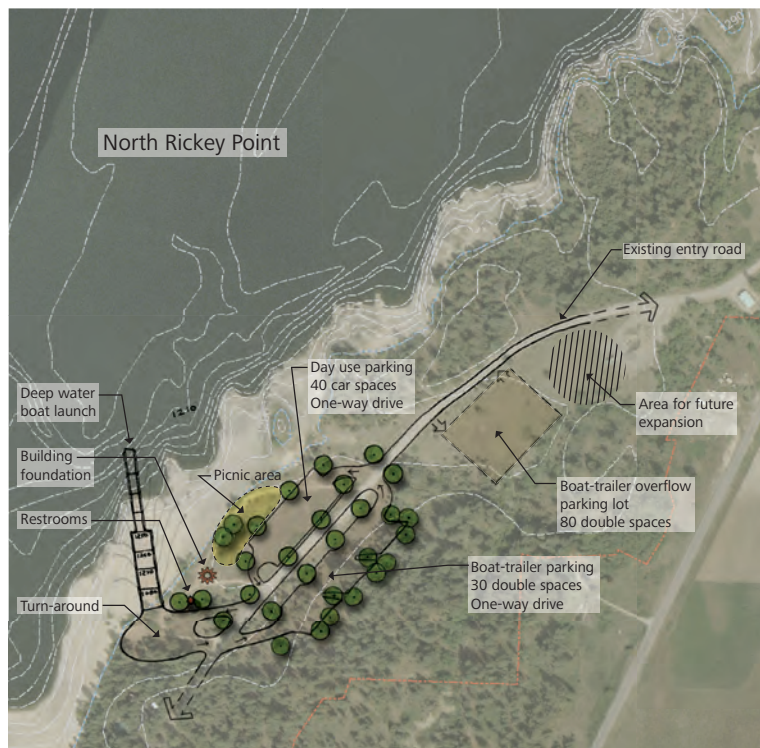


Potential location of Rickey Point boat launch and day use area



Porcupine Bay

To address the ongoing need for a deepwater boat launch in the northern part of the lake when the Kettle Falls boat launch becomes unusable (below 1234' elevation), a deepwater boat launch, day use area and parking would be added somewhere near the Kettle Falls area. A deepwater boat launch in the north would eliminate the need for Colville and Kettle Fall residents to travel to Spring Canyon, Seven Bays, or Keller Ferry to launch their boats in the spring when the lake level is low. North Rickey Point is close to Colville and the surrounding communities. According to the 2008 Site Analysis report and subsequent preliminary investigations, the north Rickey Point area could support a deepwater launch, parking, and other facilities without affecting the area used for the vacations cabins at Rickey Point. The existing entry road could continue to be used for vehicle access. A 40-foot wide boat launch with a courtesy dock, parking for 110 boat trailers and 40 cars, a small picnic area and restrooms would be provided. No overnight camping would occur.



Proposed Rickey Point deepwater boat launch



Swim area at Marcus Island

Alternative B would increase parking at Crescent Bay, Fort Spokane, Keller Ferry, Gifford, Lincoln and Porcupine Bay by adding low-impact (gravel) overflow parking lots intended to distribute visitors on summer weekends. These facilities have the capacity to accommodate more visitors if additional designated parking is available. Parking lot capacity would also be addressed by constructing electronic message boards alongside incoming highways and/or by using radio-based or web-based messages to convey parking lot status information.

Existing campgrounds would be maintained and a small campground (20 sites) would be created as part of the new Crescent Bay development.

Alternative B would install consistent signage on public docks for length of stay allowed at the park. A large dock would be installed by private concessionaire at Crescent Bay as part of the marina complex. This would also help distribute users and ease crowding at nearby facilities that are over-capacity.

Lower Lake Levels in Summer

Public communication about lake levels would increase, including informing the public of the annual Bureau lake-level forecast. This would help enhance visitor experience by allowing users to plan their activities in response to how lake levels may affect various lake uses. Facilities would be retrofitted on a priority-identified basis (see “Actions Common to All”).



Spring Canyon: beached dock at low lake levels



Ferry south of Gifford

As in Alternative A, NPS would conduct aquatic vegetation management. Water circulation at the Kettle Falls swim area could be increased to improve water quality. The NPS would also investigate options for relocating non-functioning swim areas, such as Marcus Island, which could potentially be moved.

Agency Coordination

Alternative B would improve coordination with the tribes by making boating and camping regulations and other lake-wide regulations more consistent and differences more transparent. Efforts would also be made to educate partners, including concessionaires, on regulatory and fee differences and the reasons for them. Fee agreements between the NPS and tribes would make it easier for visitors to pay and managing agencies to collect fees.

Alternative B would also improve coordination with local, state, and federal agency partners by evaluating opportunities for additional collaboration/coordination. Information about the park would be disseminated at council of governments meetings. To address visitor confusion as to whom they should call when they have issues or questions related to Lake Roosevelt, a toll-free phone-line would be created to give general information about Lake Roosevelt and to direct inquiries to the appropriate agency. Finally, a reciprocal system of notification between the NPS and local governments would notify partners of changes to policies and regulations.



Vegetation at Hawk Creek

Natural Resources

More effective aquatic vegetation management and noxious weed control would be achieved through a zoned approach to vegetation management, coordination with volunteer work parties, education to discourage practices which contribute to aquatic vegetation spread, and a continuation of existing programs of integrated vegetation management. The park will develop criteria with other agencies for effective control of aquatic vegetation. More extensive control could be allowed in high use zones, such as boat launches and swim areas, while other zones could have less control. Aquatic vegetation control would follow the concentrated and developed “management areas,” as defined in the GMP. Based on this pre-determined zoning, integrated control methods of vegetation removal would be applied (based on pilot studies). Because the NPS has strict policies governing the control of native and non-native species, including for the use of pesticides, neighboring residents would be actively discouraged from controlling aquatic vegetation on the lake.

Increased educational strategies focused on making the distinction between native aquatic and non-native invasive weeds would target park neighbors and apply to both aquatic and noxious upland species. Targeted outreach to park neighbors would broaden community understanding regarding the National Park Service mission, the rules which govern the recreation area, and most importantly could

nurture long term relationships through cooperative work parties, shoreline monitoring, and other collaborative resource management programs.

Visitor Education and Information

Visitor education and information distribution would be enhanced through dissemination of information using multiple communication mediums, such as signs, the internet, radio, and real-time sign boards located at strategic roadside locations. Installation of sign boards would require coordination with Washington State Department of Transportation. The intent would be to provide public access to park information, such as the current visitor use numbers and associated facility capacity, at each major park facility. Improved public access to real time information prior to entering the park would allow visitors to make informed recreational access choices. The current reservation system would be expanded to include more campgrounds. The NPS would also coordinate with counties and tribes to identify underutilized areas along the lake where more visitors could be accommodated.

Alternative B would include an additional public information and education management strategy targeting private property owners in the vicinity of the recreation area. The existing Tread Lightly© program provides an ideal starting point for this expanded suite of public information and education management strategies directed to park visitors and local community members. A “Welcome Neighbor” brochure would be published in cooperation with the real estate industry to provide new residents with information about living adjacent to the national recreation area. This would also tie into a “Living on Lake Roosevelt” program that would be created to continually educate adjacent landowners. A combination of increased education and increased enforcement could greatly reduce encroachments on NPS land.

Any changes to signs would be coordinated with map changes to ensure consistency in locations and facilities. Landowners adjacent to the park would also be encouraged to be involved in private ecological habitat programs, neighborhood cleanup programs and stewardship groups that could help with shoreline monitoring for noise, littering or illegal activity. Neighbors could start a program of ecological habitat enrichment sponsored by private/non-profit organizations, similar to other backyard wildlife programs. This alternative would also initiate incentive programs for habitat enrichment within properties adjacent to the park boundary including ranches. The incentive could be a sign or certification that says “fish-friendly” or “Lake Roosevelt Partner.”



Lake Roosevelt map at Davenport



Existing signboard at Davenport



Crescent Bay

Crescent Bay

Alternative B would include expanded facilities at Crescent Bay (see Preferred Concept Plan in “Chapter Four”), including new educational/interpretive facilities, in addition to the planned full-service marina. The education complex would include an interpretive exhibit as well as a classroom/multi-use space and possibly a small seasonal visitor contact station. An expanded day use area would be constructed and the existing informal swim beach would be renovated and expanded. At the south eastern portion of the site, a small campground with 16 drive-in camping spaces and 4 walk-in spaces would sit between the low hills. New roads would be installed to connect these facilities, as well as corresponding parking. Areas of non-native vegetation and disturbed soils would be restored with native scrub-shrub vegetation adapted to the local climatic conditions. Finally, a network of paths would connect the facilities and a series of interpretive components and overlooks, ultimately connecting to a long-distance trail to Spring Canyon.

Cost Implications

Additional funds would be needed to expand existing patrols, develop more comprehensive information distribution systems, and increased levels of staffing in support of developing and implementing a permit system, lake-wide zoning and associated monitoring programs.

A preliminary cost estimate completed as part of the selection of the preferred alternative came to \$6,847,000 for implementation of Alternative B, and \$468,000 in annual operating costs in addition to the current \$5,000,000 annual operating expenses.

Relationship to General Management Plan

The addition of the Spokane Arm facilities would require an amendment to the *General Management Plan*. This Environmental Assessment comprises that amendment. Alternative B proposes a primitive, public boat launch at Moccasin Bay and Corkscrew, a toilet east of Cayuse Cove, and an additional boat-in campground at Cougar Cove on the Spokane Arm.



Landscape near Crescent Bay

D. Alternative C

Under Alternative C, the National Park Service would continue to work closely with its current shoreline management partners while expanding coordination efforts with government agencies, non-profit groups and neighboring communities to achieve a more cooperatively managed lake shoreline that is connected to larger scale initiatives associated with resource management, regional trail networks, tourism, local economic revitalization, and public information. While all alternatives include partnerships and coordination elements, this alternative puts greater emphasis on the multi-jurisdictional management of the Lake Roosevelt watershed, and the comprehensive nature of the problems facing the watershed that lend themselves to innovative multi-jurisdictional solutions.



*Tribal lands overlooking
Lake Roosevelt*

The NPS shares management responsibilities of Lake Roosevelt with the Confederated Tribes of the Colville Reservation, the Spokane Tribe of the Spokane Reservation, and the Bureau of Reclamation. Ongoing meetings and communications with these agencies would be expanded in frequency and depth to ensure a coordinated management effort. Other important partners to explore the potential for expanded cooperative opportunities with include: the five surrounding county governments (Lincoln, Stevens, Spokane, Ferry, and Grant) and various private and non-profit groups, such as environmental organizations, hunting and fishing clubs, homeowners associations, and local Chambers of Commerce.

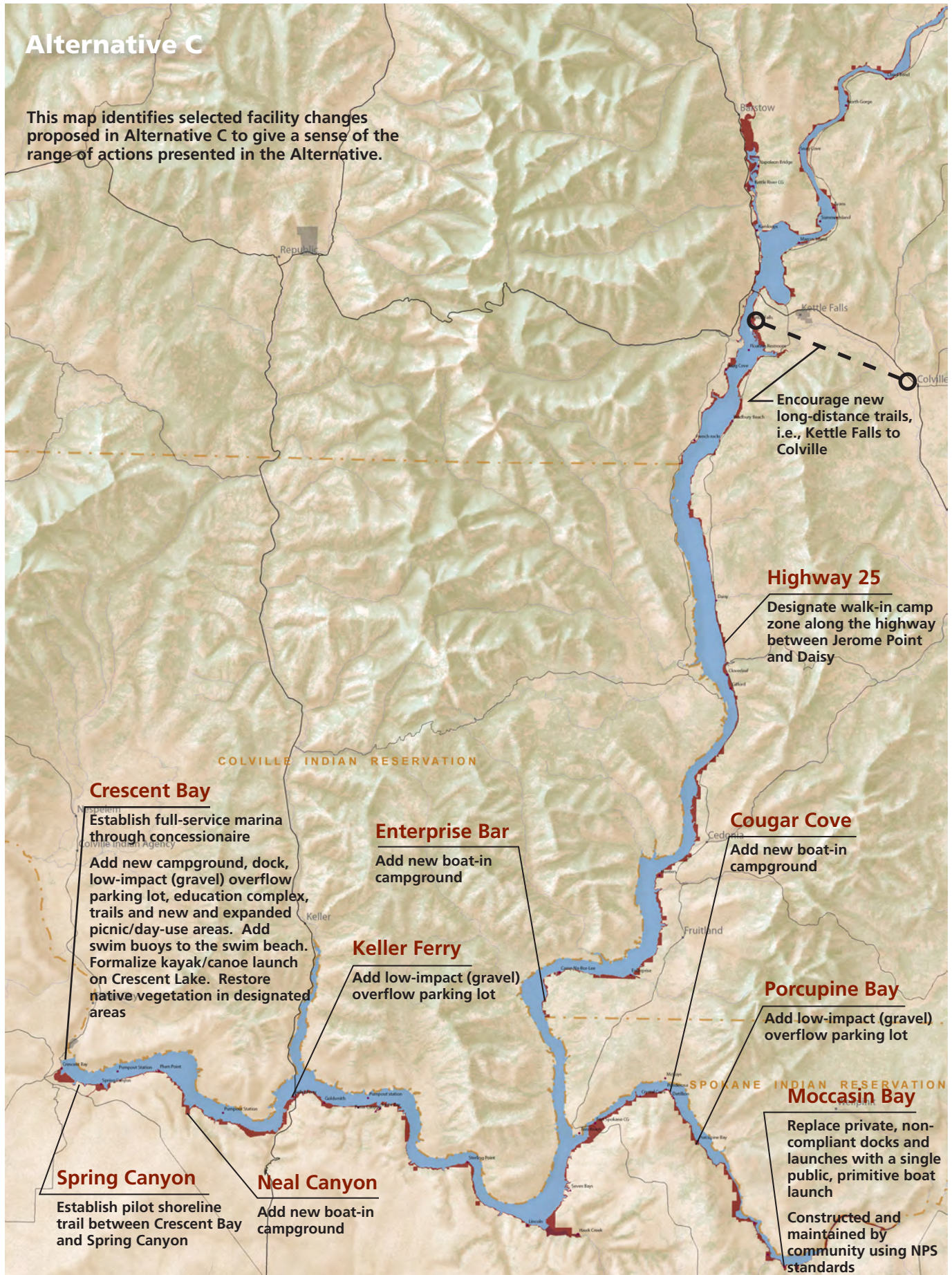
Expanded relationships and connections with outside agencies and organizations may take different forms, including proactive outreach to new community members and counties to describe the NPS mission and park regulations; meeting with the tribes to develop consistent regulations, permit systems and fee structures that govern the lake's shoreline; expanded outreach and cooperation with county building departments to formalize publicly accessible right-of-ways as part of private property development in the vicinity of the national recreation area; and partnerships with other law enforcement around the lake (counties and tribes) to save money on patrols and emergency response. A cornerstone of these expanded local and regional cooperative strategies would be the sustained commitment to manage the park's shoreline according to the NPS mission while also honoring the goals of the partner entities, agencies, organizations, and community groups.

