



Lake Roosevelt National Recreation Area, Washington



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**Vacation Cabin  
Environmental Assessment**

February 2011





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# **Vacation Cabin Environmental Assessment Lake Roosevelt NRA, Washington**

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# How This Environmental Assessment Is Organized

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## **CHAPTER I—INTRODUCTION**

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

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## **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. This chapter also summarizes public participation to date as well as project issues.

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## **CHAPTER III—ALTERNATIVES**

This chapter describes the proposed alternative courses of action, including the reasons for dismissing options that do not meet project objectives. The primary differences between alternatives are summarized and the methods used to examine the manner in which impacts to various resources are analyzed.

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## **CHAPTER IV—AFFECTED ENVIRONMENT**

Affected Environment describes the existing environment by resource category.

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## **CHAPTER V—ENVIRONMENTAL CONSEQUENCES**

This chapter summarizes the effects associated with the alternatives including cumulative impacts. Similar to **CHAPTER III, ALTERNATIVES**, the Environmental Consequences Chapter provides an Impact Comparison Chart to compare the differences in projected impacts among the alternatives.

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## **CHAPTER VI—CONSULTATION AND COORDINATION**

This chapter summarizes the consultation and coordination efforts undertaken for the Vacation Cabin EA.

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## **CHAPTER VII—REFERENCES**

This section provides the bibliographic information for sources cited within the EA.

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**APPENDICES**

Appendix 1—Measures to Avoid, Minimize, or Mitigate Impacts

Appendix 2—Plan Distribution List

Appendix 3—Photographic Documentation of Vacation Cabin Sites

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# I. Introduction

The impoundment of the Columbia River behind 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 authorizing 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 (NRA)**.

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. 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.

The Lake Roosevelt shoreline is comprised of a narrow band, generally not more than a half-mile wide, and comprises an area approximately 513 miles long, of which 312 miles is managed by the NPS. During the mid-1950s, in an effort to encourage recreational use of the lake, the NPS began approving the construction of private vacation cabins in two distinct shoreline locations: **Rickey Point** and **Sherman Creek**, in the North District of the Lake Roosevelt National Recreation Area (Figure 2-1, page 9). Thirty seven cabin sites were originally authorized by the NPS, and these vacation cabin lots currently support 25 privately owned cabins on 26 lots. The NPS manages this special use of publicly owned lands through the issuance of special use permits (limited by terms and conditions).

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## **A. Scope of the Vacation Cabin Environmental Assessment**

The scope of this environmental assessment (EA) is to evaluate the impacts associated with the issuance of five year term special use permits for twenty-six vacation cabin lots located in two Special Use Management zones, **Rickey Point** and **Sherman Creek**, in the North District of the Lake Roosevelt National Recreation Area. The Sherman Creek vacation cabin sites are located along the western shoreline of Lake Roosevelt, approximately 1650 feet upstream (north) of the confluence with Sherman Creek. The Rickey Point cabin sites are located on the eastern shoreline of the lake, approximately 1.5 miles downstream of the Colville River confluence. In accordance with the National Environmental Policy Act, this EA will guide decisions regarding the issuance of new special use permits.

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## B. Park Purpose and Significance

An understanding of the park's purpose and significance and why it was established as a unit of the national park system provides an important context for assessing the degree to which issuing special use permits for vacation cabin use at Sherman Creek and Rickey Point may impact cultural, natural, and visitor experience resources of the park unit.

The purposes of Lake Roosevelt National 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 of 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)*



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## C. Lake Roosevelt National Recreation Area Goals

The 2000 General Management Plan outlined the following goals for the national recreation area (NPS 2000):

***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.*

***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)*

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## D. Project Background

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As a general policy it is agreed that a special use of the Reservoir Area by an individual is a privilege and not a right, and that each special use must be justified in the public interest. Inquiries proposing apparent detrimental uses of the Area will be rejected by the Park Service without the formality of preparing standard applications.

—Claude E. Greider,  
NPS Recreation Planner,  
April 23, 1943

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In the early 1950s, the NPS established a goal of encouraging recreational use of the NRA by authorizing leases for summer cabin sites. The NPS systematically reviewed possible vacation cabin sites throughout the national recreation area and screened them for eligibility according to the following criteria: landslide potential, topography, access roads, and ability to cluster vacation cabins on ½-acre lots (McKay et. al 2002). By 1953, Rickey Point and Sherman Creek were identified as the preferred locations for vacation cabins, and 20-year, \$35/year leases were issued for each vacation cabin constructed (ibid.).

NPS management of vacation cabin sites evolved over time. Passage of the Federal Lands Policy and Management Act of 1976 led to an increase in cabin permit fees in the recreation area. Under the new requirements, fees for private uses of public lands had to be based on current market value and determined using competitive commercial practices. NRA staff worked with the Stevens County assessor’s office to arrive at the new fee of \$450 per year, effective in May 1977, and the NRA began to issue 5-year term Special Use Permits for the existing private vacation cabins.

In the 1980s, NPS staff developed more comprehensive approaches to managing special uses of park property in conjunction with the 1986 NPS publication entitled *Special Park Uses, NPS-53*. This set of policies provided clear guidance regarding private use of federal lands: “*A special park use must not be granted unless the authority for allowing the action can be clearly cited, its need or value is confirmed, and its occurrence has been judged to cause no derogation of the values or purposes for which the park was established, except as directly provided by law*” (NPS 1986).

The Lake Roosevelt NRA Special Park Use Management Plan, finalized in 1990, provided policy guidance regarding the recreation area’s management of private uses of public land to ensure that those private uses were compatible with public uses while also conserving resources to “*leave them unimpaired for future generations*” (NPS 1990). The Special Use Management Plan defined special uses as “privatization of public lands” which suggests that users were taking something for themselves that really belonged to everyone. In addition to providing for more comprehensive management of private uses of public lands, the 1990 Plan also provided for increased fees associated with vacation cabin special use permits: \$1,050 annual fees for Sherman sites and \$850 annual fees for Rickey Point sites (McKay et. al 2002).

## **II. Purpose and Need**

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## A. Purpose

The NPS is examining the effects of issuing five-year term special use permits for twenty-six vacation cabin sites located in **Rickey Point** and **Sherman Creek**, two General Management Plan-defined Special Use Management zones in the North District of Lake Roosevelt National Recreation Area. This EA analyzes whether the use of private vacation cabins at Rickey Point and Sherman Creek is compatible with the NPS mission of protecting park resources and providing for the enjoyment of the general public. It includes analysis of impacts of cabin use and occupancy on:

- Natural, cultural, and scenic resources, and
- The quality of the visitor experience at the NRA.

This environmental assessment is intended to inform a NPS decision regarding the issuance of five year term special use permits for private vacation cabins at Rickey Point and Sherman Creek, and to determine whether an Environmental Impact Statement is warranted.

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## B. Need for Action

The Rickey Point and Sherman Creek vacation cabins were constructed prior to the enactment of many environmental protection laws, including the Clean Water Act and the National Environmental Policy Act. Current NPS policies which govern special park uses, such as NPS-53, did not exist in the mid-Twentieth Century when private vacation cabin use was authorized and the cabins were constructed.

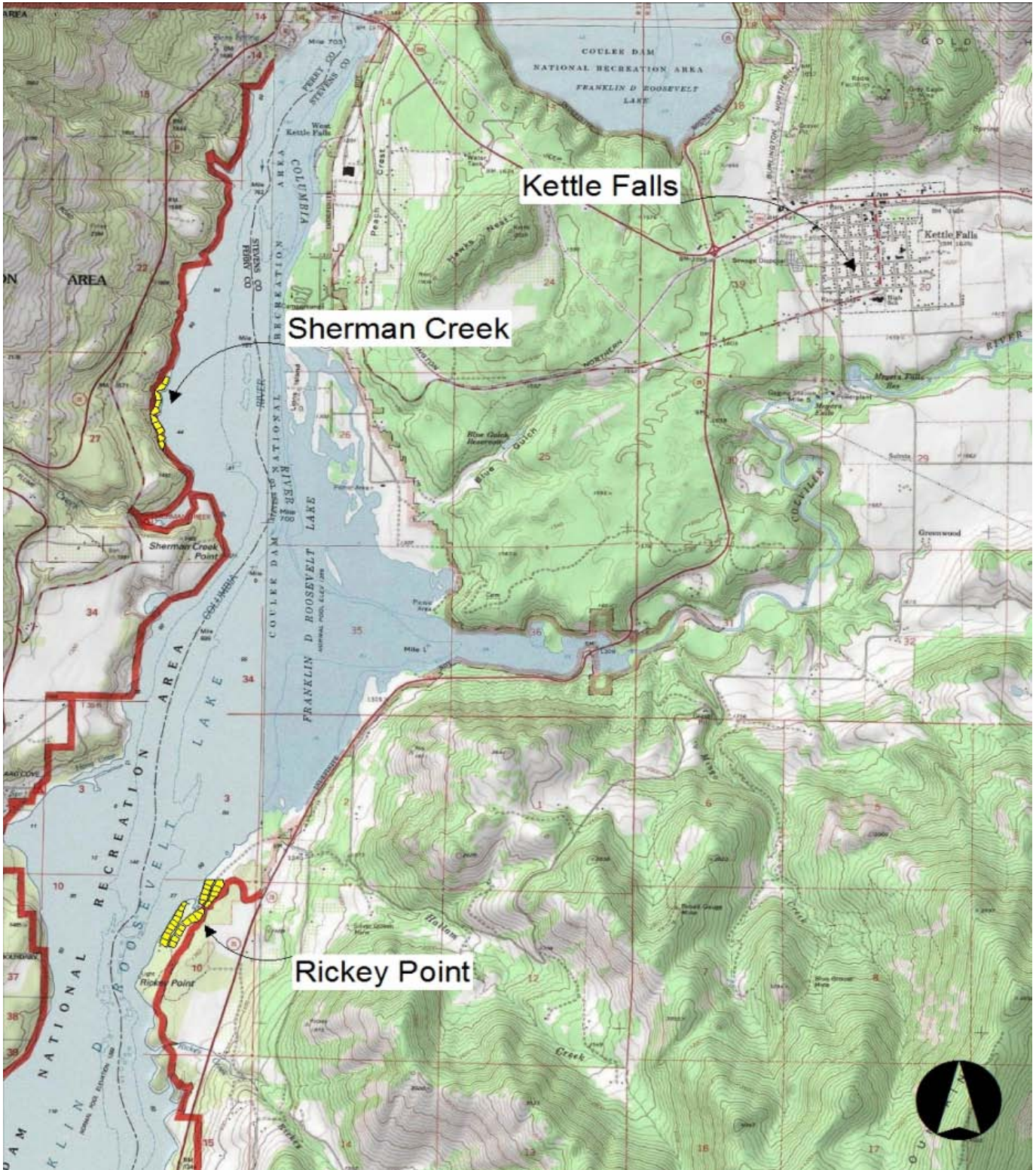
Each private vacation cabin is located on a NPS-designated lot averaging  $\frac{3}{4}$  acres. There are 10 vacation cabins at Sherman Creek, totaling 8+ acres along approximately 2600 feet of shoreline. There are 15 vacation cabins at Rickey Point, totaling 12+ acres, adjacent to approximately 3000 feet of shoreline. Over time, the vacation cabins and lots within Sherman Creek and Rickey Point have developed a more “privatized” look as compared to other publicly owned and managed developed areas along the shoreline of the NRA.