Adaptive Management

Visitor use and experience of recreation facilities would continue to be monitored and evaluated to provide a foundation for responding to changing resource conditions over time. A public need assessment would be completed periodically (see "Actions Common to All").

Alternative C

This map identifies selected facility changes proposed in Alternative C to give a sense of the range of actions presented in the Alternative.



Public Access to Shoreline



Sunset Point

As with Alternative B, Alternative C would build upon current management strategies to address issues relating to public access to the shoreline. Private non-compliant docks and launches at Moccasin Bay and Sunset Point would be replaced with a single public, primitive boat launch at Moccasin Bay, however, in this alternative, the public primitive boat launch would be constructed and maintained by the surrounding communities, according to the standards set by the NPS.

Alternative C would maintain current shoreline trails but would permit and encourage new multiple use, non-motorized, long distance trails connected into the regional trail network (i.e., Kettle Falls campground to Colville). This would increase the number of recreational hiking and biking opportunities in the region, and expand recreational opportunities for a different segment of outdoor enthusiasts, such as mountain bicyclists. As in Alternative B, there would be a shoreline trail established between Crescent Bay and Spring Canyon (see “Crescent Bay Development Concept Plan” chapter). These actions would rely on cooperation and coordination with nearby communities and other land management agencies.



North Gorge

Alternative C also calls for working with counties, developers, and communities to establish designated public legal access points for new developments adjacent to the park boundary. An effort to link these public connections to non-adjacent communities would also be encouraged. Formal shoreline access trails would establish public access through private developments and consolidate otherwise duplicative trails into one access point for each community or area.

Visitor Use of Shoreline

Alternative C builds upon both the current visitor use management strategies but also contains many of those proposed in Alternative B. For example, Alternative C also includes a boat-in camping permit system and enhances information and educational strategies. Under Alternative C the tribal camping fee systems would be used as a model to make the different fee structures more consistent. Fee agreements between the NPS and tribes would make it easier for visitors to pay and managing agencies to collect fees. Enhancing interagency coordination would improve visitor experience by reducing confusion about different rules and regulations among management agencies.

As in Alternative B, Alternative C would include an increase in the number of formal boat-in only beach campsites. Additional designated boat in campsites could reduce crowding. As in Alternative B, proposed new boat-in campsites would include Neal Canyon (between Plum Point and Keller Ferry), Cougar Cove (west of Ponderosa), and Enterprise Bar (north of the Spokane Indian Reservation on the east side of the Lake). Designated boat-in campgrounds would improve visitor experience by adding a toilet, picnic tables, and fire pits.



Cougar Cove on the Spokane Arm, east of Porcupine Bay

As in Alternative B, Alternative C would improve visitor experience and reduce resource impacts from walk-in camping by designating an area for this activity between Jerome Point and Daisy. In addition, the NPS would work with counties and tribes to determine other locations where walk-in camping could occur.

Management strategies that reduce the impacts of trash and human waste would continue to be implemented. This alternative would also expand the Tread Lightly© program but instead of expanding it to include permit information as in Alternative B, Alternative C would expand it to include use of more volunteer groups and incorporate the experience and learning of the Colville and Spokane tribes. This alternative would include the development of a volunteer boat monitoring network to supplement ranger patrols and to improve boater education, compliance with portable toilet requirements and the permit system. As in Alternative B, the NPS would coordinate water quality sampling/monitoring with agencies, tribes and other entities to increase effectiveness by sharing data gathering responsibilities.

As in Alternative B, Alternative C would improve boater access to floating toilets and restroom facilities, by maintaining existing facilities and increasing the length of season for floating toilets. Also as in Alternative B, Alternative C would include coordinating with tribes to adopt and enforce consistent noise pollution regulations. Unlike Alternatives A and B, Alternative C would adopt a lake-wide fire permit system in coordination with the tribes to track and monitor the number and location of beach campfires.

Capacity of Facilities

Alternative C would use many of the same strategies as Alternative B, except that there would be fewer overflow parking areas in Alternative C. Instead of the six sites proposed in Alternative B, Alternative C would include four sites, Crescent Bay, Keller Ferry, Gifford and Porcupine Bay (see description in Alternative B). Alternative C also does not include the planned public buoy fields and expanded docks or moorage permit system described in Alternative B. Alternative C would include the same actions for drive-in campgrounds and boat docks described in Alternative B.

Lower Lake Levels in Summer

In addition to retrofitting docks and log-booms in anticipation of lower lake levels in the summer, Alternative C would focus on interagency coordination to track and analyze the effects of the draw downs. Interagency communication would be increased, and short and long-term effects of changing lake levels could be identified, including changes during the summer and changes that would be anticipated as a result of ongoing policy changes and climate change.



Restroom facility at Evans



Aquatic vegetation test control plots at Porcupine Bay

As in Alternative A, the need for better management of swim areas would be addressed by routinely conducting aquatic vegetation management.

Agency Coordination

Under Alternative C, many new efforts and strategies would be proposed to increase coordination and cooperation among NPS and local, state, tribal, and federal agency partners. As described in “Visitor Use of Shoreline,” the NPS would improve coordination with tribal partners by adopting the tribal camping fee system as a model to make fee processes consistent; improve systems for the payment and management of fees; adopt a lake-wide fire permit system in coordination with tribes; and work with tribes to adopt and enforce consistent noise pollution regulations.

In addition to the actions common to all alternatives, Alternative C would include participation in seasonal meetings between the NPS, chambers of commerce and the local tourism industry to discuss opportunities for collaboration. As a result, partners would be better informed of changes in management and the public would be more informed. The recreation area would be better protected not only by the NPS but by adjacent landowners and partner agencies.



Aquatic vegetation at Laughbon Landing

Natural Resources

Alternative C would include Alternative B actions, including continuing current management, establishing management zones, using integrated control methods of removal, and increasing educational strategies targeting park neighbors.

Visitor Education and Information

Under Alternative C, resource education, the advance communication of facility availability, and how to communicate the public nature of the shoreline to visitors would be addressed by many of the same strategies described in Alternative B. More sources would be used, such as web and radio announcements. New partnerships with WSDOT and other agencies would use electronic messaging boards or reader boards located on main highways and at gas stations. Changing messages would redirect visitors to the nearest campground or parking lot with capacity. Differences in Alternative C would be limiting the current campground reservation system to the same campgrounds, instead of expanding it to additional campgrounds.

Under Alternative C a more comprehensive approach would be taken to communicate the public nature of the shoreline to visitors. In addition to the Alternative B strategies (such as outreach to neighbors and a welcome neighbor brochure), Alternative C would include joint NPS and tribal monitoring to manage campsites.



NPS Facilities at Kettle Falls



Cabin overlooking Lake Roosevelt

As in Alternative B, resource education strategies would include a “Living on Lake Roosevelt” program to educate adjacent landowners, and neighborhood cleanup programs and stewardship groups could help in monitoring the lake shoreline for noise, littering or illegal activity. Changes in Alternative C would include improved coordination of resource education information, including gathering disparate NPS, agency, tribe, and county information about Lake Roosevelt into a single publication.

Crescent Bay

Alternative C actions would be the same as Alternative B, and would include expanded facilities at Crescent Bay (see Preferred Concept Plan in “Chapter Four”), including new educational/interpretive facilities, in addition to the planned full-service marina.

Cost Implications

Alternative C would require increased staff time for meetings, technical assistance, additional coordination with other agencies, and expanded distribution of information in a variety of formats. Cost savings may occur if patrols, monitoring and information distribution responsibilities are shared with other agencies.

A preliminary cost estimate completed as part of the selection of the preferred alternative came to \$5,397,000 for implementation and construction of Alternative C, and \$437,000 in annual operating costs in addition to the current \$5,000,000 in operating costs.



Day use area at Evans

Relationship to General Management Plan

The addition of the Spokane Arm facilities would require an amendment to the *General Management Plan*. This Environmental Assessment comprises that amendment. Alternative C proposes a primitive, public boat launch at Moccasin Bay and an additional boat-in campground at Cougar Cove on the Spokane Arm.

E. Alternative D



Development above Moccasin Bay

Alternative D would enhance public access and enjoyment of Lake Roosevelt by constructing new facilities, upgrading or expanding of existing facilities, and adding other targeted improvements to the recreation area. Alternative D would increase recreational facility capacity, including boat launches, trails, car and boat-in campgrounds, public buoys and docks. This could address problems associated with crowding on busy summer weekends as well as future lake level draw-downs. For example, the proliferation of human waste on the beach during high visitation summer months is addressed by the provision of additional restroom facilities along the lake shore, constructing additional boat-in campgrounds and associated facilities, and expanding the number of NPS signs which explain the Tread Lightly© program and the NPS regulations.

Adaptive Management

Visitor use and experience of recreation facilities would continue to be monitored and evaluated to provide a foundation for responding to changing resource conditions over time. A public need assessment would be completed periodically (see “Actions Common to All”).

Public Access to the Shoreline

Alternative D would continue current management strategies and add to them capital improvements and increased facility capacities. As in Alternative B, Alternative D would go beyond evaluating existing CAPs to replace private, non-compliant docks and launches at Moccasin Bay and Sunset Point with a single public, primitive boat launch at Moccasin Bay. The non-compliant dock at Corkscrew would also be replaced. Also as in Alternative B, Alternative D would increase mooring by providing public and CAP buoy fields for mooring.

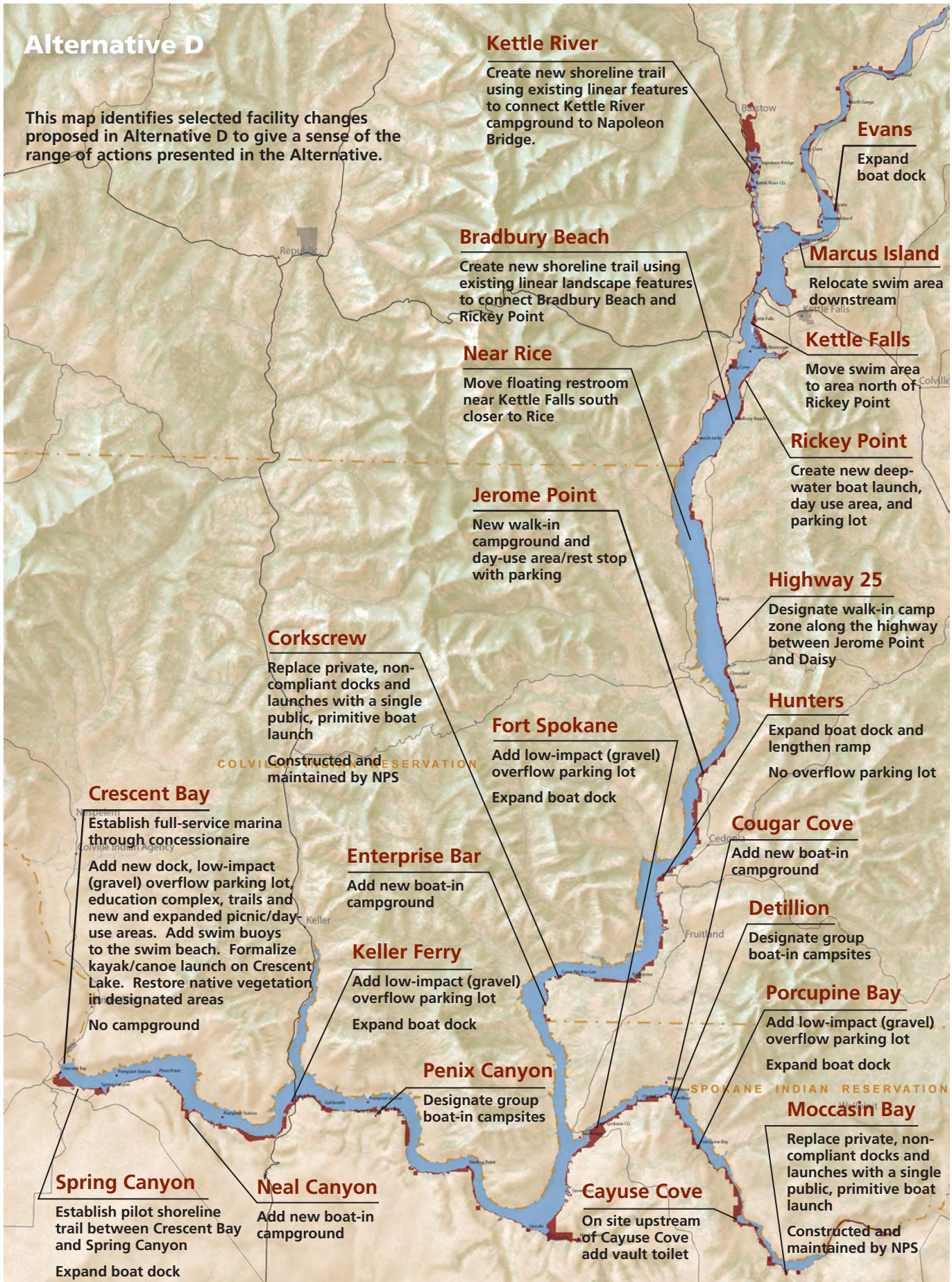
As in Alternative B, Alternative D would include new shoreline trails that run parallel to the shoreline where it is possible to connect two recreational facilities. The first of these would be established between the Crescent Bay and Spring Canyon facilities. Also as in other alternatives, informal, pedestrian access to the shoreline would continue to be allowed, however, unlike other alternatives, formal public access trails would be established along the lake shore at appropriate intervals to link neighboring residential properties to the shoreline with one consolidated trail per community or area.