The NPS issues special use permits for private vacation cabin use on publicly owned lands pursuant to 43 C.F.R. Part 21. Each lot is authorized to contain one privately held vacation cabin structure. The majority of the vacation cabin lots in Sherman Creek and Rickey Point also contain parking areas, outbuildings, sheds, recreational vehicles, and/or various items of private property. In some cases, these private items are located outside of the boundaries of the designated vacation cabin lots along the shoreline and beaches (see **APPENDIX 3—PHOTOGRAPHIC DOCUMENTATION OF VACATION CABIN SITES**).

Today, the Sherman Creek and Rickey Point vacation cabins are managed in accordance with the many laws, policies, regulations, executive orders, and NPS Director’s Orders/handbooks which guide the management of special park uses within units of the national park system. Lake Roosevelt NRA currently administers twenty-six special use permits (SUPs) for private vacation cabin use. These SUPs expired in October 2007. The superintendent has extended the initial permits until the appropriate regulatory review and compliance with the National Environmental Policy Act (NEPA) is completed.



Figure 2-1. Rickey Point and Sherman Creek Vacation Cabin location map



A 2007 report from the United States Department of Interior Office of Inspector General (OIG) on Private Use of Public Lands, submitted to the Directors of the NPS and the Bureau of Land Management (BLM), reinforced the need to complete an appropriate level of compliance in support of issuing special use permits. This report directed the NPS and BLM to:

- Determine the extent to which special use permits limit long-term public access to public lands.
- Not renew special use permits that limit long-term public access to public lands.
- Determine the appropriate legal instrument if use does not limit public use.
- Perform appropriate NEPA review prior to issuance of special use permits or other legal means.

The need for appropriate regulatory review for special uses of NPS lands is supported by federal regulations and NPS policies. As identified within the Code of Federal Regulations (CFR), 43 CFR, Part 21 (Occupancy of Cabin Sites on Public Conservation and Recreation Areas), special use permits are to be reviewed at least once every five years:

*“...existing permits, extensions, or renewals will be reviewed at least once every five-year period to determine that the continued use of individual cabin sites is not inconsistent with the needs of the general public for use of the area...”*

Additionally, NPS Director’s Order 53, Special Park Uses, Part 3.4 Compliance, provides the following policy guidance regarding special uses, NEPA, and categorical exclusions:

*“...if the proposed special use is not covered by a categorical exclusion, the superintendent, in preparing an EA or EIS, is responsible for identifying reasonable alternatives, both inside and outside the park, and completing appropriate compliance documentation.”*

In 2008, the NRA completed an environmental screening form and determined that the use of a categorical exclusion was not appropriate for this proposed action due to unknown environmental impacts, controversy, and lack of information regarding vacation cabins and their use. NPS Director's Order 53: Special Use Permits, Part 3.12: Renewals also states:

*“...A request for renewal should be considered as carefully as if it were an initial application. The review will determine if the activity is still mandated or legally permissible, and if it continues to be appropriate and compatible with the purposes of the park.”*

The NRA will either issue or not issue these SUPs and, if it issues them, will determine conditions that will allow the special use to comply with the NPS Organic Act, the Inspector General's findings and recommendations, and other applicable laws, policies and regulations.

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## C. Conformance: Relationship to Laws, Policy, Planning Documents, Studies, and Agreements

The NPS acknowledges that no specific statutory authority exists to permit private vacation cabins at the Lake Roosevelt National Recreation Area (NRA). When the NPS initially issued 20-year leases for vacation cabins in the 1950s, 34 years after the passage of the 1916 Organic Act but still 20 years before the Redwood Act, as amended, it was seen as a legitimate tool to help build a local constituency and support for a new unit of the NPS. This was the same method used by Steven Mather and Horace Albright when they initiated efforts to build visitation to the new national parks by building comfortable lodges and new roads to attract the increasing number of automobile drivers after World War I.

While the NPS is aware that under the modern interpretation of the Organic Act the private vacation cabins would not be permitted, the fact remains that these 26 cabin lots have been permitted now for more than 50 years. Should the NRA choose an alternative that allows new special use permits, this EA spells out the mitigation actions that the NPS will use to ensure that this private use does not infringe on, or interferes with as little as possible, the general public's use and enjoyment of the area and reaffirms the direction given in 43 CFR 21 regarding periodic reviews to determine whether there is a need by the general public for the area.

Should it select an alternative that allows new SUPs, the NPS will strive to manage the traditional use of the 26 vacation cabin lots while being fully protective of NRA resources by requiring adherence of this special use to the same laws, regulations, and policies that govern NPS management of other developed areas within the NRA. The following laws, policies, park planning documents, studies, and legal agreements represent some of the overall guidance for the NRA that pertain to managing special uses of park property.

## *Laws*

### **NATIONAL PARK SERVICE ORGANIC ACT (1916) (16 USC 1) (NPS MISSION)**

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 **NPS MANAGEMENT POLICIES** on page 17).

### **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. The purposes of this Act are:

*“To declare a national policy which will encourage productive and enjoyable harmony between man and his environment and biosphere and stimulate the health and welfare of man, to enrich the understanding of the ecological systems and natural resources important to the Nation, and to establish a Council on Environmental Quality.”*



**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, control, and abate water pollution. 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 NRA air quality-related values (including visibility, plants, animals, soils, water quality, cultural resources, and visitor health) from adverse air pollution impacts.

**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 (NRHP) because the property is significant at the national, state, or local level in American history, architecture, archeology, engineering, or culture. Section 110 of the Act also states that the Federal agencies shall assume responsibility for the preservation of the historic properties, that the agency will develop a program that identifies and evaluates historic properties, and that historic properties under the jurisdiction of the agencies shall be managed in a *"way that considers the preservation of their historic, archaeological, architectural, and cultural values..."*

**NATIVE AMERICAN GRAVES PROTECTION AND REPATRIATION ACT  
(NAGPRA) (1990) (43 CFR PART 10)**

Section 3 has provisions regarding the custody of Native American human remains, associated and unassociated funerary remains, sacred items, and items of cultural patrimony 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.

**THE FEDERAL NOXIOUS WEED ACT OF 1974, AS AMENDED IN 1990**

This Act addresses the management of undesirable plants on federal lands. It directs federal agencies to designate an office or person adequately trained in the management of undesirable plant species to develop and coordinate an undesirable plants management program on Federal lands under the agency's jurisdiction. The amended Act further states that "*Federal agencies, as appropriate, shall enter into cooperative agreements with State agencies to coordinate the management of undesirable plant species on Federal lands. A federal agency is not required under this section to carry out programs on federal lands unless similar programs are being implemented on state or private lands in the same area*" (Federal Noxious Weed Act 1990).

**THE 1917 WASHINGTON STATE WATER CODE**

This code establishes a permit system for using surface water. It also established procedures for adjudicating all water rights prior to the Act. The Washington State Legislature said "*all waters within the state belong to the public, subject to existing rights.*" The legislature mandated that the state administer the water resources.

**THE WASHINGTON STATE WATER RESOURCES ACT OF 1971**

Under this Act, water resources are protected and managed for "*the greatest benefit of the people.*" The act became necessary because of the increasing conflict in water use and applications for larger amounts of water. This act mandates water resources data collection and management and development of plans.

#### **THE WASHINGTON STATE SHORELINE MANAGEMENT ACT OF 1972**

This law was adopted with the goal of “*preventing the inherent harm in an uncoordinated and piecemeal development of the state’s shorelines.*” The policy is meant to protect the quality of water and the environment, and to preserve and enhance public access to shorelines.

Other laws, policies, and guidelines that must be considered when managing vacation cabin use on public lands also include, but are not limited to:

- Council on Environmental Quality Regulations, Title 40 CFR 1500-1508
- NPS Director’s Order 12: NPS NEPA Regulations
- NPS Director’s Order 2: Park Planning
- Executive Order 11988, Floodplain Management, May 24, 1977
- Executive Order 11990, Protection of Wetlands, May 24, 1977
- Executive Order 13112, Invasive Species, February 3, 1998
- Executive Order 11514, Protection and Enhancement of Environmental Quality, March 5, 1970, as amended May 24, 1977
- Lake Roosevelt Cooperative Management Agreement, March 8, 1990
- Federal Water Pollution Control Act as amended in 2002
- Archeological Resources Protection Act, 1979

## *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 Vacation Cabin EA.

#### **Sec. 1.4.3. Obligation to Conserve and Provide for Enjoyment of Park Resources and Values:**

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*“...NPS managers must always seek ways to avoid, or to minimize to the greatest extent practicable, adverse impacts on park resources and values. However, the laws do give the Service the management discretion to allow impacts to park resources and values when necessary and appropriate to fulfill the purposes of a park, so long as the impact does not constitute impairment of the affected resources and values.”*

*“...The enjoyment that is contemplated by the statute is broad; it is the enjoyment of all the people of the United States and includes enjoyment both by people who visit parks and by those who appreciate them from afar. It also includes deriving benefit (including scientific knowledge) and inspiration from parks, as well as other forms of enjoyment and inspiration. Congress, recognizing that enjoyment by future generations can be ensured only if the superb quality of park resources and values is left unimpaired, has provided that when there is a conflict between conserving resources and values and providing for enjoyment of them, conservation is to be predominant. This is how courts have consistently interpreted the Organic Act.”*

#### **Sec. 1.4.4. The Prohibition on Impairment of Park Resources and Values:**

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*“The impairment of park resources and values may not be allowed by the Service unless directly and specifically provided for by legislation or by the proclamation establishing the park.”*

#### **Sec. 1.4.5. What Constitutes Impairment of Park Resources and Values:**

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*“The impairment that is prohibited by the Organic Act and the General Authorities Act is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of park resources or values, including the opportunities that otherwise would be present for the enjoyment of those resources or values.”*

**Sec. 1.4.7. Decision-making Requirements to Identify and Avoid Impairments:**

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*“When an NPS decision-maker becomes aware that an ongoing activity might have led or might be leading to an impairment of park resources or values, he or she must investigate and determine if there is or will be impairment. This investigation and determination may be made independent of, or as part of, a park planning process undertaken for other purposes. If it is determined that there is, or will be, an impairment, the decision-maker must take appropriate action, to the extent possible within the Service’s authorities and available resources, to eliminate the impairment. The action must eliminate the impairment as soon as reasonably possible, taking into consideration the nature, duration, magnitude, and other characteristics of the impacts on park resources and values, as well as the requirements of the National Environmental Policy Act, National Historic Preservation Act, Administrative Procedure Act, and other applicable laws.”*

**Sec. 1.4.7.1 Unacceptable Impacts:**

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*“Park managers must not allow uses that would cause unacceptable impacts; they must evaluate existing or proposed uses and determine whether the associated impacts on park resources and values are acceptable....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 future conditions for natural and cultural resources as identified through the park’s planning process, or*
- create an unsafe or unhealthful environment for visitors or employees, or*
- 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, 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 the NPS concessioner or contractor operations or services.”*

## Sec. 8.2 Visitor Use

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*“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*
- 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 concessioner 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. 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.”*

## *Plans*

It is important to understand the planning efforts conducted in the past, present, and foreseeable future that are related to vacation cabin use in order to appropriately analyze the environmental consequences of the alternatives and their potential cumulative impacts.

### **LAKE ROOSEVELT NRA SPECIAL PARK USE MANAGEMENT PLAN (SPUMP), 1990 AS AMENDED**

The NPS Special Park Uses (NPS-53) provides guidance regarding the requirements, regulations, procedures, and criteria associated with management of special park uses. The overall park management goal outlined in the Lake Roosevelt SPUMP was to *“protect the natural appearance of the lakeshore and restore the public shoreline to natural open space for use by the general public.”* The SPUMP addressed all special park uses at the time, including vacation cabins, and determined that vacation cabin use was a special park use according to NPS policy guidance and definition. The SPUMP stated that,

*“Cabin site leases are only authorized for existing cabins at Sherman Creek and Rickey Point. The development of new cabin sites on federally owned land is prohibited; however the leasing of existing sites is allowed to continue under conditions specified in the Lease Agreement, and Title 43, Code of Federal Regulations.”*

The SPUMP also addressed “transfer of permits,” and stated that:

*“Special use permits and leases are not unilaterally assignable and may only be transferred upon application to, and with prior written approval of, the Superintendent...”*

Other issues addressed in the SPUMP were the annual permit fee for vacation cabin sites, water withdrawal permits, criteria and flow charts for initial and renewal of special park use requests, and a checklist for analysis under the NEPA and other documents. The SPUMP stated that,

*“Existing special use permits may be renewed if they meet all NPS Policy and Guideline requirements. Those that do not will be phased out. A phase-out period will be implemented for those uses which are determined to be non-compatible with NPS management policies and guidelines, detrimental to the resource, or in conflict with public use.”*



The SPUMP identified the following actions to be completed for vacation cabins:

- NPS will review Vacation Cabin Site Leases as required by 43 CFR 21 and determine if conflicts with public use exist.
- NPS will either issue new leases or begin a phase-out process stipulated by NPS-53 as determined by the review findings and recommendations.

In 2001, supplements to the SPUMP were issued by the Superintendent. The first supplement addressed issues (improvements, fires and wildland fire protection, review of permits, and fees) associated with management of the special use permits for vacation cabin sites. The second supplement addressed fees for water withdrawal pumps (a few vacation cabin permittees withdraw water from Lake Roosevelt for watering lawns and other purposes).

#### **GENERAL MANAGEMENT PLAN (GMP) OF 2000**

The GMP addresses vacation cabin use in a very broad manner, along with all other special park uses. It also references the NRA's SPUMP for specific guidance. There were some decisions made in the GMP, however, that affect management of vacation cabin use. The areas known as Rickey Point and Sherman Creek were designated as Special Use Zones and were to be managed for Special Park Uses. Page 28 of the GMP specifically states that:

*“Private uses of the public lands within the national recreation area will continue to be allowed as specifically authorized by law. Some examples of these include the summer cabins at Rickey Point and Sherman Creek, which are private homes constructed on leased public lands...however, no new summer cabins will be permitted.”*

The GMP defines what a special use area (zone) is:

*“Areas that have been dedicated for a specific use or group and where access to the general public could be limited will be identified and included in this management area. Typical types of areas in this management area will include the vacation cabin sites at Sherman Creek and Rickey Point...”*

**LAKE ROOSEVELT NATIONAL RECREATION AREA SHORELINE  
MANAGEMENT PLAN (2009)**

The Shoreline Management Plan provides direction regarding the NRA's long-term desired future conditions for the entire shoreline within National Park jurisdiction (Recreation Zone) for Lake Roosevelt, including the special use management zones at Rickey Point and Sherman Creek. The Shoreline Management Plan also called for development of a public need assessment to assist in determining "greater public need" as called for by the OIG report:

*"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 to expanding existing facilities or developing new facilities." (Shoreline Management Plan 2009:62)*

**Studies**

**LAKE ROOSEVELT VACATION CABIN SHORELINE ASSESSMENT FOR  
SHERMAN CREEK AND RICKEY POINT CABIN SITES (2010)**

This assessment of shoreline conditions at Sherman Creek and Rickey Point cabin sites accomplished the following objectives: (1) Conduct a reconnaissance of wetland habitats at cabin sites; and (2) inventory/characterize human-induced alterations to habitat along cabin site shorelines. Report findings are described within appropriate sections in CHAPTER V, AFFECTED ENVIRONMENT.

**LAKE ROOSEVELT VACATION CABIN SANITARY SURVEYS (2010)**

This report summarizes the results from site-scale, sanitary surveys completed for twenty-five vacation cabin sites at Sherman Creek and Rickey Point. Each cabin site's water and septic systems were physically inspected for proper function, construction, and condition. Report findings are described in SECTION E of this chapter.

## *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).

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## D. Public Participation

Public participation and stakeholder engagement was a key component guiding the development of the Lake Roosevelt Vacation Cabin Environmental Assessment. At various points throughout the process, the NPS sought public comments and stakeholder information to guide preparation of this EA. The NPS solicited public input to inform preparation of the Vacation Cabin EA, including conducting a Public Scoping in 2008, conducting Alternatives Scoping in 2009, and convening an Interdisciplinary Team comprised of representatives from the Spokane Tribe of Indians, the Confederated Tribes of the Colville Reservation, Ferry County, Stevens County, and the Bureau of Reclamation. In addition, during the development of the Shoreline Management Plan (NPS Lake Roosevelt NRA 2009), the NRA received some public comments related to the vacation cabins.

The general public provided input to the preparation of the Vacation Cabin EA during two public scoping processes: **Public Scoping** and **Alternatives Scoping**. All parties wishing to express concerns or provide information about issues which should be addressed in the environmental analysis process were strongly encouraged to submit written comments.

Objectives associated with both scoping periods included:

- Invite participation from federal, tribal, state, and local governments and other interested parties;
- Inform all interested parties about the scope of the issues 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 potential mitigation strategies.

### *Public Scoping*

The Public Scoping period for the Vacation Cabin EA was initiated on May 20, 2008, and ended on July 27, 2008. Public Scoping was conducted 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 May 9, 2008; 2) a **newsletter** was distributed to approximately 350 people on the NRA's mailing list and was available at Lake Roosevelt headquarters in Coulee Dam; 3) **public meetings** were announced on the NPS Planning, Environment, and Public Comment (PEPC) website. During this time, the NPS held public meetings in Colville (May 20, 2008), Republic (May 21, 2008), and Spokane (May 28, 2008).