Boat launch at Snag Cove

Alternative D

This map identifies selected facility changes proposed in Alternative D to give a sense of the range of actions presented in the Alternative.





Lake Roosevelt shoreline

Visitor Use of the Shoreline

To address the issues associated with informal beach camping like overcrowding, trash and human waste management, and ease of access to facilities, Alternative D emphasizes increasing the number of facilities available to accommodate increased visitor demand. As in Alternatives B and C, Alternative D would continue to allow informal beach camping but would also increase the number of boat-in only campgrounds at Neal Canyon, Cougar Cove, and Enterprise Bar. These new campgrounds would include restroom facilities and designated fire pits. Similarly, some boat-in campgrounds could be re-designated for group use only. These group boat-in campgrounds would require reservations that would maximize the use of these smaller campgrounds. Potential sites include Detillion and Penix Canyon. As in Alternative A, however, there would be no boat-in camping permit system in Alternative D.

Similar to Alternatives B and C, Alternative D would designate informal walk-in camping areas along Highway 25 between Jerome Point and Daisy, as well as coordinate with counties and WSDOT to ensure safe overnight parking is available for walk-in camping areas. In addition, Alternative D would include walk-in campground facilities and day-use area and/or rest stop facility at Jerome



Aerial photo of the Jerome Point area



Courtesy dock at Spring Canyon

Point. This location would allow for easy access from the road as well as be an appropriate location for a rest stop since it is about midway between Fort Spokane/Two Rivers and Colville.

As in other action alternatives, in addition to an increase in camping opportunities, more frequent restroom opportunities would be provided for boaters by adding floating toilets or more formal facilities throughout the park where needed. Unlike Alternatives B and C, however, Alternative D would include additional toilets along the lake shore and at boat-in campsites that are visible from the water. This visibility would help boaters identify opportunities to use formal facilities as they boat along the lake. Directional signage would be placed along the lake shore to indicate distance and direction to the nearest restroom and would be linked to the recreation area map.

Length of stay and crowding at beach campsites would be addressed using the same suite of strategies included in Alternatives B and C. Actions in Alternative B regarding floating toilets, excessive boat noise and beach fires would also be the same in Alternative D.

Capacity of Facilities

To address issues of over-capacity at boat launches, docks, campgrounds and parking lots, Alternative D again takes an approach which emphasizes the construction of new facilities and expansions at existing facilities to accommodate a greater demand in the park.



Restroom facilities at Colville Flats

As in Alternatives B and C, boat launch overflow parking would be expanded and similar to Alternative C would include four sites, however these would include Fort Spokane rather than Gifford. Other public launch facilities could also be added at underutilized portions of the lake at appropriate intervals. As in Alternative B, Rickey Point would include a deepwater launch and other facilities and Moccasin Bay and Corkscrew would have a new boat launch. Recreational facilities to be expanded under Alternative D also would include boat-in campgrounds, signs and reader boards to communicate current facility capacity, park policies, and other visitor use information, similar to Alternatives B and C.

Unlike Alternatives B and C, no new drive-in campgrounds are proposed as part of Alternative D. The Crescent Bay concept for Alternative D does not include a campground. Unlike Alternatives B and C, however, boat docks would be expanded at existing facilities that attract high visitor numbers, including at Spring Canyon, Keller Ferry, Fort Spokane, Porcupine Bay, Hunters, and Evans. By expanding the courtesy docks, more boaters could use the existing facilities at these locations.



North of Rickey Point

Lower Lake Levels in Summer

As in Alternatives A, B and C, Alternative D would implement the recommendations produced by the lake draw down engineering study and retrofit facilities for the lowest draw down levels (see “Actions Common to All”). To address issues anticipated for the Kettle Falls and Marcus Island swim areas, Alternative D would continue to conduct aquatic vegetation management as in Alternatives A, B and C, but both swim areas would be relocated. The Kettle Falls northern lake swim area would be relocated to an area north of Rickey Point and moving the Marcus Island swim area downstream would be considered.

Agency Coordination



Visitor center at Dry Falls State Park

Under Alternative D, strategies focused on agency coordination would rely on current management strategies. NPS would continue to meet with tribal partners under the Five-party Agreement, and differences in tribal and park regulations would continue to be published in the park newspaper. To coordinate with local, state, and federal agency partners NPS would continue to participate as an active member of the Lake Roosevelt Forum. The only additional strategy that Alternative D would propose would be to develop a joint information or visitor center in partnership with one or both of the tribes and to staff that center with both NPS and tribal staff. This would allow dissemination of NPS and tribal information in the same place, create a more unified vision of the entire lake in the minds of the visitors, clarify differences in regulations between the agencies, and save staff time.

Natural Resources

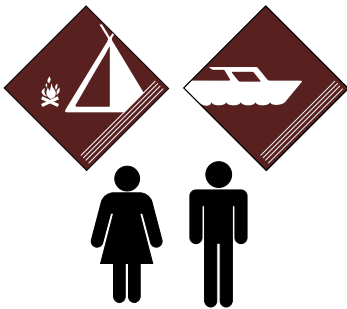
Actions associated with managing native and non-native aquatic vegetation would be the same as described in “Actions Common to All,” however, noxious upland weed management would be more targeted by NPS staff with management zones as described in Alternative B.



NPS directional signage

Visitor Education and Information

To communicate facility availability to the public, Alternative D would use the same strategies described in Alternative B, such as using more media sources to communicate facility availability and add electronic message boards, with the exception of the expansion of the campground reservation system. To communicate the public nature of the shoreline to visitors, Alternative D would adopt the same management strategies as Alternative B, such as expanding neighborhood education in the form of increased dissemination of information about the recreation area and a “Welcome Neighbor” brochure.



New strategies in Alternative D would focus on distance and location between facilities. Signs would identify the river mile and the location of the nearest restroom and other facilities, such as a launch, dump station, or gas (e.g., “restroom 4 miles ahead” or “gas 3 miles ahead”). These signs would serve to both orient visitors to their exact location on the lake as well as help them plan ahead for their own resource use. In conjunction with these new signs, existing signs posted at facilities would be modified to include more information. Diagrams depicting the suite of amenities available at each facility would be added to the signs, and could be seen by boaters on the lake, with universal symbols for restrooms, gas, and other facility availability.

Crescent Bay

Alternative D would also include expanded facilities at Crescent Bay, including a concession-run marina, new hiking trails, additional parking, a day use area, and educational/interpretive facilities. A description of the Crescent Bay development concept (Concept B) proposed for Alternative D can be found in the “Crescent Bay Development Concept Plan” chapter of this document.



*Interdisciplinary Planning Team
Workshop*

Cost Implications

Alternative D implementation would be capital intensive given the design, permitting, construction, and ongoing management/maintenance costs associated with recreational facilities.

A preliminary cost estimate completed as part of the selection of the preferred alternative came to \$5,572,000 for implementation and construction of Alternative D, and \$133,000 in annual operating costs in addition to the current \$5,000,000 annual operating costs.

Relationship to General Management Plan

The addition of the Spokane Arm facilities would require an amendment to the *General Management Plan*. This Environmental Assessment comprises that amendment. Alternative D proposes a primitive, public boat launch at Moccasin Bay and Corkscrew, a toilet east of Cayuse Cove, and an additional boat-in campground at Cougar Cove on the Spokane Arm.



Boats moored at Corkscrew

F. Alternatives Considered but Dismissed



Boat moored on Spokane Arm

Under NEPA, an alternative may be eliminated from detailed study for the following reasons [40 CFR 1504.14 (a)]:

- Technical or economic infeasibility;
- Inability to meet project objectives or resolve need for the project;
- Duplication of other less environmentally damaging alternatives;
- Conflicts with an up-to-date valid plan, statement of purpose and significance, or other policy; and therefore, would require a major change in that plan or policy to implement; and
- Environmental impacts too great.

The following alternatives or variations were considered during the design phase of the project, but because they met one or more of the above criteria, they were rejected.

ALLOW BOATS MOORING ANYWHERE ON THE LAKE FOR LONGER THAN 30 DAYS

Boats may currently moor on Lake Roosevelt for a maximum of 30 days under certain conditions. Expansion of this mooring limit is proposed in Alts B and D and is currently occurring under CAPs; however, unlimited locations for boat mooring would lead to safety problems from increased hazards to navigation, and is therefore not considered in this plan.

ESTABLISH A PERMIT SYSTEM FOR MOORING BOATS

A lake-wide permit system was proposed to allow boaters greater flexibility in mooring their boats for longer periods. Permits could be issued for different time periods (i.e. 30 days, 60 days and 90 days) depending on need. This action was dismissed because enforcing multiple permit types throughout Lake Roosevelt was not feasible even with an increase in staffing. It would also encourage more boats to moor up and down the shoreline, causing navigation hazards and limiting the public use of that shoreline. This action was dismissed because alternatives with fewer adverse impacts were incorporated into the plan.



Information sign at China Bend

TEEL FLATS DRIVE-IN AND BOAT-IN CAMPGROUND

To provide additional opportunities to boaters and reduce impacts to beaches from informal beach camping, a new boat-in campground was proposed at Teel Flats on the southern shore of the Spokane Arm. Increased boat traffic in this area of the Spokane Arm runs counter to the land use goals of the Spokane Tribe. This action was dismissed because it would have increased adverse effects and require more changes to the GMP.



LAND-BASED DUMP STATION

A dump station was proposed between Hunters and Daisy to increase the capacity of the shoreline to accommodate wastewater from boats exiting the water. This action was rejected because it would be expensive to install and maintain in an area and because there was not a demonstrated need for wastewater dumping at this location.

JURISDICTIONAL SIGNS ON THE LAKE

Because the lake is governed by the NPS and the tribes, some visitors are confused about different policies and regulations and where they apply. Floating signs were proposed to identify jurisdictional boundaries. This action, however, was dismissed because floating signs would visually detract from the natural lake environs, increase maintenance costs and minimize the on-going efforts to manage the lake under agency partnerships.

CRESCENT BAY FACILITY ENHANCEMENTS

The boat launch at Crescent Bay currently ends at the 1265 foot elevation level. A lower (extended) launch would increase the boat launching season at Crescent Bay. At the end of the existing ramp, the slope steepens, requiring a large amount of stable fill before a launch ramp extension could be constructed. This action was dismissed because of the expense and the difficult topographic conditions. A new playground and Crescent Lake boat launch were also rejected due to a lack of need for these facilities and the quiet nature of the lake-side environs.



G. Environmentally Preferred Alternative



Lake Roosevelt shoreline

In accordance with NPS Director’s Order 12, Conservation Planning, Environmental Impact Analysis and Decision-making, the NPS is required to identify the environmentally preferred alternative in environmental documents. The environmentally preferred alternative is determined by applying the criteria suggested in the National Environmental Policy Act (NEPA) of 1969, which is guided by the Council on Environmental Quality (CEQ). The CEQ (46 FR 18026 – 46 FR 18038) provides direction that “the environmentally preferable alternative is the alternative that will promote the national environmental policy as expressed in NEPA’s Section 101 (b)”, which considers:

1. Fulfilling the responsibilities of each generation as trustee of the environment for succeeding generations;
2. Assuring for all generations safe, healthful, productive, and aesthetically and culturally pleasing surroundings;
3. Attaining the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences;
4. Preserving important historic, cultural, and natural aspects of our national heritage and maintaining, wherever possible, an environment that supports diversity and variety of individual choice;
5. Achieving balance between population and resource use that will permit high standards of living and a wide sharing of life’s amenities, and
6. Enhancing the quality of renewable resources and approaching the maximum attainable recycling of depleted resources.

The environmentally preferred alternative is “the alternative that causes the least damage to the biological and physical environment; it also means the alternative which best protects, preserves, and enhances historic, cultural, and natural resources (46 FR 18026 – 46 FR 18038). According to NPS NEPA Handbook (DO-12), through identification of the environmentally preferred alternative, the NPS decision-makers and the public are faced with the relative merits of choices and must clearly state through the decision-making process the values and policies used in reaching final decisions.

Under Alternative A (No Action / Continue Current Management), natural and cultural resources would continue to be protected and preserved according to current policies and regulations. Alternative A satisfies the CEQ criteria 1, 4 and 6. Current park strategies promote caring for the environment for future generations, preserving historic, cultural and natural aspects of the environment and enhancing and recycling renewable resources. Although Alternative A may satisfy certain

aspects of CEQ criteria 2 and 3, it does not adequately address the health, aesthetic and safety concerns of crowded informal beach camping, such as human waste on the beach and trash. Because boating and camping can lead to degradation of beaches during the busy summer months, Criterion 5, balancing standards of living with resource use, would not be satisfied because there are currently uncontrolled beach impacts and high facility use levels.

Implementation of Alternative B or C would directly address the CEQ criteria by enhancing communication with partnering agencies, implementing a lake-wide permit system, and installing new facilities that enhance visitor experience (quality of life) at the lake. Both alternatives also have similar negligible to moderate adverse impacts to land use, air quality, water quality and special status species.

The two alternatives differ in several substantive ways. Alternative B proposes public buoy fields, boat-in campgrounds and a toilet east of Cayuse Cove not included in Alternative C. These facilities would add to the range of visitor amenities offered on Lake Roosevelt and solve current management problems. The buoy fields would consolidate moorage on the lake, increasing the scenic quality of the shoreline and enhancing navigation. In a similar way, additional boat-in campgrounds would focus visitor impacts to a few areas. A toilet east of Cayuse Cove would have modest impacts to soils and vegetation, but improved access to restroom facilities by boaters will likely improve beach cleanliness and water quality. Alternative C proposed additional cooperation with partnering agencies, organizations and local governments. While this could likely have a strong influence on improving lake-wide management strategies and implementation, its effects on the natural, cultural and scenic environment cannot currently be predicted with certainty because additional specific actions related to it would be developed over time with partners.

Implementation of Alternative D would include many of the same action found in B and C without the lake-wide permit system. Without the permit system, the NPS would not have adequate control over visitor use of certain highly impacted areas. A permit system would encourage the distribution of visitors to less sensitive parts of the lake, while making it more feasible for park rangers to ensure visitor and resource protection. Alternative D has a few more proposed facilities, such as a walk-in campground and day use area at Jerome Point, additional toilets along the shoreline, and expanded docks. These facilities, while designed to improve the visitor experience and health of the visitor, would have additional adverse effects over Alternatives B or C.

The Crescent Bay Development was also considered in determining the environmentally preferred alternative. All four alternatives would have similar adverse and beneficial effects. All four would include a concessionaire-constructed and operated full-service marina at Crescent Bay. Alternative A would have the fewest adverse impacts related to development, but because it would not

include restoration would also continue to allow the area to remain disturbed with few visitor amenities. Alternatives B and C would include a small campground, a different trail configuration and an education center. Alternative D includes slightly less development at Crescent Bay, but similar amounts of landscape restoration. Both would include an enhanced swimming area and interpretation. Overall the combination of facilities in Alternatives B and C would better enhance visitor facilities and resource education leading to a better balance of resource uses that would contribute to a better visitor experience and additional enhancement of park resources.

Therefore, Alternative B is the environmentally preferred alternative. This alternative best addresses the six CEQ criteria. Alternative B strategies would improve the recreation area, making it a better place for future generations of visitors. It encourages the clean up of Lake Roosevelt beaches and campgrounds through management actions, resulting in improvements to the health, safety and scenery of the lake. It would allow for greater, but more controlled, recreational use, without degradation of environmental resources. It would preserve important historic, cultural and natural aspects of the shoreline. It would balance human activities and opportunities for recreation with the sensitive resources of the recreation area. And it would enhance the quality of park resources by preserving and restoring the shoreline landscape.



Floating swim platform at Hunter

TABLE III - 2: SHORELINE MANAGEMENT PLAN COMPARISON OF ALTERNATIVES

	ALTERNATIVE A—NO ACTION CONTINUE CURRENT MANAGEMENT	ALTERNATIVE B—PREFERRED VISITOR USE MANAGEMENT AND EDUCATION
ADAPTIVE MANAGEMENT		
Adaptive management	<ul style="list-style-type: none"> Monitor traffic counts and number of visitors at designated recreation facilities 	<ul style="list-style-type: none"> Expand monitoring and evaluation of visitor use and experience of recreation facilities to provide a foundation for responding to changing resource conditions over time
PUBLIC ACCESS TO THE SHORELINE		
Primitive boat launches and docks	<ul style="list-style-type: none"> Same as “Actions Common to All Alternative” 	Same as Alternative A plus: <ul style="list-style-type: none"> Grandfather-in primitive, community public access points that existed before the reservoir, continuing public access to these areas Replace private, non-compliant docks and launches at Moccasin Bay with a single NPS constructed public, primitive boat launch at Moccasin Bay (Partner with County to ensure road remains accessible) Replace private, non-compliant dock at Corkscrew Canyon with a single NPS-constructed public, primitive boat launch and parking
Buoys and moorage	<ul style="list-style-type: none"> Same as “Actions Common to All Alternative” 	Same as Alternative A plus: <ul style="list-style-type: none"> Create new public buoy fields provided by NPS or concessionaire (with permits required)
Long-distance shoreline and interpretive trails	<ul style="list-style-type: none"> Same as “Actions Common to All Alternative” 	Same as Alternative A plus: <ul style="list-style-type: none"> Establish pilot shoreline trail between Crescent Bay and Spring Canyon Construct interpretive trail at Crescent Bay Construct new shoreline trails to connect two recreational facilities, where possible Create new shoreline trails on existing linear landscape features, such as irrigation ditches, roadbeds or levees (i.e. Bradbury Beach to Rickey Point or Kettle River Campground to Napoleon Bridge)
Primitive constructed beach access trails/roads	<ul style="list-style-type: none"> Same as “Actions Common to All Alternative” 	<ul style="list-style-type: none"> Work with communities to formalize, consolidate, or remove neighborhood paths, using an expanded CAP criteria-driven process Work with counties, developers and communities to establish designated public legal access points for new developments adjacent to the park boundary
VISITOR USE OF THE SHORELINE: INFORMAL BEACH CAMPING AND DAY USE		
Informal boat-in beach camping	<ul style="list-style-type: none"> Continue to allow informal boat-in beach camping in designated and undesignated sites without a permit 	<ul style="list-style-type: none"> Create day use area and swim beach at Crescent Bay Enhance user education through signs, pamphlets, and visitor contact Establish a (free or fee-based) permit system to 1) manage informal camping, and 2) close beach camping in sensitive areas. List beach camping rules and regulations on the permits Establish central locations to secure beach camping permits, such as kiosks, visitor centers and high traffic locations outside the recreation area Make a reciprocal agreement for the payment and management of fees (interagency fees directed to tribes or NPS) Designate group boat-in camping areas that require a reservation. Potential sites include Detillion and Penix Canyon Increase the number of boat-in only campgrounds, potentially including Neal Canyon, Cougar Cove, and Enterprise Bar

<p style="text-align: center;">ALTERNATIVE C</p> <p style="text-align: center;">PARTNERSHIPS AND INTER-AGENCY COORDINATION</p>	<p style="text-align: center;">ALTERNATIVE D</p> <p style="text-align: center;">BUILT RECREATION FACILITIES</p>
Same as Alternative B	Same as Alternative B
Same as Alternative A plus: <ul style="list-style-type: none"> • Replace private, non-compliant docks and launches at Moccasin Bay and Sunset Point with a single community constructed public, primitive boat launch at Moccasin Bay 	Same as Alternative B
Same as Alternative A	Same as Alternative B
Same as Alternative A plus: <ul style="list-style-type: none"> • Establish pilot shoreline trail between Crescent Bay and Spring Canyon • Construct interpretive trail at Crescent Bay • Permit and encourage new multiple use, non-motorized, long distance trails tied to the regional trail network (i.e. Kettle Falls campground to Colville) 	Same as Alternative A plus: <ul style="list-style-type: none"> • Establish pilot shoreline trail between Crescent Bay and Spring Canyon • Construct interpretive trail at Crescent Bay • Construct new shoreline trails to connect two recreational facilities, where possible.
Same as Alternative B plus: <ul style="list-style-type: none"> • Work with counties, developers and communities to establish designated public legal beach access points for new developments adjacent to the park boundary • Encourage linked public connections to non-adjacent communities 	Same as Alternative C plus: <ul style="list-style-type: none"> • Provide public beach access trails along the lake shore at appropriate intervals
Same as Alternative B plus: <ul style="list-style-type: none"> • Use the tribal fee systems as a model to make fee processes consistent, where possible • Increase the number of boat-in only campgrounds, potentially including Cougar Cove 	Same as Alternative A plus: <ul style="list-style-type: none"> • Designate group boat-in camping areas that require a reservation, potentially including Detillion and Penix Canyon • Increase the number of boat-in only campgrounds, potentially including Neal Canyon, Cougar Cove, and Enterprise Bar

	ALTERNATIVE A—NO ACTION CONTINUE CURRENT MANAGEMENT	ALTERNATIVE B—PREFERRED VISITOR USE MANAGEMENT AND EDUCATION
VISITOR USE OF THE SHORELINE: INFORMAL BEACH CAMPING AND DAY USE (CONTINUED)		
Walk-in camping/day use	<ul style="list-style-type: none"> Continue to prohibit walk-in camping at boat-in campgrounds 	<ul style="list-style-type: none"> Permit informal walk-in camping along Highway 25 between Jerome Point and Daisy Establish walk-in camping management zones and permit system Coordinate with counties and WSDOT to ensure safe overnight parking is available for walk-in camping area In cooperation with the tribes and counties, identify other locations where walk-in camping could occur Create picnic/day-use area and formalize swim beach with buoys at Crescent Bay
Trash and human waste management	<ul style="list-style-type: none"> Same as “Actions Common to All Alternative” 	<p>Same as Alternative A plus:</p> <ul style="list-style-type: none"> Require day-use boaters to carry portable toilets Establish a beach camping permit system with designated zones Install dispensers for human waste and trash bags at boat launches Expand “Tread Lightly” education program to include permit information Coordinate water quality sampling/monitoring with agencies, tribes, and other entities Add a toilet on the point upstream of Cayuse Cove accessible from the water
Length of stay/crowding at beach campsites	<ul style="list-style-type: none"> Same as “Actions Common to All Alternative” 	<p>Same as Alternative A plus:</p> <ul style="list-style-type: none"> Establish a permit system for beach camping with designated zones Use beach camping permit system/ zoning to monitor length of stay Monitor illegal camping by tagging personal property that appears abandoned or which has apparently been left to reserve a beach campsite
Boater access to floating toilets, restrooms, and dump stations	<ul style="list-style-type: none"> Maintain three combination floating toilet/dump stations, one floating toilet, and concession managed dump stations 	<p>Same as Alternative A plus:</p> <ul style="list-style-type: none"> Add floating toilets where needed Move the floating toilet near Kettle Falls south to be closer to Rice Increase the length of season for floating toilets
Excessive boat noise	<ul style="list-style-type: none"> Continue to limit noise based on regulation that establishes a maximum decibel level 	<p>Same as Alternative A plus:</p> <ul style="list-style-type: none"> Increase training and equipment for decibel monitoring and enforcement Work with tribes to adopt and enforce consistent noise pollution regulations
Beach fires	<ul style="list-style-type: none"> Continue to prohibit beach fires except on the exposed lakebed from November 1 to May 1 when the fire danger rating for the park is at or below Level 2 	<ul style="list-style-type: none"> Amend compendium to allow beach fires year-round dependent on the fire danger rating (allows for campfires in designated fire rings until extreme rating is reached) Enhance fire safety education in association with partners and neighbors

<p style="text-align: center;">ALTERNATIVE C</p> <p style="text-align: center;">PARTNERSHIPS AND INTER-AGENCY COORDINATION</p>	<p style="text-align: center;">ALTERNATIVE D</p> <p style="text-align: center;">BUILT RECREATION FACILITIES</p>
<p>Same as Alternative B</p>	<p>Same as Alternative B plus:</p> <ul style="list-style-type: none"> • Develop walk-in campground facilities and day-use/rest stop facilities at Jerome Point
<p>Same as Alternative A plus:</p> <ul style="list-style-type: none"> • Establish a beach camping permit system with designated zones • Coordinate with partners to require day-use and overnight boaters to carry portable toilets • Work with tribes and other partners to expand “Tread Lightly” education program. • Develop volunteer boat monitoring network to supplement ranger patrols • Coordinate water quality sampling/monitoring with agencies, tribes, and other entities 	<p>Same as Alternative B plus:</p> <ul style="list-style-type: none"> • Establish additional toilets along the shore and at boat-in campsites. Provide toilets at new boat-in campsites visible from the water • Add directional floating signage along lake shore to indicate distance and direction to nearest restroom for boaters; coordinate with park map.
<p>Same as Alternative B</p>	<p>Same as Alternative B</p>
<p>Same as Alternative A plus:</p> <ul style="list-style-type: none"> • Increase the length of season for floating toilets 	<p>Same as Alternative B</p>
<p>Same as Alternative B</p>	<p>Same as Alternative B</p>
<p>Same as Alternative B plus:</p> <ul style="list-style-type: none"> • Adopt a lake-wide fire permit system in coordination with tribes 	<p>Same as Alternative B</p>

	ALTERNATIVE A—NO ACTION CONTINUE CURRENT MANAGEMENT	ALTERNATIVE B—PREFERRED VISITOR USE MANAGEMENT AND EDUCATION
CAPACITY OF FACILITIES		
Boat launches/Day Use	<ul style="list-style-type: none"> Maintain existing boat launches Continue to approve appropriate CAPs based on revised criteria 	<ul style="list-style-type: none"> Expand visitor communication efforts; expand hours of the park visitor centers; display more information in visitor centers outside the park to communicate the different facility options for campers, and their availability Include designated tribal boat launches on map to disperse visitors Add new deep water launch, day use area and parking lot to north section of lake (i.e., north of Rickey Point) to accommodate boaters at low lake levels Increase designated parking capacity at existing boat launches by adding designated overflow parking lots. Potential sites to designate or expand include: Crescent Bay, Fort Spokane, Keller Ferry, Gifford, Lincoln and Porcupine Bay Install kayak/canoe launch at Crescent Lake
Drive-in campgrounds	<ul style="list-style-type: none"> Maintain existing campgrounds 	Same as Alternative A plus: <ul style="list-style-type: none"> Construct a small campground at Crescent Bay
Boat docks	<ul style="list-style-type: none"> Maintain existing public boat docks Continue to work with individuals and communities to remove unauthorized private docks. 	Same as Alternative A plus: <ul style="list-style-type: none"> Install consistent signage on public docks for length of stay allowed at the park Install new dock at Crescent Bay
LOWER LAKE LEVELS IN THE SUMMER		
Lower lake levels	<ul style="list-style-type: none"> Same as “Actions Common to All Alternative” 	Same as Alternative A plus: <ul style="list-style-type: none"> Increase public communication about lake levels, including informing the public of the annual Bureau lake-level forecast Monitor facilities to document and determine effects of draw down
Swim Areas	<ul style="list-style-type: none"> Adopt most effective strategies from pilot aquatic plant management program to control aquatic vegetation in selected swim areas 	Same as Alternative A plus: <ul style="list-style-type: none"> Increase water circulation to improve water quality or relocate swim area at Kettle Falls. Investigate options for improving or relocating non-functioning swim areas (i.e. Marcus Island)
AGENCY COORDINATION		
Coordination with tribal partners	<ul style="list-style-type: none"> Same as “Actions Common to All Alternative” 	Same as Alternative A plus: <ul style="list-style-type: none"> Coordinate boating and camping regulations with tribes to make lake-wide regulations more consistent and differences more transparent Educate partners, including concessionaires on regulatory and fee differences and the reasons for them Make a reciprocal agreement for the payment and management of fees (interagency fees directed to tribes or NPS) (see “Informal beach camping”)
Coordination with local, state, and federal agency partners	<ul style="list-style-type: none"> Same as “Actions Common to All Alternative” 	Same as Alternative A plus: <ul style="list-style-type: none"> Build upon existing coordination by evaluating opportunities to collaborate/ coordinate on issues pertaining to shoreline management Disseminate updates to NPS and Lake Roosevelt policies at council of governments meetings Create an informational toll-free phone-line to give general information about Lake Roosevelt and to direct inquiries to the appropriate agency Develop a reciprocal system for notifying partners of rule changes