The project issues framing the project's Public Scoping period included private uses of public lands, natural resources, cultural resources, and visitor/socioeconomic issues. The NRA received a total of 127 comments submitted during the Public Scoping period, of which 97 were form letters submitted via the American Land Rights Association and 30 were non-form letters from individuals and organizations. The NRA sorted the public comments into nine categories as follows (please note that the following numbers associated with comment categories do not add up to the total number of comments received because multiple issues were identified within individual comments):

- Greater Public Need (16 comments)
- Response to the Office of the Inspector General Report: Private Use of Public Lands (11 comments)
- Conducting an Environmental Assessment (18 comments)
- Visitor Use and Experience/Aesthetics (15 comments)
- Natural Resources (10 comments)
- Cultural Resources (2 comments)
- Permit Fees (6 comments)
- Length of Permit (4 comments)
- General (21 comments)

### *Alternatives Scoping*

The NRA conducted a 45-day Alternatives Scoping period for the Vacation Cabin EA from July 6, 2009, to August 19, 2009. The NRA conducted alternatives scoping through the following means: 1) a **press release** describing the intent to begin the public involvement process through comments on the proposed project mailed to news media; 2) a **newsletter** distributed to approximately 350 people on the NRA's mailing list and available at Lake Roosevelt NRA headquarters in Coulee Dam; 3) **public meetings** announced on the PEPC website. During this time, the NPS held public meetings in Kettle Falls (July 6, 2009) and Spokane (July 7, 2009).

Four preliminary alternatives developed by the NPS were presented in conjunction with six primary project issues as part of the Alternatives Scoping. The NRA received a total of 96 comments during the Alternatives Scoping period, the majority of which provided feedback regarding a preferred alternative. Of the total submitted comments during this scoping period, 90 clearly supported Alternative A (continuation of current special use permit issuance), 2 comments submitted supported Alternative D (non-issuance of Special Use Permits), and 4 were not conclusive in their support of a specific alternative. Comments received during Alternatives Scoping included some stated concerns, issues, and recommendations, some of which were outside the scope of this project. Please see the section **ISSUES AND CONCERNS NOT ADDRESSED IN THIS DOCUMENT** on page 28.

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## E. Project Issues

All written and verbal comments submitted during Public Scoping were analyzed for consistency with the purpose of the EA. As a result the NRA determined that several categories of concerns and issues were outside the scope of this environmental review process (please see the section **ISSUES AND CONCERNS NOT ADDRESSED IN THIS DOCUMENT**, below, for additional information).

We grouped the remaining issues and concerns into six categories: **Public Access to the Shoreline, Water Conveyance, Water Quality, Public Safety, Natural Resources, and Cultural Resources**. These issues categories guided the subsequent development of preliminary alternatives and were presented during Alternatives Scoping (please see the section **PRIMARY ISSUES ADDRESSED WITHIN THIS DOCUMENT**, beginning on page 30, for a description of the project issues evaluated as part of this EA).

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### **ISSUES AND CONCERNS NOT ADDRESSED IN THIS DOCUMENT**

The following issues were initially considered by the planning team but were eventually rejected for inclusion within this project as a primary planning issue:

**Greater public need.** The NPS initially presented this concept as part of both the Public Scoping and Alternatives Scoping. The NPS is required to assess “greater public need” when deciding whether or not to permit the continued use of private vacation cabins on public lands managed by the Department of the Interior. The NPS also addressed this issue within the 2009 Shoreline Management Plan (NPS Lake Roosevelt NRA 2009). Because there have been no formal studies of public need, the NPS will consider this issue with technical assistance from the University of Idaho, which is performing an analysis on the tools needed to analyze this subject.

The NRA received the following comments as part of Alternatives Scoping because these comments do not fit within the scope of this project we did not analyze them in detail in the document.

- **Deep water boat launch at Rickey Point.** Initial analysis was undertaken by the NPS for the need to develop a deep water boat launch near Kettle Falls and was discussed within the Shoreline Management Plan (NPS Lake Roosevelt NRA 2009). Plans will continue to be developed by the NPS for this proposed action, and a separate environmental analysis will occur to specifically address concerns and opportunities.
- **Land use fees.** A number of comments included concerns regarding fees charged to permit holders. The NPS is obligated to charge fees and recover costs for special use permits (DO 53, Section 3.6, Permit Fees and Cost Recovery). Charges paid by cabin permit holders reflect the fair market value of the use requested described as the value of the lands or facilities used, as outlined in the Federal Land Policy and Management Act (1976) and in the Office of Management and Budget Circular No. A-25. Accordingly, this suggested action was dismissed and not evaluated further. Fees, conditions, and other related factors would be addressed subsequently in a separate permit process, if initiated.

The following additional issues raised during public scoping were initially considered by the planning team but were eventually eliminated from further analysis given their inconsistency with the criteria outlined within 40 CFR 1504.14(a). See the **ALTERNATIVES CONSIDERED BUT DISMISSED** section in **CHAPTER III** for additional reasoning as to why these issues were dismissed.

- Additional term length for the Special Use Permit
- Full time residency in a vacation cabin
- Development of new vacation cabins or vacation cabin areas



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## **PRIMARY ISSUES ADDRESSED WITHIN THIS DOCUMENT**

Six issues identified during public and alternative scoping informed the development of the alternatives and preparation of this EA. These issues are described below, as presented to the public during the Summer 2009 Alternatives Scoping phase of the project.

### *Public Access to the Shoreline*

Lake Roosevelt National Recreation Area, a unit of the National Park Service, is a popular recreational destination which attracts visitors from within the region, state, country, and Canada. Local community members and adjacent private property owners also value the lake and its shoreline environments as a recreational asset.

Some cabin site permittees maintain a variety of improvements or recreational equipment on the beach, including but not limited to: lawn chairs, tables, benches, antennas, lights, and other paraphernalia from cabins. The NPS is concerned that these beach improvements and belongings appear to give cabin permittees exclusive rights and access to this section of the lake and shoreline. Additionally, many of the cabins maintain irrigated, manicured lawns and gardens up to the edge of ordinary high-water mark, which furthers the perception of a private versus publicly accessible beach.

### *Water Conveyance*

The NPS permits water conveyance devices as a special use on a case-by-case basis. Nine sites at Sherman Creek withdraw water for watering lawns and gardens. Of those nine sites, six have permits for the purpose for conveying water for irrigation purposes only.

Water used for household purposes must comply with State and local standards. The Bureau of Reclamation requires a water withdrawal permit for any water withdrawal even if only for irrigation purposes. When a permittee requests a water conveyance permit, the permittee must provide the NRA proof of a current Bureau of Reclamation water withdrawal letter of authorization or WSDOE water right.

Any underground water withdrawal must be approved by the NPS. Current policy does not allow the drilling for water within the NRA boundaries.

### *Water Quality*

The waters of Lake Roosevelt support many public benefits, including irrigation for agriculture, recreation, and drinking water.

At Rickey Point, many cabins were built in the early 1950s and still maintain their original septic systems, which are typically comprised of a large metal drum or single chamber concrete tanks. Very few of the private vacation cabins' septic systems have been upgraded over time, and there is evidence to show that these systems are now cracked, rusted, and leaking sewage into the ground. Poorly functioning septic systems degrade water quality and pose a risk to public health, as well as to the health of the shoreline and aquatic natural systems. Some of the Sherman Creek cabins are newer, and their septic systems have been upgraded. In both locations, the NPS has documented information regarding the status and effectiveness associated with individual septic systems.

### *Public Safety (hazard trees, fire fuel, and low power lines)*

Public safety issues associated with the vacation cabins include hazard trees and exceptionally low power lines. Hazard tree inventories need to be completed for some vacation cabin properties. Some vacation cabin permittees do not adequately remove garbage, maintain woodpiles in close proximity to structures, and engage in other practices which increase fire risks. In addition, the low power lines over driveways and areas immediately adjacent to cabins may be a fire hazard.

### *Natural Resources (vegetation, soils, wildlife, and threatened/endangered species)*

Many cabin sites have poles, swings, satellite dishes, birdhouses, and other items attached to trees. Many of these trees are scarred from sustained impacts over time. Several permittees burn garbage and vegetation on the beach, as well as above the high-water line, including in driveways, backyards, and other non-beach locations. Some vacation cabins permittees use herbicides, garden with non-native plants, maintain manicured lawns up to high-water lines, and use other vegetation management practices not consistent with other portions of the NRA. Some permittees encourage wildlife-human interactions, such as attracting birds with bird feeders and attracting large and small animals through improper garbage containment. Additionally, the presence of noxious weeds, such as Japanese knotweed and English Ivy, negatively impacts native plant communities in these areas.

### *Cultural Resources*

The Rickey Point Rapids Area contains known cultural resources, though most are buried under the waters of Lake Roosevelt and/or silted over. Specific cultural resource concerns include disruption of the soil or sandy beach as part of recreational activities (e.g., digging in volleyball nets), burning of slash piles, raking, etc.

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## F. Specific Impact Topics

Specific impact topics were identified to address potential impacts to natural, cultural, and recreational resources and NRA operations that might result from Alternatives A–C, as identified by the public, NPS, and other agencies, and to address federal laws, regulations, and executive orders, and NPS Management Policies (NPS 2006). We give a brief rationale for the selection or non-selection of each impact in this section.

We analyzed the impacts associated with each alternative for the following topics: land use; air quality; soils; water resources, including wetlands and water quality; vegetation; wildlife; cultural resources; visitor experience, socioeconomic resources, and NRA operations.

### *Physical Resources*

**Land Use:** While the overriding land use would remain as park lands, some land use could change as a result of the implementation of the alternatives described herein. Implementation of some actions would result in the conversion of impervious surfaces or developed areas back to native habitats, and some shoreline bank protection measures may be redesigned and constructed or removed. Because issuing permits for continued land use, or removing improvements and restoring the environment, are the heart of this EA, we analyze this issue further in a later section.

**Soils:** NPS Management Policies (2006) require the NPS to understand and preserve and to prevent, to the extent possible, the unnatural erosion, physical removal, or contamination of the soil. Some alternatives involve ground-disturbing activities that have the potential for erosion or sedimentation impacts to occur. Other actions further limit this from happening and address soil compaction and contamination concerns. Therefore, we analyze this topic further.

**Water Resources:** The 1972 Federal Water Pollution Control Act, as amended by the Clean Water Act (CWA) (1977), 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, control, and abate water pollution. Management Policies (NPS 2006) provides direction for the preservation, use, and quality of water in national parks. Impacts of the proposed alternative actions could affect water quality. Therefore we have retained this topic for further analysis.

**Water Quality:** Section 401 of the CWA as well as NPS policy requires analysis of impacts on water quality. Ongoing localized impacts to water quality are likely occurring from the aging septic systems associated with individual vacation cabins. The Sherman Creek and Rickey Point vacation cabins possess variably aged and improperly functioning septic systems. Actions in each of the alternatives address this issue. The alternatives also address threats from stored automobiles, recreational vehicles, and the burning of garbage and other items that can contaminate surface and ground waters. We have retained this topic for further analysis.

### ***Biological Resources***

**Vegetation :** NEPA calls for examination of the impacts on the components of affected ecosystems. Management Policies (NPS 2006) call for protecting the natural abundance and diversity of NRA native species and communities, including avoiding, minimizing, or mitigating potential impacts from proposed projects.

Actions within the alternatives would likely have both adverse and beneficial impacts on vegetation. Therefore we have retained this topic for further analysis.

**Wildlife:** More than 300 native species of terrestrial and aquatic vertebrates have been recorded in the NRA, including 75 species of mammals, 200 of birds, 10 of amphibians, and 15 of reptiles. Due to the small area encompassed by the two vacation cabin areas, a small number of individuals of several wildlife species may migrate through or reside in or near the Rickey Point and Sherman Creek vacation cabin sites and could be affected by actions proposed within the alternatives. Therefore this topic has been retained by the NPS for further analysis.

## *Cultural Resources*

**Prehistoric and Historic Archeological Resources / Historic Structures / Cultural Landscapes:** The NPS must consider the impacts to historic properties under provisions of Section 106 of the NHPA (1966), as amended, and the 2008 Programmatic Agreement among the National Park Service, the National Conference of State Historic Preservation Officers, and the Advisory Council on Historic Preservation (ACHP). NPS Management Policies (NPS 2006) also require this analysis.

The NPS is required to conform with the Archeological Resources Protection Act to protect known or undiscovered archeological resources. NPS Management Policies (2006) call for ongoing inventory and analysis of the significance of archeological resources found within parks.

Federal land-managing agencies are also required to consider the effects proposed actions have on properties listed in, or eligible for inclusion in, the National Register of Historic Places (i.e., Historic Properties), and allow the Advisory Council on Historic Preservation (ACHP) a reasonable opportunity to comment. Agencies are required to consult with federal, state, local, and tribal government/organizations, identify historic properties, assess adverse effects to historic properties, and negate, minimize, or mitigate adverse effects to historic properties while engaged in any federal or federally assisted undertaking (36 CFR Part 800). Because several of the cabins may be eligible for the National Register and because subsurface archeological resources may be present, we have retained this topic for further analysis.

## *Recreational / Social Resources*

**Visitor Experience:** Based on NPS Management Policies (NPS 2006), impacts to visitors are considered with respect to NRA undertakings. Among the impacts that may occur as a result of the alternatives include changes in visitor access and opportunities, safety, and scenic resources. Therefore this topic has been retained by the NPS for further analysis.

**Socioeconomics:** Socioeconomic impact analysis is required, as appropriate, under NEPA and Management Policies (NPS 2006) pertaining to gateway communities. The local and regional economy and most business of the communities surrounding the NRA are based on tourism and resource use. Agriculture, manufacturing, professional services, and education also contribute to regional economies. Implementation of the alternatives could change the number of vacation cabins and permittees, which in turn may result in changes to the total number of trips to purchase material goods and services by permittees, which may in turn affect local economies. Therefore we have retained this topic for further analysis.

**Park Operations:** Impacts to park operations and visitor services are often considered in Environmental Assessments to disclose the degree to which proposed actions would change park management strategies and methods and what additional costs (including staffing) are associated with the proposal. The range of alternatives could impact staffing needs and result in periods of higher or lower demand for input from different park divisions. Therefore this topic has been retained by the NPS for further analysis.

### *Impact Topics Dismissed from Further Analysis*

The topics listed below either would not be affected or would be affected only negligibly by the alternatives evaluated in this Environmental Assessment. Therefore, we will not analyze these topics further. Negligible effects are localized effects that would not be detectable above existing conditions.

**Special Status Species:** There would be no known direct or indirect impacts to special status species. Actions under Alternatives A–C would have no effect on grizzly bears, gray wolves, Canada lynx, Ute ladies’-tresses, or Spalding’s silene. In addition, under the actions evaluated in this Environmental Assessment, there would be no effect on other species considered rare, threatened, or endangered by the State of Washington or species of concern noted by the USFWS. Therefore we will not analyze this topic further.

**Air Quality:** Lake Roosevelt is a Class II area under the Clean Air Act. The Clean Air Act 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. Class II areas allow only moderate increases in certain air pollutants. Actions within the alternatives would only result the potential for negligible localized impacts to air quality. Therefore we dismissed this topic from further analysis.

**Water Quantity:** Although vacation cabin sites withdraw water from either an existing well, spring, or from Lake Roosevelt, there would be no change in the number of vacation cabins associated with implementation of two of the alternatives and would therefore have no effect on the amount of water currently authorized for withdrawal. Because there is no anticipated increase in the amount of water used at these locations, we have dismissed this topic from additional analysis.

**Wetlands:** Executive Order 11990 requires that impacts to wetlands be addressed. No wetlands would be affected by the alternatives in this Environmental Assessment. Due to the fluctuating nature of the reservoir, few perennial wetlands exist along the shoreline. Beneficial impacts to the wetlands, should all of the vacation cabins be removed and both areas completely restored to native plant communities and habitats, would still be considered negligible for this topic. The wetlands found at the Rickey Point and Sherman Creek sites would not be affected by the alternatives; therefore we have dismissed this topic from further analysis.

**Floodplains:** Executive Order 11988 (Floodplain Management) requires an examination of impacts to floodplains and potential risk involved in placing facilities within floodplains. NPS Management Policies DO-2 (Planning Guidelines) and DO-12 (Conservation Planning, Environmental Impact Analysis, and Decision Making) provide guidelines for proposals in floodplains. Executive Order 11988 requires that government agencies address impacts to floodplains. Although all areas within the NRA that are below the 1,290 maximum pool elevation are within the floodplain of artificially created Lake Roosevelt, flooding is not a concern because water level is controlled by Grand Coulee Dam and at other upriver dams and thus is predictable and occurs slowly. All vacation cabin sites are located above the 1,290-foot elevation. Because water level is controlled by the dams, this topic is not analyzed further.

**Flash Floods:** The potential for flash floods in the tributaries to the lake exists, but no evidence of flash flooding has occurred to date that has affected the vacation cabin sites or would be altered by a selection of any of the alternatives under consideration. Therefore we have dismissed this topic from further analysis.



**Geologic Processes / Geothermal Resources / Geological Hazards:** None of the proposed alternatives would cause an increase or decrease in potential impacts to geology or geological hazards. Ongoing geological hazards associated with shoreline erosion caused by the annual fluctuations and operation of the reservoir would continue. None of the alternatives under consideration would exacerbate this erosion. Therefore this topic has been dismissed from additional analysis.

### *American Indian Religious and Traditional Cultural Resources*

Analysis of impacts to known resources is important under the NHPA and other laws, including the Native American Graves Protection and Repatriation Act (NAGPRA), American Indian Religious Freedom Act (AIRFA), and Executive Order 13007 (Indian Sacred Sites). The NPS defines American Indian traditional cultural (ethnographic) resources as any “*site, structure, object, landscape, or natural resource feature assigned traditional legendary, religious, subsistence, or other significance in the cultural system of a group traditionally associated with it*” (DO-28, Cultural Resource Management Guideline, p. 181). Traditional cultural properties are ethnographic resources listed on or eligible for the National Register of Historic Places. There are two federally recognized tribal entities associated with the park:

- the Confederated Tribes of the Colville Reservation, and the
- Spokane Tribe of the Spokane Reservation.

To date, there are no known ethnographic resources recorded in the proposed project areas to date. Under all of the alternatives, NPS would consult with the Tribes about any project that may affect cultural resources, including ethnographic resources.

To comply with the American Indian Religious Freedom Act (AIRFA), federal agencies must consider the effects of their actions on American Indian traditional religious practices. Based on analysis of the area of potential effects, there are no known traditional or religious use areas within the proposed project area. In addition, there are no known Indian sacred sites that would require compliance with Executive Order 13007. Therefore this topic has been dismissed from additional analysis.