<p style="text-align: center;">ALTERNATIVE C</p> <p style="text-align: center;">PARTNERSHIPS AND INTER-AGENCY COORDINATION</p>	<p style="text-align: center;">ALTERNATIVE D</p> <p style="text-align: center;">BUILT RECREATION FACILITIES</p>
<p>Same as Alternative B, except::</p> <ul style="list-style-type: none"> • Increase designated parking capacity at Crescent Bay, Keller Ferry, Gifford, and Porcupine Bay only 	<p>Same as Alternative A plus:</p> <ul style="list-style-type: none"> • Add new deep water launch, day use area and parking lot to north section of lake (i.e. north of Rickey Point) to accommodate boaters at low lake levels • Add new public launching facilities at under-utilized portions of lake at appropriate intervals/frequency • Increase designated parking capacity at existing boat launches by considering the addition of designated overflow parking lots at Crescent Bay, Fort Spokane, Keller Ferry, and Porcupine Bay • Install kayak/canoe launch at Crescent Lake
<p>Same as Alternative B</p>	<p>Same as Alternative A</p>
<p>Same as Alternative B</p>	<p>Same as Alternative B plus:</p> <ul style="list-style-type: none"> • Expand docks where appropriate based on visitor use, such as at Spring Canyon, Keller Ferry, Jones Bay, Ft. Spokane, Porcupine Bay, Hunters and Evans
<p>Same as Alternative A plus:</p> <ul style="list-style-type: none"> • Increase interagency (BOR), county and tribal communication to determine effect of forecasted changes in lake levels 	<p>Same as Alternative A</p>
<p>Same as Alternative A</p>	<p>Same as Alternative A plus:</p> <ul style="list-style-type: none"> • Relocate northern lake (Kettle Falls) designated swim area to north Rickey Point • Relocate non-functioning swim areas (i.e. Marcus Island slightly downstream) where possible
<p>Same as Alternative A plus:</p> <ul style="list-style-type: none"> • Adopt the tribal camping fee system as a model to make fee processes consistent (see Informal beach camping) • Make a reciprocal agreement for the payment and management of fees (interagency fees directed to tribes or NPS) (see “Informal beach camping”) • Adopt a lake-wide fire permit system in coordination with tribes (see “Beach fires”) • Work with tribes to adopt and enforce consistent noise pollution regulations (see “Cigar boat noise”) 	<p>Same as Alternative A plus:</p> <ul style="list-style-type: none"> • Develop joint information center or visitor center and staff center with NPS staff and tribal staff
<p>Same as Alternative A plus:</p> <ul style="list-style-type: none"> • Develop a reciprocal system for notifying partners of rule changes • Orchestrate or participate in seasonal meetings between the NPS, chamber of commerce and local tourism industry to discuss opportunities for collaboration 	<p>Same as Alternative A</p>

	ALTERNATIVE A—NO ACTION CONTINUE CURRENT MANAGEMENT	ALTERNATIVE B—PREFERRED VISITOR USE MANAGEMENT AND EDUCATION
NATURAL RESOURCES		
Native and Non-native Aquatic vegetation	<ul style="list-style-type: none"> • Same as “Actions Common to All Alternative” 	Same as Alternative A plus: <ul style="list-style-type: none"> • Establish zones for control in appropriate areas • Apply integrated control methods of vegetation removal (based on pilot studies) within pre-determined zoning • Increase educational strategies about native aquatic and non-native invasive weeds to target park neighbors • Partner with neighboring residents to identify high-use areas where aquatic vegetation is a problem
Noxious upland Vegetation	<ul style="list-style-type: none"> • Same as “Actions Common to All Alternative” 	Same as Alternative A plus: <ul style="list-style-type: none"> • Increase educational strategies about native aquatic and non-native invasive weeds to target park neighbors
VISITOR EDUCATION AND INFORMATION		
Advance Communication of Facility Availability	<ul style="list-style-type: none"> • Continue to make some designated campsites available by a reservation system - “Reserve America ®” • Continue to require group campsite reservations • Use staff to track facility use levels 	<ul style="list-style-type: none"> • Use more sources (including web and radio) to communicate availability of facilities, including popular parking lots and boat launches • Expand the current reservation system to include more campgrounds • In addition to web and radio announcements on high use days, partner with WSDOT and other applicable agencies to post facility use levels on electronic messaging boards or reader boards on the main highways and at gas stations • Work with counties and tribes to identify underutilized areas to direct visitors to
Communicating the Public Nature of the Shoreline to Visitors	<ul style="list-style-type: none"> • Maintain existing signage along the shoreline and continue to add small signed CAP facilities according to the CAP criteria 	Same as Alternative A plus: <ul style="list-style-type: none"> • Educate neighboring residents on public nature of shoreline by publishing materials on the web site, mailing/distributing handouts, holding community meetings • Publish a “Welcome Neighbor” brochure in cooperation with the real estate industry to provide new residents with information about living adjacent to the national recreation area • Coordinate sign changes or additions with existing maps to help people identify where they are on the lake • Increase enforcement against encroachments
Resource Education	<ul style="list-style-type: none"> • Same as “Actions Common to All Alternative” 	Same as Alternative A plus: <ul style="list-style-type: none"> • Create “Living on Lake Roosevelt” program to educate adjacent landowners • Encourage private/non-profit organization ecological habitat programs (such as Backyard Bird Habitat) • Initiate incentive programs for habitat enrichment within properties adjacent to park boundary including ranches Incentive could just be a sign that says “fish-friendly” or “Lake Roosevelt Partner” • Construct Education/Interpretive Center and outdoor interpretive panels at Crescent Bay

<p style="text-align: center;">ALTERNATIVE C</p> <p style="text-align: center;">PARTNERSHIPS AND INTER-AGENCY COORDINATION</p>	<p style="text-align: center;">ALTERNATIVE D</p> <p style="text-align: center;">BUILT RECREATION FACILITIES</p>
<p>Same as Alternative B except:</p> <ul style="list-style-type: none"> • Establish a means to allow private, approved control in specific areas in cooperation with neighbors and partners. 	<p>Same as Alternative A</p>
<p>Same as Alternative B</p>	<p>Same as Alternative B</p>
<p>Same as B except:</p> <ul style="list-style-type: none"> • Do not expand the current reservation system to include more campgrounds. 	<p>Same as Alternative C</p>
<p>Same as Alternative B plus:</p> <ul style="list-style-type: none"> • Coordinate permitted length of stay with tribes to aid in regulation of illegally reserved campsites 	<p>Same as Alternative B</p>
<p>Same as Alternative A plus:</p> <ul style="list-style-type: none"> • Create “Living on Lake Roosevelt” program to educate adjacent landowners • Improve coordination of information by consolidating different sources and distributing a combined NPS, agency, county brochure about Lake Roosevelt • Construct Education/Interpretive Center and outdoor interpretive panels at Crescent Bay 	<p>Same as Alternative A plus:</p> <ul style="list-style-type: none"> • Add information to existing facility signs (that can be read by boaters on the lake) about the suite of existing facilities at key docks/launches • Add new signs to identify the river mile and location of nearest restroom and other facilities, such as gas (i.e. “restroom 4 miles ahead” or “gas 3 miles ahead”) • Construct outdoor interpretive panels at Crescent Bay

IV. Crescent Bay Development Concept Plan



Crescent Bay is a large inlet immediately upstream of Grand Coulee Dam on Lake Roosevelt. NPS lands at Crescent Bay include the bay, the hills to the east, Crescent Lake and its shoreline. Because it comprises a relatively large land area, unlike other parts of the narrow public shoreline of Lake Roosevelt, the Lake Roosevelt National Recreation Area *General Management Plan* (GMP) calls for development of a full service marina and other facilities in this location.

This chapter of the Lake Roosevelt Shoreline Management Plan comprises the Crescent Bay Development Concept Plan, an implementation plan of the GMP, which includes a site analysis, development program, alternatives, and an implementation discussion. Proposed development of the Crescent Bay area, such as building a marina and larger launch could reduce crowding in other facilities in the southern lake area, while increasing the variety of recreational experiences available.

Purpose

This Development Concept Plan proposes a full-service marina and supporting recreational facilities. The plan drawings for the marina and other concession facilities are conceptual to allow flexibility for partnering with private concession operators. Future studies or plans for Crescent Bay may include a concessions plan and prospectus, detailed NPS-facility design plans for the interpretive facilities, and detailed design plans submitted by the concessionaire for the full-service marina.

Background

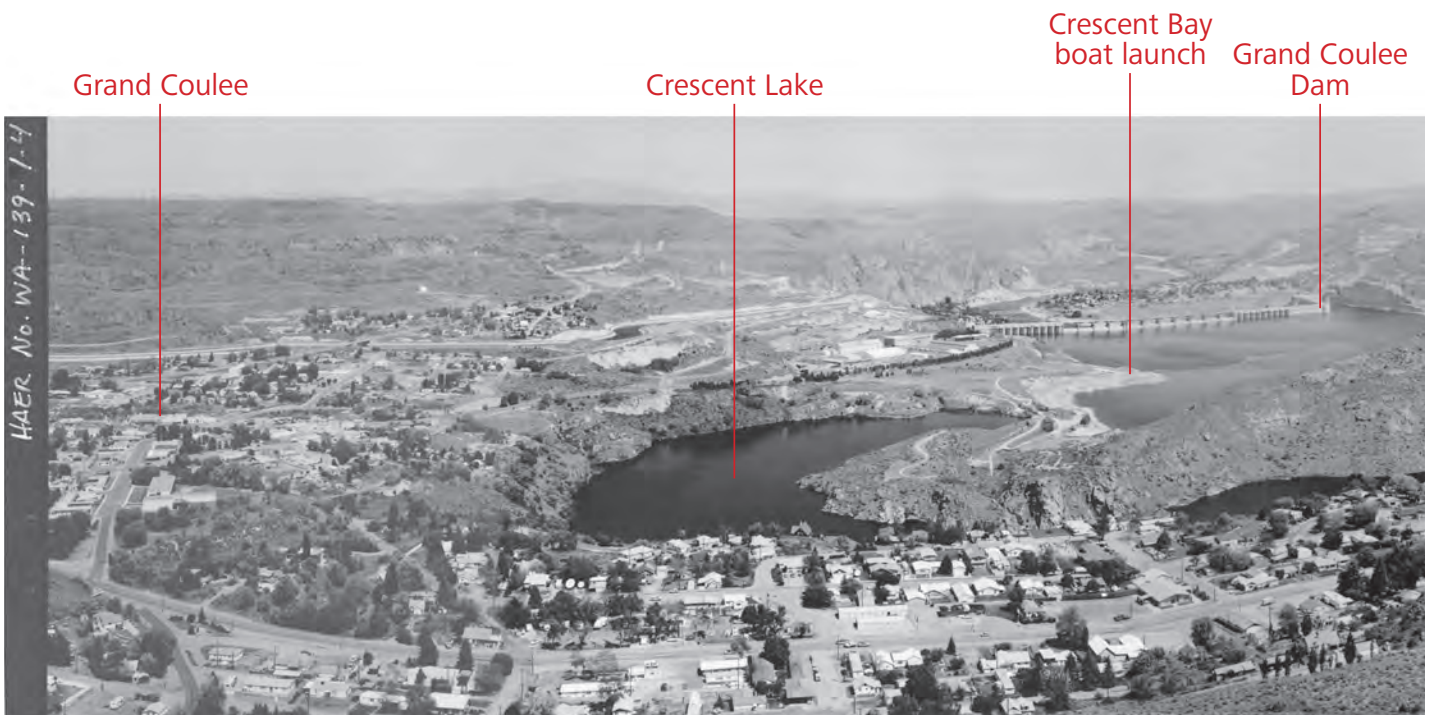
Planning for Crescent Bay facilities actually began in 1942. Initial development plans included a marina development site on the bay but these plans stalled when the Bureau of Reclamation and NPS could not agree on the future development of the site. Following a land ownership transfer to the NPS in 1968 and the closing of the sawmill in the mid-1970s, the NPS released the 1978 *Crescent Bay Development Concept Plan* (NPS 1978), which included a visitor information center, day use area, launch ramps, courtesy docks and encouragement of a full-service marina to be built and run by a concessionaire. Due to lack of federal or private funding and environmental issues raised by the Confederated Tribes of the Colville Reservation, the development of a full-service marina (and by this time a hotel and restaurant complex) did not occur in the 1980s, when it was likely most feasible. A more complete discussion of the history of Crescent Bay development can be found in Chapter 7 of the *Lake Roosevelt National Recreation Area Administrative History* (NPS 2003).

In 2000, the *General Management Plan* (NPS 2000) also addressed the Crescent Bay site. Visitors to the recreation area indicated a strong, continued interest in the eventual development of a marina at Crescent Bay (pg. 12). In response to growing concern about crowding on the lake, especially along the Spokane Arm,



View of pre-dam Rattlesnake Canyon, 1935

the GMP recommended expanding the existing facilities at Hunters, Keller Ferry and Crescent Bay to attract visitors to areas with larger expanses of open water (pg. 22). The GMP also states that “a full-service marina at Crescent Bay will be developed to encourage increased use at the south end of the lake (pg. 24).” While the GMP did not discuss the 1978 Crescent Bay Development Concept Plan, this Shoreline Management Plan includes many of the same facilities recommended in the 1978 plan to complement the full-service marina. This chapter provides guidance for future development of Crescent Bay, replacing the 1978 plan.



Panoramic view south of Grand Coulee Dam looking north showing Crescent Lake and surroundings

A. Site Analysis

History of Land Use

In the 1930s the natural area called Rattlesnake Canyon next to the town of Grand Coulee was transformed into Crescent Lake due to overburden from the dam construction. Crescent Bay was used as a quarry and waste dump site for the dam project. Sewage from the town of Grand Coulee was also dumped into the lake, leading to unsanitary conditions, extensive algal bloom and the moniker “poop lagoon.” In 1942 a dike was built across the canyon using excess excavated material to prevent this sewage from reaching Lake Roosevelt. After completion of the dam, the area was used for a saw mill from 1948 to 1976.

Although there was early interest by the national recreation area to develop recreation in the bay, the saw mill and its impacts precluded other uses. Springs that once drained into Lake Roosevelt now flowed into Crescent Lake. In 1979, Crescent Lake was drained and refilled, and a wastewater treatment plant was planned. The wastewater treatment plant was not constructed and the lake became unusable for fishing, swimming or boating because of sludge and eutrophication. The sewage plant was finally completed in 1987, trout were planted and conditions in the lake finally began to improve. Beginning with the development of the first Crescent Bay DCP, Lake Roosevelt National Recreation Area solicited concession and development plans from private parties for the development of the marina over the next 20 years, but did not reach an agreement that allowed the development to proceed.