**Museum Collections:** Management Policies (NPS 2006) and other cultural resources laws identify the need to evaluate effects on NPS collections if applicable. The collections at Lake Roosevelt NRA would not be affected by the proposed project, except by the potential addition of material to the collections if any is found (see mitigation measures under **SECTION F—CULTURAL RESOURCES**, in the **AFFECTED ENVIRONMENT** chapter, page 83). Requirements for the management of museum objects are defined in 36 CFR 79. If any potential museum objects are found, the NRA will accession and curate these objects following the requirements in 36 CFR 79. Because this subject is speculative, we will not analyze it further.

**Prime and Unique Farmlands:** Soil surveys conducted as part of the Lake Roosevelt Vacation Cabin Shoreline Assessment of Sherman Creek and Rickey Point Cabin Sites revealed no unique agricultural soils in the project area. Therefore this topic has been dismissed from additional analysis.

**Energy Consumption:** Implementation of the proposed alternatives would not cause measurable increases or decreases in the overall consumption of electricity, propane, wood, fuel oil, gas, or diesel associated with visitation or for park operations and maintenance. A minimal amount of vehicle fuel may be saved should Alternative C be selected. However, an expected increase in the use of the two areas by other recreationists would negate this fuel savings. Because impact from this topic is so minimal, we have not analyzed it further.

**Environmental Justice:** Executive Order 12898 requires all federal agencies to incorporate environmental justice into their missions by identifying and addressing disproportionately high and adverse human health or environmental effects of their programs and policies on minorities and low-income populations and communities. This Executive Order does not apply to the subject of this Environmental Assessment. The actions evaluated in this Environmental Assessment would not adversely affect socially or economically disadvantaged populations. Therefore we have dismissed this topic from additional analysis.

# III. Alternatives

### *Description of Alternatives*

The NPS developed three alternatives based on input from the Interdisciplinary Team and other partners. These alternatives provide a foundation for decision-making, as the NPS considers the future of the vacation cabins.

**Alternative A:** The NRA would issue a 5-year permit for private vacation cabins at Rickey Point and Sherman Creek. Alternative A is the “no action” alternative, and management would continue under the existing terms and conditions, though some changes might occur over time as allowed by the current permit.

**Alternative B:** The NRA would issue a 5-year permit for private vacation cabins at Rickey Point and Sherman Creek, with additional terms and conditions and an expanded level of management of the vacation cabin sites.

**Alternative C:** The NRA would not issue special use permits for private cabins. Cabin owners, as per the terms of their current permit, would remove all vacation cabins, associated structures, infrastructure, and impervious surfaces, and together with the NRA would rehabilitate the shoreline environment and all vacation cabin sites. Alternative C is the environmentally preferred alternative.

The alternatives were structured to meet the purpose and need. Alternative A and Alternative B are similar in that they would provide for the continued use of private vacation cabins through issuance of SUPs. These alternatives are distinct in the degree to which each site would be managed by the NPS through the terms and conditions attached to the special use permits. Under Alternative C, new vacation cabin permits would not be issued. Existing permits would expire and permittees, under the current terms and conditions of the permit, would remove all cabins, outbuildings, and all associated improvements. Subsequent site rehabilitation by the permittee would occur with assistance from the NPS.

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## **A. Actions Common to Alternatives A and B**

Each alternative includes strategies and actions that address the six major issues identified during public scoping for the Vacation Cabin EA: **Public Access to the Shoreline, Water Conveyance, Water Quality, Public Safety, Natural Resource Protection, and Cultural Resource Protection.** This section summarizes “Actions Common to A and B” alternatives. “Actions Common to A and B” are those that provide a continuation of existing NPS management strategies, including those associated with resource protection and maintenance programs. These ongoing management actions associated with Sherman Creek and Rickey Point vacation cabins are derived from National Park Service policies, NRA plans, and federal laws.

### *Provide Public Access to Shoreline*

Under Alternatives A and B, SUPs would be issued and public access to all portions of the NRA shoreline, as identified by the Lake Roosevelt General Management Plan (NPS Lake Roosevelt NRA 2000) and the 2009 Shoreline Management Plan (NPS Lake Roosevelt NRA 2009) would continue. The following strategies and actions are consistent with these plans and ensure that shorelines in the vicinity of vacation cabins are managed for public access.

#### **REDUCE THE PRIVATIZED APPEARANCE OF THE SHORELINE**

- Enforce 36 CFR 2.22 regarding unattended/abandoned property left on beaches.
- Implement the May 2001 Supplement to the NRA Special Park Use Management Plan (pertaining to water withdrawal pumps).
- Enforce existing prohibitions in SUPs including the storage of old automobiles, appliances, equipment, or refuse (as required by 36 CFR 1.4) and ensure that the area is maintained consistent with other developed facilities throughout the park.

#### **DO NOT ALLOW USE OF VACATION CABINS AS A YEAR-ROUND RESIDENCE**

Under Alternatives A and B, the Park would enforce the existing terms of the Special Use Permit which authorizes the use of Federal land solely for recreation purposes. Use of vacation cabins as a principal place of residence is prohibited and would be grounds for revocation of the special use permit. Under Alternative C, the cabins would be removed and so there would be no year-round use.

### *Allow Water Conveyance*

Alternatives A and B would require authorization for the withdrawal and conveyance of water to vacation cabins from Lake Roosevelt. The following strategies and actions are based on the May 2001 Supplement to the SPUMP to ensure that appropriate permits are secured and compliance is completed to withdraw water from Lake Roosevelt and to convey that water across federal lands.

- Water withdrawal systems for irrigation or domestic use may be permitted by the NPS if they do not interfere with public use and recreation or cause adverse environmental impacts, and where they do not adversely affect the natural and rural scenic quality of the lake. All other applicable permits, including a DOE or BOR Water Right Certificate and a Washington State Electrical Permit and Inspection, must be obtained prior to the Special Use Permit being issued.
- No new wells would be permitted. Existing well permits may be maintained until failure of the well or casing renders the water system inoperable. Under Alternative C, there would be no cabins, and therefore no need for water conveyance.

### *Improve Water Quality*

- Under alternatives A and B, all septic systems will be brought up to current State septic system standards and would be fully operational prior to the NRA issuing a SUP.
- Under Alternative C, the NPS would monitor the removal of all septic systems and the subsequent rehabilitation.
- Water quality monitoring will take place by the NPS on an annual basis.

### *Improve Public Safety*

Alternatives A and B would include the following public safety strategies and actions to ensure that vacation cabin sites and resources are managed to achieve the park's public safety goals.

#### **HAZARD TREE MANAGEMENT**

Under Alternatives A and B, hazard tree surveys will continue to be conducted by NPS-trained staff as part of annual vacation cabin area site inspections and when requested by the permittees following a major storm or wind event. Under Alternative C, the area would return to a natural state and trees would not be considered hazards because there would be no man-made improvements to protect.

#### **FUEL REDUCTION PRACTICES**

The NPS would continue to implement the Lake Roosevelt Fire Management Plan and associated fuel reduction tasks on and adjacent to vacation cabin sites as scheduled.



### *Protect Natural Resources*

Alternatives A and B would protect natural resources consistent with the NPS Organic Act. The following natural resources management strategies and actions would be common to Alternatives A and B.

#### **FOREST TREE PROTECTION**

Attachment of items to trees will only be allowed in a manner which does not damage the tree (36 CFR 2.1).

#### **BURNING PRACTICES**

- The NPS would continue to provide educational materials to permittees regarding authorized burning practices within the park, including:
  - Use of warming fires is authorized below the high water line, per the Superintendent's Compendium of Regulations (36 CFR 2.13).
  - NPS regulations (36 CFR 2.13) prohibit the lighting or maintaining of a fire, except in designated areas established by the Superintendent. Washington State regulations (RCW 70.94) also prohibits outdoor burning of any substance other than natural vegetation.
- Burn barrels and the burning of garbage, yard waste, or building materials would continue to be prohibited per current NPS and state guidelines.

#### **SECURING AND STORING FOOD AND TRASH**

- The NPS would continue to provide educational materials to permittees regarding wildlife appropriate garbage and food containment and removal practices.
- NPS regulations regarding not feeding wildlife would be enforced.

#### **PETS**

- Failing to crate, cage, or restrain a pet on a leash is prohibited (36 CFR 2.15).
- Pets running-at-large may be impounded and the owner may be charged reasonable fees for kennel or boarding costs, feed, veterinarian fees, transportation costs, and disposal (36 CFR 2.15).

#### **NOXIOUS WEEDS**

NPS would continue to coordinate with county weed boards and Washington State Invasive Species Council to remove federal, state, and county listed noxious weeds, eradicate invasive species, and prevent the introduction of new invaders. Reporting requirements would continue to be consistent with Director's Order 77 and NPS herbicide use regulations. Use of federal, state, or county listed noxious weeds as ornamentals or landscaping plants would not be allowed.

#### **TRANSFERS AND TERMINATIONS**

The NPS will not approve the transfer of the special use permit if the current permittee is not in compliance with the terms and conditions of the special use permit.

#### *Protect Cultural Resources*

Alternatives A and B would continue to protect cultural resources, including archeological resources. The following cultural resources management strategies and actions would be common to Alternatives A and B.

- The NPS would continue to protect cultural resources, including those located beneath the ground's surface, according to relevant laws, regulations, policies, and guidelines. This includes surveying prior to proposed actions that would include ground disturbance.
- The Superintendent would continue to be required to consult with the State Historic Preservation Office and the appropriate tribes about any activities that may affect historic properties.
- Permittees must request advanced approval in writing prior to initiating any new ground-disturbing landscaping practices, outbuildings, or improvements as outlined in the terms and conditions of the permit. Failure to do so may result in the revocation of the SUP.

Table 3-1. Summary of Actions Common to A and B

LAKE ROOSEVELT VACATION CABIN PROGRAM ELEMENTS	ACTIONS COMMON TO ALTERNATIVES A AND B
<b>PROVIDE PUBLIC ACCESS TO SHORELINE</b>	
<b>Privatized Appearance of the Shoreline</b>	<p>Enforce the 36 CFR 2.22 regarding unattended/abandoned property left on the beach.</p> <p>Enforce the May 2001 Supplement to the Lake Roosevelt NRA Special Park Use Management Plan, which also addresses how the NPS manages for these issues. Prohibit the storage of old automobiles, appliances, equipment, or refuse (as required by 36 CFR 1.4) and ensure that the area is maintained consistent with other developed facilities throughout the park.</p>
<b>Use of Vacation Cabins as Year-Round Residences</b>	<p>A Special Use Permit authorizes the use of Federal land solely for recreation purposes. Use of the permitted improvements as a principal place of residence is prohibited and shall be grounds for revocation of the special use permit.</p>
<b>ALLOW FOR WATER CONVEYANCE</b>	
<b>Water Conveyance</b>	<p>Water withdrawal systems for irrigation or domestic use may be permitted if they do not interfere with public use and recreation, cause adverse environmental impact, and where they do not adversely affect the natural and rural scenic quality of the lake. Permittees must get all other applicable permits, including a DOE Water Right Certificate or letter of permission from the BOR, and a Washington State Electrical Permit and Inspection before the Park will issue an SUP.</p> <p>No new wells would be permitted. Existing well permits may be renewed until failure of the facility occurs.</p>
<b>IMPROVE WATER QUALITY</b>	
<b>Septic Systems, Including Grey Water Systems</b>	<p>Permittees must bring septic systems up to current state standards and systems must be fully operational before the NRA will issue an SUP.</p>
<b>IMPROVE PUBLIC SAFETY: HAZARD TREES, FIRE FUEL, AND LOW POWER LINES</b>	
<b>Hazard Tree Management</b>	<p>Hazard tree surveys would be conducted by trained NPS staff as part of the annual vacation cabin area inspection and when requested by the permittees following a major storm or wind event.</p>
<b>Fuel Reduction and Landscape Practices</b>	<p>NPS currently conducts fuel reduction tasks on and adjacent to vacation cabin sites, as initiated through the Lake Roosevelt NRA Fire Management Plan.</p>
<b>Low Power Lines near Cabins, over Driveways, and in Public-Use Areas</b>	<p>N/A</p>

**PROTECT NATURAL RESOURCES: VEGETATION, SOILS, WILDLIFE, AND THREATENED/ENDANGERED SPECIES**

<b>Forest/Tree Protection</b>	Attachment of items to trees must be done in a manner which does not damage the tree (36 CFR 2.1).
<b>Burning Practices</b>	<p>NPS would provide educational materials to permittees, regarding use of fires authorized below the high water line, per the Superintendent’s Compendium of Regulations. NPS regulations (36 CFR 2.13) prohibit the lighting or maintaining of a fire, except in designated areas established by the Superintendent. Washington State regulations (RCW 70.94) prohibit outdoor burning of any substance other than natural vegetation).</p> <p>Burn barrels and the burning of garbage, yard waste, or building materials is not permitted.</p>
<b>Securing and Storing Food and Trash</b>	<p>NPS would provide educational materials to permittees regarding wildlife-appropriate garbage and food containment and removal practices.</p> <p>NPS regulations regarding not feeding wildlife would be enforced.</p>
<b>Pets</b>	<p>Failing to crate, cage, or restrain a pet on a leash is prohibited.</p> <p>Pets running at large may be impounded and the owner may be charged reasonable fees for kennel or boarding costs, feed, veterinarian fees, transportation costs, and disposal.</p>
<b>Noxious Weeds</b>	NPS would coordinate with county weed boards and Washington State Invasive Species Council to remove federal, state, and county listed noxious weeds, eradicate invasive species, and prevent the introduction of new invaders. Reporting requirements would continue to be consistent with Director’s Order 77 and NPS herbicide use regulations. Use of federal, state, or county listed noxious weeds as ornamentals or landscaping plants would not be allowed.
<b>Vegetation and Habitat Enhancement Plans</b>	N/A
<b>Transfers and Terminations</b>	Transfer of the SUP would be approved only in cases where the current permittee is fully in compliance with the terms and conditions of the permit.

**PROTECT CULTURAL RESOURCES**

**Protection of Cultural and  
Archaeological Resources**

The NPS would continue to protect cultural resources, including those located beneath the ground's surface, according to relevant laws, regulations, policies, and guidelines. This includes surveying prior to proposed actions that would include ground disturbance.

The Superintendent would continue to be required to consult with the State Historic Preservation Office and the appropriate tribes about any activities that may affect historic properties.

Any new ground-disturbing landscaping practices, outbuildings, or improvements must be requested in writing prior to initiation as outlined in the terms and conditions of the permit. Failure to do so may result in the revocation of the SUP.

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## B. Alternative A

Under Alternative A, the No Action Alternative, the NRA would issue a new 5-year-term Special Use Permit to current permittees for the use of their private vacation cabins. The terms and conditions of the permits would continue to be consistent with the many laws, policies, regulations, executive orders, and NPS policies which guide the management of special park uses within units of the national park system. Compliance with all laws, ordinances, and regulations of the state and county for the protection of public health and safety would continue. Levels of public access to the shoreline would remain at current levels. The NPS would continue to periodically review whether private use of the areas conflicts with the needs of the general public.

For the purpose of this Environmental Assessment, the NPS considered which alternative it would call “no action.” The NPS decided to label the alternative that involves little or no change from the status quo, the “no action” alternative. Case law supports this labeling of alternatives (see, e.g., *American Rivers v. FERC*, 201 F.3d 1186 [9<sup>th</sup> Cir. 2000]). Moreover, the Council of Environmental Quality (CEQ), in response to Question 3 of its “NEPA’s Forty Most Asked Questions” guidance memorandum, states that “no action” can be “no change” from current management direction or level of management intensity. Further, CEQ states that “the ‘no action’ alternative may be thought of in terms of continuing with the present course of action. . . .”

### *Provide Public Access to Shoreline*

Shoreline protection and levels of public access would remain at current levels (e.g., the NRA would review the use of hard surface erosion control measures, seawalls, or bio-engineered measures and approve on a case-by-case basis).

### *Improve Water Quality*

Protective management strategies for water quality levels in support of public health and natural resources management would address vacation cabin septic systems (includes grey water systems).

Permittees would continue to be responsible for maintaining current, fully operational systems. All systems must comply with Washington State Department of Health standards before the NRA would issue a special use permit.

### *Improve Public Safety*

#### **HAZARD TREE MANAGEMENT**

- Trained NPS staff would continue to identify and evaluate hazard trees within the park.

#### **FUEL REDUCTION PRACTICES**

- Permittees would continue to manage fire fuel reduction at their own discretion. The NPS would also continue periodic fuel reduction projects adjacent to the sites as outlined in the current Fire Management Plan.

#### **LOW POWER LINES (NEAR CABINS, OVER DRIVEWAYS, AND IN PUBLIC-USE AREAS)**

- The local power company (Avista) would continue to regulate the location and height of power lines; permittees would continue to work with Avista on an as-needed basis. All electrical power sources would meet current electrical codes for safety and inspection.

### *Protect Natural Resources*

#### **SECURING AND STORING FOOD AND TRASH**

- Permittees would continue to be responsible for the storage of garbage and food materials consistent with other park developed areas.

#### **NOXIOUS WEEDS**

- Vegetation management and landscaping practices would continue to be variable and would reflect the discretionary choices of the permittee. Any ground disturbance or installation of permanent features would continue to require the prior approval of the superintendent.

#### **VEGETATION AND HABITAT ENHANCEMENT PLANS**

- There would continue to be no NPS guidance to permittees regarding vegetation practices.

#### **TRANSFERS AND TERMINATIONS**

- The voluntary and involuntary transfer of cabin site permits, including the sale, inheritance, or otherwise, is permitted subject to approval of the Superintendent, and subject to the terms, conditions, and restrictions in the special use permit.

### *Protect Cultural Resources*

Any new ground-disturbing landscaping practices or improvements, or installation of outbuildings, must be requested in writing to the superintendent prior to initiation as outlined in the current terms and conditions of the special use permit. Failure to do so may result in the revocation of the SUP.



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## C. Alternative B

Under Alternative B the NRA would also issue a new Special Use Permit to current permittees for the use of their private vacation cabins. The expanded terms and conditions of the permits would reflect best management practices designed to improve the existing shoreline environment, wildlife habitat, and visitor experience. Compliance with all laws, ordinances, and regulations of the state and county for the protection of public health and safety would continue. Levels of public access to the shoreline would remain at current levels. The NPS would continue to periodically review whether private use of the area conflicts with the needs of the general public.

### *Provide Public Access to Shoreline*

The following strategies and actions would improve shoreline conditions and public access.

- Where cabin sites intersect with the shoreline environment, the NPS would work with permittees to restore and rehabilitate the shoreline using native vegetation and other bioengineered naturalized bank protection, retention, or armoring methods.
- As in Alternative A, new landscape plantings or ground-disturbing improvements and garden sites would continue to require advance approval by the Superintendent. The NPS would allow non-native, non-invasive plants only if kept in pots.