(documentation compiled after 1968, Historic American Engineering Record, Library of Congress).



Native sagebrush community found throughout Crescent Bay site

Existing Conditions

Crescent Bay is located within the greater Columbia Basin ecoregion. This ecoregion is dominated by plant communities of sagebrush and bunch grass. The area is dry; trees are scarce. The major habitat types on the site are shrub-steppe and grasslands with the dominant sagebrush vegetation forming a patchwork patterned landscape. Noxious weeds such as Spotted knapweed, Rush skeletonweed, Dalmation toadflax and Leafy spurge persist throughout this heavily disturbed site.

The terrain of the region surrounding Crescent Bay is defined by small valleys that drain from a plateau south of Lake Roosevelt to create a series of coves bounded by steep slopes. Crescent Bay is located in one of these coves near Grand Coulee Dam. The shoreline surrounding Crescent Bay is composed of steep clay banks. The site is expansive with an open area above the cove and trees along the shore. Views of the lake and dam are available. Much of the natural terrain of the site has been disturbed by prior land use, leaving areas with informal dirt roads, old piles of fill, buried railroad ties and concrete chunks. Near the swim beach, large rocks have been brought in to prevent cars from driving onto the beach.



Steep banks surrounding Crescent Bay

Crescent Lake is surrounded by steep slopes of sagebrush, olive and non-native Tree-of-Heaven (*Ailanthus altissima*) with houses visible on the ridge above it. The water of Crescent Lake contains Eurasian water milfoil (*Miriophyllum aquaticum*), a non-native invasive aquatic plant. Crescent Lake water levels fluctuate only three to four feet. At full pool the water level is 12 feet above Lake Roosevelt. The shape of the bay on Lake Roosevelt is a continuation of the steep terrain of the canyon. Apart from a shallow slope at the existing informal swim beach the slope gets deep very quickly away from the shore.



View of existing swim beach day-use area looking towards Lake Roosevelt

The recreation site, located between the town of Grand Coulee and Grand Coulee Dam, is in a highly visible and accessible location and is the first recreation site encountered by visitors coming from the west, such as from Seattle. Existing facilities include a 60-foot boat ramp, information sign, informal swimming area and toilets. The boat ramp is full on weekends, with 108 trucks and trailers counted during one summer weekend day. When the nearby facility at Spring Canyon is full, boaters use Crescent Bay to launch their boats. On the informal dirt roads local residents often walk their dogs, and occasionally there is an overnight camper (although camping is not currently allowed). Visitors to Crescent Lake can fish, boat and hike. The small lake likely appeals to local residents who can use the small boat launch for non-motorized boats on the east end of the lake and a canoe launch. It is also used for recreation area ranger-led canoe interpretive programs.



Swim beach at Crescent Bay

Because of its shape, Crescent Bay, particularly the west side, is ideal for a deep water marina. Recent discussions with the Bureau of Reclamation have indicated that a marina this close to the dam may occasionally need to be closed during the highest federal security alert levels.



Crescent Lake

B. Crescent Bay Programming

Proposed facilities at Crescent Bay for the two concepts were developed from public comments and the 2008 Site Analysis Report. The 1978 proposed location for the marina was also re-evaluated. The proposals include both a developed area (marina and other concession facilities) and a more passive and open area (swim beach, fishing, non-motorized boating).

Program Elements Common to All

FULL-SERVICE MARINA

Previously insurmountable challenges to a public-private partnership at Crescent Bay have included:

1. The large initial private expense of constructing a marina before any income is realized,
2. The economic viability of marina operations and profit, and
3. National Park Service concessions policy.

These may be overcome in the current planning by developing supporting infrastructure within and around the marina facilities. Publicly funded infrastructure, such as utility lines, parking lots and the existing boat launch ramp, could enhance the value of a full-service marina contract and reduce the initial construction expense. Economic viability may be indirectly addressed by increasing the number of visitors to the site, and thus increasing the number of potential customers, and by developing other recreation attractions around the bay. NPS concessions policy is not subject to change, however, since it is determined at the national level by the Department of the Interior and Congress.

The proposed location of the marina would be at the mouth of the bay where the existing boat launch resides. This location works well with the existing boat launch, the deep water at the mouth of the bay, and allows greater separation between the active boat use at the mouth of the bay and the more passive swim use proposed for the interior of the bay.

The concessionaire would be required to develop a restroom, docks, slips, fuel, and small store in addition to the full-service marina. In addition, the following services would be authorized but not required: a restaurant (with restroom) and houseboat rentals. The type and size of some development features associated with the marina are not prescribed and would be determined by the concessionaire.

MARINA UTILITIES

The concessionaire would be responsible for on-site utilities in their buildings and development, and connecting these to the NPS-installed water, sewer, and power lines. Other facilities beyond the marina within the Crescent Bay site would be constructed and maintained by the NPS.



Marina at Seven Bays



Entry drive at Crescent Bay looking north towards proposed marina location

NPS Program Elements

INTERPRETIVE/EDUCATION CENTER

The following types of interpretive elements have been considered: an outdoor interpretive exhibit, an indoor education center, and a visitor contact station. The elements range from a grouping of signs to a building housing a visitor contact station, a classroom and restrooms. The interpretive facilities would expound on the recreation area's four interpretive themes: geology, natural history, cultural history, and recreation (GMP 2000, pg. 9).



Existing boat launch and dock during draw down

BOAT LAUNCH

A boat launch extension was considered but rejected on Crescent Bay due to the extreme labor and material costs that would be required. The base of the current ramp is at 1265' elevation. At the end of the existing ramp, the slope steepens, requiring a large amount of stable fill before a launch ramp extension could be constructed. The idea of a new small boat launch on Crescent Lake was also considered but rejected to preserve the quiet, non-motorized recreation experience currently found at the lake.

PARKING

The existing parking lot would require expansion and improvement, if and when a full-service marina is built. Additional parking areas would be considered in conjunction with any new facilities such as an education center building, interpretive exhibit, fishing pier, day-use areas, and trailheads.



Existing gravel entry road to Crescent Bay facility

ROADS AND PEDESTRIAN WALKWAYS

The entry road, connecting roads and pathways would need to be improved to handle increased traffic in the different concepts. The conceptual plans show new roads and paths and realigned roadways that connect NPS facilities with Highway 155. Construction and choice of materials would be consistent with the existing maintenance regime.

UTILITIES

The NPS may run and maintain water, sewer, and power lines as far as the footprint of the future full-service marina. Other potential facilities, such as the education center and restrooms in the day use area, would also require utility connections.



Picnic shelter at Evans Campground

SWIM BEACH AND DAY-USE

Day use/picnic areas would include picnic tables, shade trees, restrooms and additional parking. The existing informal swim beach would be improved with a floating swim barrier and potentially a floating swim platform. A playground was considered but rejected for inclusion in a day-use/picnic area due to a lack of need for the facility.

FISHING PIER

Depending on water quality analysis, a fishing pier on Crescent Lake would be considered as a passive recreation option so long as it was accessible to those with disabilities. A pier would be most ideally located near a day-use area.

CAMPING

Because informal camping sometimes occurs on the site on an ad-hoc basis, there is a demonstrated need for a more formalized facility that the NPS could monitor and patrol. A proposed campground could be modeled after the small Hawk Creek facility. Group camping was considered but rejected since this option already exists nearby at Spring Canyon.



View of Grand Coulee from an overlook on Crescent Bay site

TRAILS

Both short and long distance trails have been considered for this site. The NPS and the local community have discussed a long-distance trail from Crescent Bay to Spring Canyon for many years. Some local residents support the idea, because there are few opportunities for hiking in the recreation area. The trail could serve a relatively large population in Grand Coulee and Coulee Dam. There are two primary concerns: a portion of the route would have to traverse private land, and the trail would not be shaded. While some property owners may welcome a trail easement across their property, others would not.

While the NPS negotiates with neighboring communities to determine the feasibility of the trail connection, the Crescent Bay to Eden Harbor segment could be constructed. The trail would be entirely on public land and could be a loop trail of up to three miles, moving through the diverse sagebrush biological community and providing views from the hillsides of the surrounding lake.



Potential trail from Crescent Bay to Spring Canyon (location undetermined)



Columbia plateau shrub-steppe vegetation

RESTORATION

Native plants would be used to restore the disturbed portions of the native shrub-steppe, sagebrush habitat. Areas of informal roads and trails would be directly planted with a mix of grassland and shrubby species (see Table IV-1). Areas of disturbed fill leftover from past industrial uses on the site would require importing native topsoil free of noxious weed seed, potentially from elsewhere in the south lake area where construction requires its removal. Shrubs could be planted as tublings, while grasses and herbs could be planted as hydroseed. If hydroseeding, hydromulch should not be used because it endures in the dry climate for many years. If mulch is necessary, a low-nitrogen compost would enhance germination of grass seed.

DOG-WALKING

Because this site currently is, and historically has been, popular with local residents for walking their dogs, designating dog-friendly areas on site is a possibility. The authority to allow pets in any unit of the National Park System is contained in 36 CFR 2.15 Pets. The Superintendent via the *Superintendent’s Compendium* can designate specific dog walking areas.

TABLE IV-1. NATIVE PLANTS FOR RESTORATION OF DISTURBED AREAS OF CRESCENT BAY

Scientific Name	Common Name	Notes
Grasses		
<i>Achnatherum hymenoides</i>	Indian rice grass	
<i>Hesperostipa comata</i>	Needle and thread grass	
<i>Poa secunda</i>	Sandberg's bluegrass	Small; early growth remains green in summer
<i>Pseudoroegneria spicata</i>	Bluebunch wheatgrass	Erect to 2'; well-drained, deep soil
Herbs		
<i>Balsamorhiza sagittata</i>	Arrowleaf balsamroot	
<i>Lupinus sericeus</i>	Silky lupine	
Shrubs		
<i>Amelanchier alnifolia</i>	Serviceberry	Decid shrub to 3 m; rocky slopes; white flwrs
<i>Artemisia dracunculus</i>	Tarragon	
<i>Artemisia tridentata</i> ssp. <i>trid.</i>	Basin big sagebrush	Large shrub; inconspic.flwrs.; gray-gr lvs; deep soil
<i>Artemisia tridentata</i> ssp. <i>wyom.</i>	Wyoming big sagebrush	Large shrub; inconspic.flwrs.; gray-gr lvs; deep soil
<i>Chrysothamnus nauseosus</i>	Gray rabbitbrush	Small peren. to 2'; tiny yellow flwrs; sandy soils
<i>Chrysothamnus viscidiflorus</i>	Green rabbitbrush	Small peren.; less common; no hairs on stems
<i>Grayia spinosa</i>	Hopsage	
<i>Purshia tridentata</i>	Bitterbrush	Shrub to 6'; decid; sandy soils
<i>Purshia tridentata</i>	Bitterbrush	Shrub to 6'; decid; sandy soils
<i>Salvia dorii</i>	Purple sage	Fragrant purple flwrs; to 3'; sandy to rocky soils
<i>Phlox hoodsii</i>	Hood's phlox	Compact perennial; pink flwrs
<i>Phlox longifolia</i>	Longleaf phlox	Compact perennial; sandy soils; pink flwrs

C. Alternative Concepts



Crescent Lake

Existing Plan – Alternative A

The “no action” alternative for the development of Crescent Bay would maintain existing facilities as they are with no new construction efforts except those specified under the *General Management Plan*.

As prescribed in the GMP, the NPS would continue to solicit concessionaires to develop and operate a marina complex. NPS would run utility lines to the site for use by the concessionaire. The boat launch, gravel parking area, and swim area would continue to be maintained by NPS. Any typical improvements of roads (such as paving them), parking, or the boat launch would continue as with all other facilities. Much of the use of the site would remain largely informal, with residents using dirt trails for hiking.

Concept 1 – Alternative B/C

Concept 1 would improve the economic viability of a marina development and take advantage of unique features of the Crescent Bay area. It focuses on maintaining a balance between active and passive recreation options to appeal to a wider array of visitors.

INTERPRETIVE/EDUCATION CENTER

- Construct both an outdoor interpretive exhibit and an indoor education center with the option of a small seasonal visitor contact station.
- Construct outdoor amphitheater.

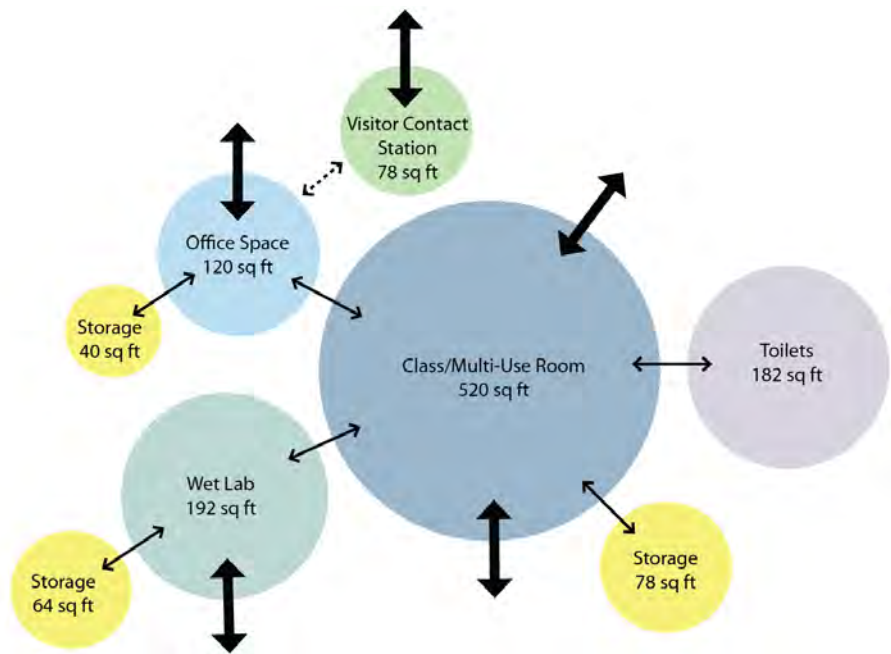
The outdoor interpretive exhibit would be a sheltered/open-air area with interpretive panels that are accessible year-round, un-staffed/self-serve and open to the public. This type of exhibit would require minimum maintenance while providing an orientation point for the public. The interpretive panels would be sited at a viewpoint overlooking Crescent Bay, Grand Coulee Dam, and the proposed marina.



Example of an education center
(Cedar River Watershed)

The indoor education center would be of a modest size (approximately 2,000 square feet) and include a classroom/multi-use space, office space, storage, toilets and a wet-lab. The visitor contact station could be associated or even attached to the education center building. This could be used seasonally during peak visitation periods. If attached, the visitor contact station would still need to be able to operate independently from the education center. All potential interpretive and educational programs are envisioned to be run by the NPS with ample support from the community and local schools. The interpretive/education center would serve as a main orientation point and should therefore be located near the facility main entry. The education parking and traffic would be separate from the marina parking and traffic. All parking and entrances would be required to meet federal Americans with Disabilities Act guidelines to maintain accessibility.

DIAGRAM OF PROPOSED EDUCATION CENTER SHOWING APPROXIMATE AREAS OF AND CONNECTIONS BETWEEN SPACES



Education Center

Example program space of 1000 to 2000 sq. ft.

Outdoor classroom space would complement the activities of the education center, so a small outdoor amphitheater that could seat 40 (approximately 700 sf) would be considered as a part of this development.



Existing informal canoe/kayak access point on Crescent Lake

BOAT LAUNCH

- Formalize existing informal kayak/canoe launch.

The proposed formalized launch would accommodate one canoe/kayak at a time. It would stay in its current location adjacent to the main road and across from the existing informal swim beach. This location slopes gently from the road to the lake, and is next to a large flat area set off from the road that could be used for staging.



Existing gravel parking lot by boat launch at Crescent Bay

PARKING

- Pave and maintain the boat launch parking area (150 spaces).
- Set aside an overflow parking area to accommodate up to an additional 100 parking spaces.
- Develop separate, smaller parking areas adjacent to the interpretive/education center, day-use areas, and fishing pier.
- Where practical, parking lots will include adjacent shade trees and other measures to shade cars, reduce the impact of reflective heat and intercept rainfall.

Adjacent to the existing boat launch, the existing parking would be improved before or during construction of the proposed full-service marina. 150 parking stalls will fit in an expanded area roughly corresponding to the existing parking, assuming the parking lot will be paved and striped. If additional parking spaces are needed for boat trailers, there is room for an overflow parking area to accommodate up to 100 more parking spaces. Because the additional parking spaces would only be needed during busy summer weekends, the overflow parking lot could be surfaced with gravel to save costs.

ROADS AND PEDESTRIAN WALKWAYS

- Realign entry road to accommodate new interpretive and education center and future uses.
- Pave roads to marina and campground.

All main roads throughout the site would be paved with asphalt. Some existing stretches of dirt road could be removed to re-grade and restore some ground to natural vegetation. Pedestrian walkways would be constructed with crushed gravel, except for in the highly developed areas of the marina. The entry road would be relocated or realigned to allow for more constructible space where the terrain is flat.

UTILITIES

Utilities lines for buildings and restrooms would be installed and maintained for water, sewer, and power on the site.



Example of swim platform at Fort Spokane swim area

SWIM BEACH AND DAY-USE

- Develop picnic area adjacent to swim beach that is large enough to accommodate groups.
- Consider adding to the swim beach a swim platform and a buoy swim barrier.
- Develop picnic area adjacent to interpretive exhibit that is large enough to accommodate groups.
- Construct covered picnic shelter on swim beach.
- Construct restroom associated with swim beach day-use.

Two day-use/picnic area locations would be constructed. A picnic area associated with an interpretive exhibit at an overlook of Crescent Bay would be large enough to accommodate groups. It would have a view of the bay and surroundings. The other picnic area would be associated with the swim beach, as part of a more elaborate day use area with restrooms and a shelter.

In the existing swim area the addition of a buoy swim barrier would prevent boats from parking on the swim beach and would increase the safety and passivity of the swim area. A swim platform would be considered, if found to be compatible with patrol and maintenance systems.

FISHING PIER

- Construct accessible fishing pier with ADA parking spaces next to day-use area.
- The fishing pier would be small, constructed with durable material similar to the recreation area courtesy docks and piers. ADA parking spaces would be needed adjacent to the pier.

CAMPING

- Construct campground with restrooms.

A proposed campground would be modeled after the existing Hawk Creek facility which has 20 campsites, each with a table, tent pad, fire ring and parking spot. A covered picnic shelter in the day-use area adjacent to the campground would be developed in order to address any concern of lack of shade on the site. A primitive restroom for the campground would be separate from a restroom associated with the day-use area.

The campground would be located adjacent to the existing informal swim beach where there is a large flat open area between the swim beach and Crescent Lake. The campground would include walk-in campsites on the narrow hill between the campground and the lake for campers interested in a view of the lake and a more primitive experience.



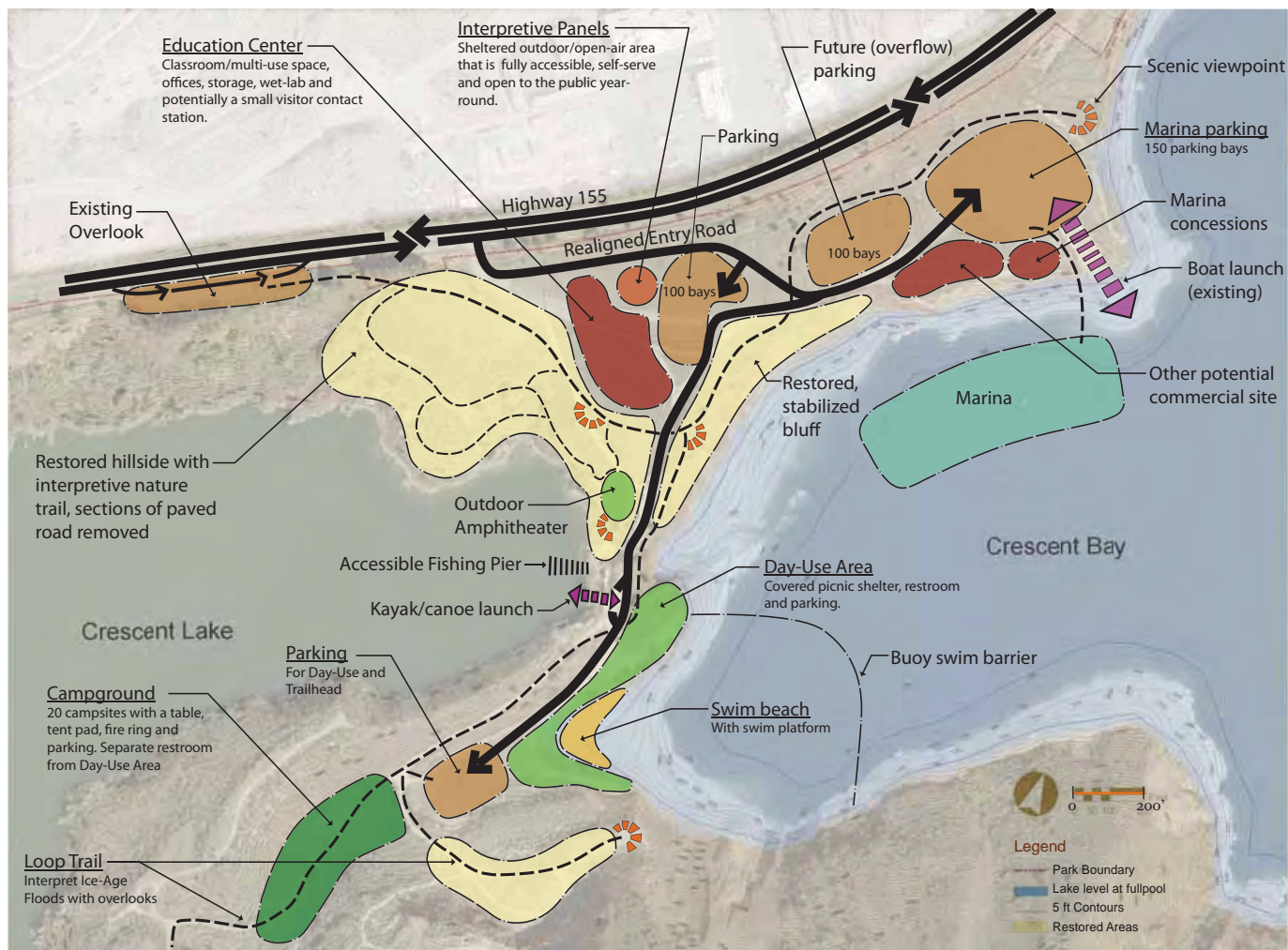
Hawk Creek

TRAILS

- Construct interpretive loop trail with overlooks that interpret the ice-age flood.
- Locate trailhead near the swim beach day-use area.
- Designate the overlooks as the “Eden Overlook” and the “Crescent Bay Overlook.”
- Construct a portion of the pilot shoreline trail between Crescent Bay and Spring Canyon.
- Construct trail connecting the entry day-use area to the town of Grand Coulee.

An interpretive walk with overlooks showing views of Lake Roosevelt and Crescent Lake could tell the story of the ice-age floods. Short trails would connect the various park facilities in the immediate surroundings of Crescent Bay. A longer loop trail could be considered that covers a larger area of the recreation area near Crescent Bay moving over the hills east of the bay. The important overlooks and viewpoints would have small interpretive elements constructed where most appropriate. The trailhead would be located near the swim beach day-use area. Parking would be shared with the day use facilities.

A longer distance trail from Crescent Bay to Spring Canyon would continue to be explored. The trail would start at the Crescent Bay day use area, wind up among the hills to the east, pass through the Eden Harbor area, and find a way through two housing developments located on bluffs above Lake Roosevelt before ending up at Spring Canyon. The first half of the trail (1.5 miles) would be through NPS land. The second half of the trail (approximately 3 miles depending on route) would be located on public (NPS) and private land. The Crescent Bay to Eden Harbor segment would be constructed in the first phase. The trail would be on public land and could be a loop trail of up to three miles, moving through the diverse sagebrush biological community and providing views from the hillsides of the surrounding lake.



CONCEPT 1 - CRESCENT BAY DEVELOPMENT ALTERNATIVE PLAN



Native sagebrush shrub-steppe plant community of the Columbia River Plateau

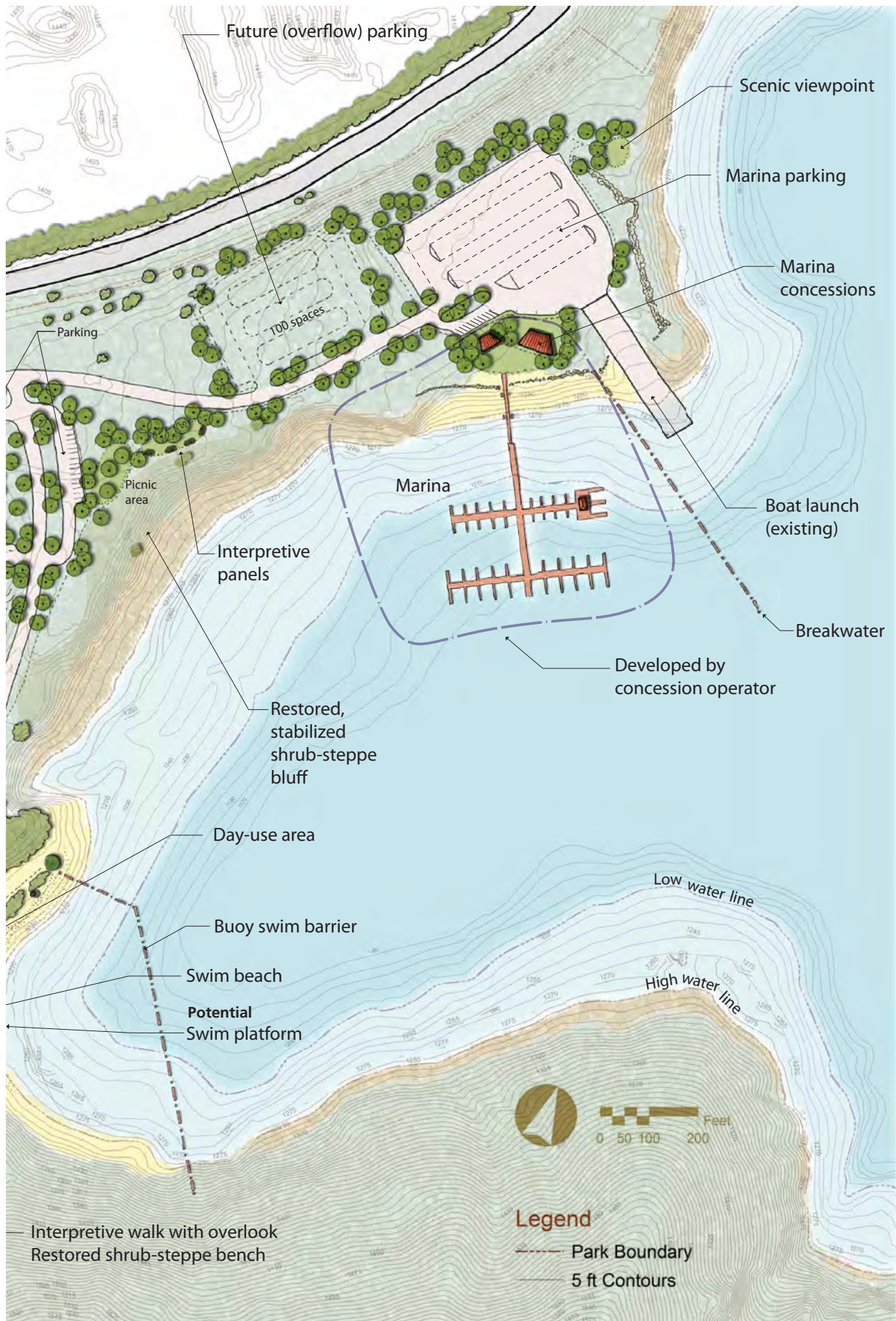
RESTORATION

- Remove sections of paved road adjacent to the entry area.
- Restore hillside adjacent to the entry area.
- Restore steep bluff encircling bay.
- Restore area surrounding the interpretive trail leading to the Crescent Bay Overlook.

Three main areas have been delineated for potential restoration where native vegetation has been degraded due to previous land use. The largest area includes the hillside adjacent to the facility entrance where some sections of paved road could be removed to both simplify circulation as well as allow the restoration of the natural topography and vegetation. The other areas that could be restored include the steep bluff section of land encircling the bay as well as a section of hillside south of the swim beach where there is potential to install an interpretive trail leading to the Crescent Bay Overlook.

CONCEPT 1 – CONCEPTUAL DESIGN OF PREFERRED ALTERNATIVE





Concept 2 – Alternative D

INTERPRETIVE/EDUCATION CENTER

- Construct outdoor interpretive exhibit.

The outdoor interpretive exhibit would be a sheltered/open-air area with interpretive panels that are accessible year-round, un-staffed/self-serve and open to the public. This type of exhibit would require minimum maintenance while providing an orientation point for the public. The interpretive panels would be sited at a viewpoint overlooking Crescent Bay, Grand Coulee Dam and the proposed marina.

BOAT LAUNCH

- Formalize existing informal kayak/canoe launch.

The proposed formalized launch would accommodate one canoe/kayak at a time. It would stay in its current location adjacent to the main road and across from the existing informal swim beach. This location slopes gently from the road to the lake, and is next to a large flat area set off from the road that could be used for staging.

PARKING

- Develop parking area to accommodate maximum number of parking spaces by boat launch.
- Develop separate, smaller parking areas adjacent to interpretive exhibit and swim beach day-use area.
- Pave and maintain the boat launch parking area (150 spaces).
- Set aside an overflow parking area to accommodate up to an additional 100 parking spaces.
- Develop separate, smaller parking areas adjacent to the interpretive/education center, day-use areas, and fishing pier.
- Where practical, parking lots will include adjacent shade trees and other measures to shade cars, reduce the impact of reflective heat and intercept rainfall.

Adjacent to the existing boat launch, the existing parking would be improved before or during construction of the proposed full-service marina. 150 parking stalls will fit in an expanded area roughly corresponding to the existing parking, assuming the parking lot will be paved and striped. If additional parking spaces are needed for boat trailers, there is room for an overflow parking area to accommodate up to 100 more parking spaces. Because the additional parking spaces would only be needed during busy summer weekends, the overflow parking lot could be surfaced with gravel to save costs.

ROADS AND PEDESTRIAN WALKWAYS

- Pave entry road; alignment remains as is.
- Pave road to marina and swim beach.

All main roads throughout the site would be paved with asphalt. Some existing stretches of dirt road could be removed to re-grade and restore some ground to natural vegetation. Pedestrian walkways would be constructed with crushed gravel, except for in the highly developed areas of the marina. The existing entry road would remain where it is currently sited.

UTILITIES

Utilities lines for buildings and restrooms would be installed and maintained by NPS for water, sewer, and power on the site.

SWIM BEACH AND DAY-USE

- Develop picnic area adjacent to swim beach.
- Develop large picnic/day use area encompassing the outdoor interpretive panels.

Two day-use/picnic area locations would be constructed. A large picnic area associated with the outdoor interpretive panels at an overlook of Crescent Lake would be large enough to accommodate groups. It would include a picnic shelter with a view of the lake and surroundings. A dog-friendly loop trail would be connected to the area.

The other picnic area would be associated with the swim beach, as part of a more elaborate day use area with restrooms. In the existing swim area the addition of a buoy swim barrier would prevent boats from parking on the swim beach and would increase the safety and passivity of the swim area. A swim platform would be considered, if found to be compatible with patrol and maintenance systems.

FISHING PIER

- Construct accessible fishing pier with ADA parking spaces next to day-use area.
- The fishing pier would be small, constructed with durable material similar to the recreation area courtesy docks and piers. ADA parking spaces would be needed adjacent to the pier.

CAMPING

There would be no camping in this alternative.

TRAILS

- Construct interpretive walk with overlooks that interpret the ice-age flood
- Designate the overlooks as the “Eden Overlook” and “Crescent Bay Overlook”
- Construct trail to connect the day-use area to Grand Coulee pedestrians
- Construct dog-friendly loop-trail on hillside adjacent to facility entrance

An interpretive walk with overlooks showing views of Lake Roosevelt and Crescent Lake would tell the story of the ice-age floods. Short trails would connect the various park facilities in the immediate surroundings of Crescent Bay. A longer loop trail could be considered that covers a larger area of the recreation area near Crescent Bay moving over the hills east of the bay. The important overlooks and viewpoints would have small interpretive elements constructed where most appropriate. The trailhead would be located near the swim beach day-use area. Parking would be shared with the day use facilities.

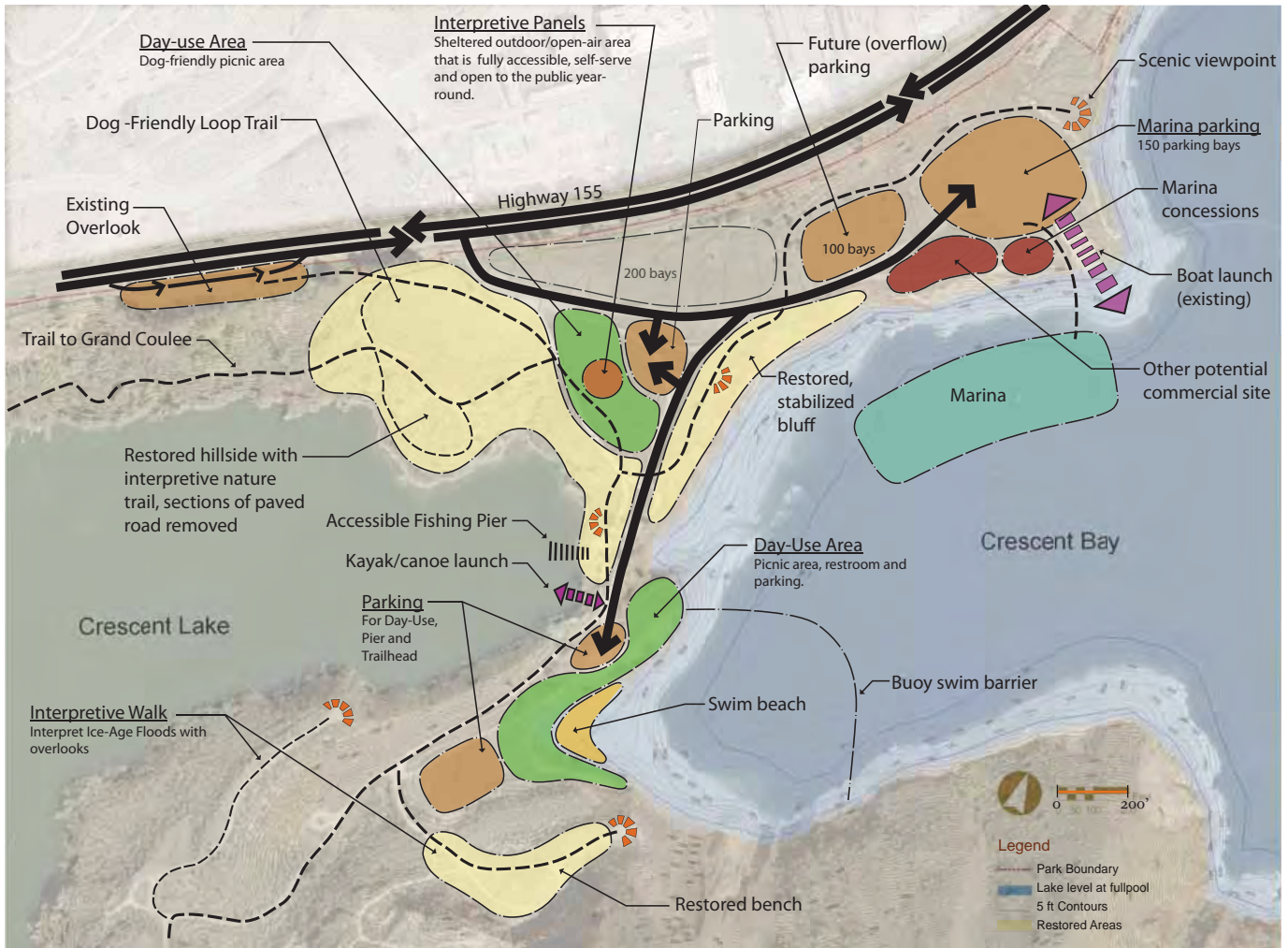
Dogs would be allowed in the entry picnic area and on a dog-friendly loop trail nearby. The authority to allow pets in any unit of the National Park System is contained in 36 CFR 2.15 Pets. The Superintendent via the *Superintendent’s Compendium* can designate specific dog walking areas.



RESTORATION

- Remove sections of paved road adjacent to the main entry area
- Restore hillside adjacent to the main entry area
- Restore steep bluff encircling bay

Three main areas, similar to Concept 1, have been delineated for potential restoration where native vegetation has been degraded due to previous land use. The largest area includes the hillside adjacent to the facility entrance where some sections of paved road could be removed to both simplify circulation as well as allow the restoration of the natural topography and vegetation. The other areas that could be restored include the steep bluff section of land encircling the bay as well as a section of hillside south of the swim beach where there is potential to install an interpretive trail leading to the Crescent Bay Overlook.

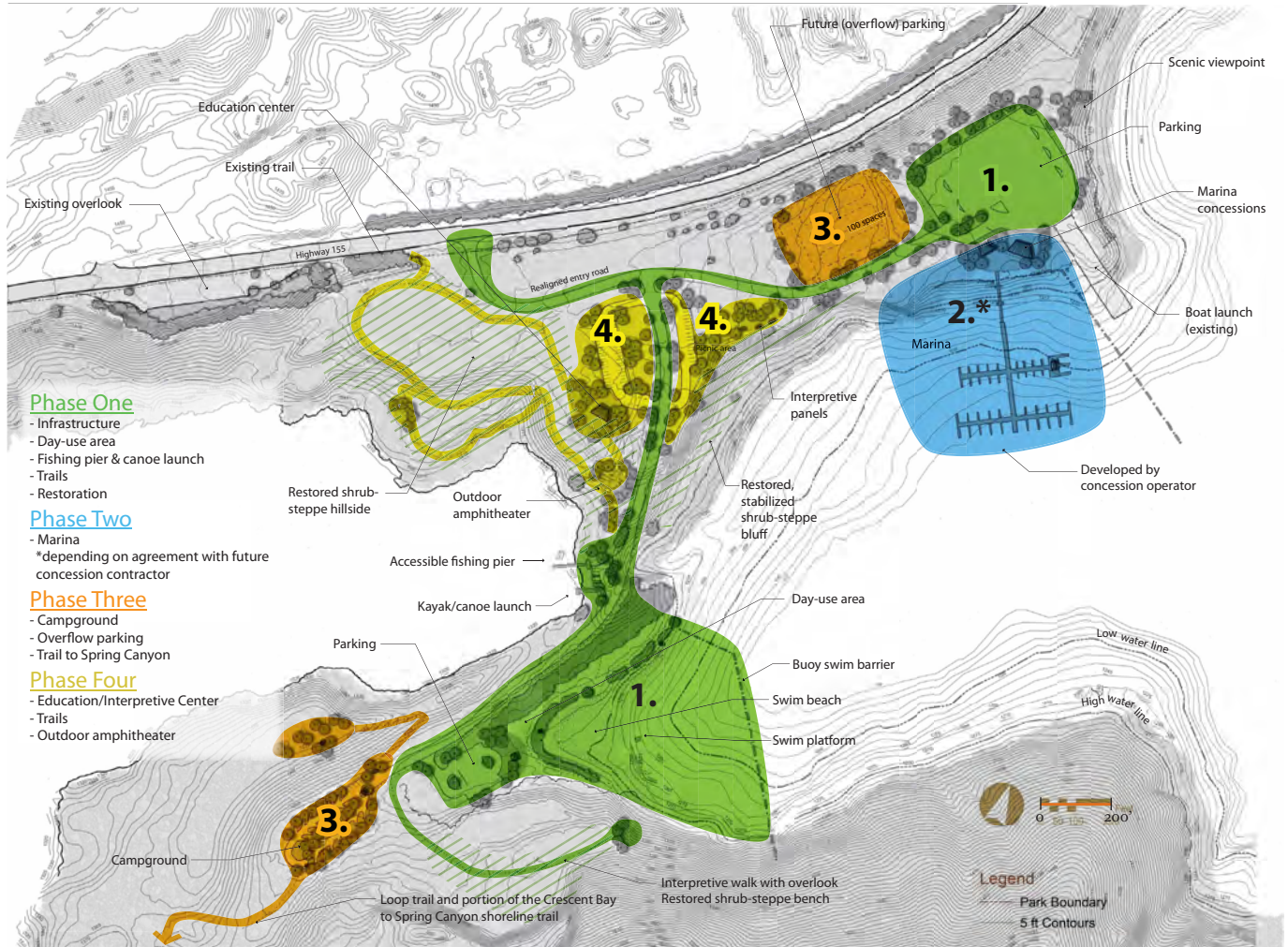


CONCEPT 2 - CRESCENT BAY DEVELOPMENT ALTERNATIVE PLAN

D. Phasing and Costs

Without immediately available funds for the entire project and a quick contract with a well-funded private concessionaire, the Crescent Bay development would be constructed in phases.

PREFERRED CRESCENT BAY ALTERNATIVE PHASING PLAN



This proposed phasing plan recognizes changes may occur between plan publication and implementation. The NPS would maintain flexibility in constructing the Crescent Bay development to facilitate implementation and a partnership with a concessionaire. Many aspects of Phase 2, development of a full-service marina, are beyond the control of the NPS and may not be implemented in the recommended order.

PHASE 1 – CRESCENT BAY INFRASTRUCTURE AND DAY USE AREA

Entry road, marina parking, fishing pier, canoe launch, swim beach, day use area, trails, utilities and restoration

Total \$932,000

PHASE 2 – FULL-SERVICE MARINA (BY OTHERS)

Docks, courtesy docks, fueling station, restaurant and convenience store, office, restrooms

by others

PHASE 3 – CAMPGROUND AND PARKING

Small campground, spur trail to Eden Harbor, overflow parking for marina

Total \$340,000

PHASE 4 – EDUCATION CENTER

Education center w/ wetlab, office, classroom, parking, interpretive panels, picnic area, trails, outdoor amphitheater

Total \$1,066,000

Cost estimates associated with the project’s phasing are based on the preferred conceptual plan of Crescent Bay development and are preliminary in nature. The estimates are based on 2009 construction costs. Inflation, programmatic changes, funding sources and the future concessions agreement may change the actual construction costs before construction begins.