### *Improve Water Quality*

The following strategies would continue to be used to enhance shoreline water quality for public health and natural resources:

#### **SEPTIC SYSTEMS (INCLUDES GREY WATER SYSTEMS)**

- The NPS would require permittees to demonstrate compliance with current state regulations which govern rural domestic septic systems.
- Permittees would be required to demonstrate, consistent with Washington State law, proof of a septic inspection once in every three year period. Permittees would also need to demonstrate that the system has been evaluated to be “fully functioning” prior to special use permit issuance.
- Preliminary designs for septic system upgrades would be required to comply with all county permitting requirements and be submitted to the NPS for approval of the design and location by the Superintendent. Final approval by the NPS would be required before construction is initiated.
- “Grey water” systems would continue to be prohibited per Washington state regulations.

### *Improve Public Safety*

The NPS would employ the following strategies to enhance public safety:

#### **HAZARD TREE MANAGEMENT**

- To protect permittee and neighboring vacation cabin structures and occupants, permittees would be required to use a licensed/bonded tree-removal company to treat identified hazard trees within the vacation cabin lot boundary.

#### **FUEL REDUCTION PRACTICES**

- Permittees would be responsible for stewarding the site consistent with Washington Department of Natural Resources Firewise defensible space guidelines within the designated vacation cabin lot boundary.

#### **LOW POWER LINES (NEAR CABINS, OVER DRIVEWAYS AND IN PUBLIC-USE AREAS)**

- The NPS would work with permittees and Avista to address low-hanging power lines before they become a hazard.
- All electrical power sources would be required to meet current electrical codes for safety and inspection.

### *Protect Natural Resources*

The following strategies would enhance natural resources protection in the vicinity of the vacation cabin areas.

#### **FOREST TREE PROTECTION**

- Permittees would be required to comply with NPS guidance for vehicle parking to protect trees from root damage, compaction, and fluid leak as a condition of their SUP.

#### **SECURING AND STORING FOOD AND TRASH**

- The NPS would require permittees to store garbage and food or food scraps, including pet foods, in a manner that does not attract or allow access by wildlife and which is consistent with other park developed areas.

#### **NOXIOUS WEEDS**

- The NPS would prohibit the use of herbicides and products containing herbicides by permittees, consistent with park policy, to protect adjoining water resources.
- Permittees would receive educational information on the use of native plants for landscaping. They would be notified if NPS annual inspections found non-native landscaping plants that were listed as invasive weeds by county, state, or federal agencies. Notification would be sent by the NPS specifying the requirements for removal of the plant(s).

#### **HABITAT ENHANCEMENT PLANS**

- The NPS would work with permittees who choose to develop an approved Habitat Enhancement Plan to guide management of the individual vacation cabin site. These plans would include management actions to address parking areas, landscaped areas (including native and nonnative species management and use of fertilizers), appropriate actions to allow for the removal of individual outbuildings and improvements, wildlife habitat improvements, riparian buffer strips, and management of landscaping in accordance with Firewise guidelines.

#### **TRANSFERS AND TERMINATIONS**

- Permittees could transfer their SUP, with Superintendent approval, only if all components of the SUP are in compliance with the current terms and conditions of the permit.
- The parties involved in the transaction would work with the NPS to ensure that the potential permittee is aware of all terms and conditions related to the permit.
- The NPS would not permit structures destroyed, irreparably damaged, or declared uninhabitable to be rebuilt. When a structure is declared uninhabitable, the NPS would work with permittees to identify conditions for salvage of personal property and restoration of the site to minimize resource impacts.

### *Protect Cultural Resources*

The following strategies would enhance cultural resource protection in the vacation cabin areas.

- Permittees would be required to obtain written permission from the superintendent prior to initiating any project that may cause ground disturbance. Prior to any action associated with this alternative that may have an effect on historic properties, the NPS would work closely with the Washington State Historic Preservation Officer to determine whether the action will have an effect on properties eligible for inclusion on the National Register of Historic Places.

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## D. Alternative C

Under Alternative C, the park would not issue Special Use Permits for private vacation cabins and would require the removal of all existing vacation cabins and restoration of cabin sites as outlined in the current terms and conditions of the permit. The NPS would work with each vacation cabin permittee to minimize resource impacts associated with individual cabin removal and associated improvements.

### *Provide Public Access to Shoreline*

The public would be allowed access to the shoreline similar to other undeveloped areas of the NRA, following the restoration of these sites.

### *Improve Water Quality*

Actions to protect water quality would be the same as described in Alternative B until restoration occurred. Restoration would also include removal of septic systems and infrastructure (including former grey water systems). The NPS would monitor the removal of these systems to ensure that no compromise to water quality takes place.

### *Improve Public Safety*

Management actions for public safety would be similar to other areas of the NRA for hazard tree management and fuel reduction practices.

### *Protect Natural Resources*

The NPS would prepare a site restoration plan that, when implemented, would restore most of the former vacation cabin sites at Rickey Point and Sherman Creek to native plant communities and natural site conditions, such as topography.

### *Protect Cultural Resources*

Prior to any action associated with this alternative that might have an effect on historic properties, the NPS would work closely with the Washington State Historic Preservation Officer to determine whether a cabin meets National Historic Preservation Act criteria for inclusion on the National Register of Historic Places

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## **E. Mitigation Measures Incorporated into the Action Alternatives**

Impact avoidance, minimization, and mitigation measures have been developed to lessen the potential adverse effects of the action alternatives and would be implemented as applicable to the alternative identified for implementation. These mitigation measures are described under each resource section in CHAPTER V—ENVIRONMENTAL CONSEQUENCES and are also listed in APPENDIX 1.

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## F. Alternatives Considered but Dismissed

Under the National Environmental Policy Act (NEPA), alternatives may be eliminated from detailed study based on 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 as part of the alternatives scoping of the project, but were ultimately rejected because they met one of the above criteria.

### **PRELIMINARY ALTERNATIVE C: EXPLORE AN EXPANDED USE AND OCCUPANCY CONTRACT**

Initially, four preliminary alternatives were presented as part of Alternatives Scoping, three of which were eventually carried forward by the NPS to be evaluated as part of this EA. Alternatives Scoping included another alternative, “Alternative C,” which proposed exploring the use of a longer-term, legal instrument titled “use and occupancy contract.” This preliminary alternative concept stated, “Explore the possibility of using a Use and Occupancy contract for up to 25 years, or the lifetime of the permittee of record.” This contract would not have been transferable, nor would it have been renewable. The contract would reflect a new set of terms and conditions, similar to those outlined within “Alternative B.” The NRA evaluated the legality of having the NPS issue a “use and occupancy contract” for this length of time. The NRA determined that there is no legal authority for this, and it would be contrary to policy. Accordingly, after consideration, the park rejected this alternative.

#### **LENGTH OF TERM OF THE SPECIAL USE PERMIT**

The NPS received a number of comments, primarily from current vacation cabin permittees asking for an alternative to be considered that would allow for a longer “lease” term than the current 5-year permit. The NPS currently has no permitting instrument to permit private vacation cabins within a unit of the NPS other than the Special Use Permit. The NPS has no leasing authority appropriate for the permitting of private vacation cabins on public land. The authority to issue special use permits derives from the Organic Act and other authorities and regulations at 36 CFR Parts 1 through 7. Most special use permits are issued for a period of up to 5 years. Accordingly, after consideration, the NPS rejected this alternative.

#### **FULL-TIME RESIDENCY IN A VACATION CABIN**

The NPS received comments primarily from current vacation cabin permittees, urging that the NPS consider allowing the vacation cabins to be used as full-time residences. The NPS and the permits it issues have specified that each cabin is to be a “vacation cabin” or “private recreational dwelling.” The 2001 Supplement to the approved Lake Roosevelt Special Park Use Management Plan states that, “As the name implies, these sites are intended to be vacation cabins, not substantial year-round homes.” Long periods of occupancy and the associated improvements include large areas of maintained lawn and manicured landscaping which disrupt the natural appearance of the publically-owned shoreline. This further contributes to the impression that there is private ownership of Park land. This conflicts with a key management goal in the park’s Special Park Use Management Plan and is reaffirmed by the Shoreline Management Plan (NPS 2009): “to protect the natural appearance of the lakeshore and restore the public shoreline to natural open space for use by the general public.” Because full-time residency would likely continue to increase the privatized appearance of the vacation cabin areas, because it conflicts with the goals for management of the Lake Roosevelt shoreline as identified in the Shoreline Management Plan and Special Park Use Management Plan as well as long-term management of the vacation cabin areas, and because it would therefore have greater impacts than continuing use as vacation cabins, the NPS rejected this alternative.



#### **DEVELOPMENT OF NEW VACATION CABINS OR VACATION CABIN AREAS**

A few comments requested that the NPS consider designating additional vacation cabin areas. The re-designation of public land within the boundaries of the NRA that is now available for the use and enjoyment of the general public for the purpose of exclusive use and development by a few private individuals would be inconsistent with laws, regulations, and policies of the National Park Service and the Department of the Interior, including the 2006 Management Policies, the 2001 General Management Plan for Lake Roosevelt NRA, the Federal Land Policy and Management Act (FLPMA). The audit report issued by the Inspector General, *Private Use of Public Lands: National Park Service, BLM (April 2007)*, was critical of the NPS for using special use permits which limited public access to public lands. Because the NPS does not have authority to establish additional vacation cabin sites and because the fundamental purpose of the national park system, established by the Organic Act and reaffirmed by the General Authorities Act, includes providing for the enjoyment of park resources and values by all of the people of the United States, the NPS rejected this alternative.

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## G. Environmentally Preferred Alternative

In accordance with Director's Order-12, Conservation Planning, Environmental Impact Analysis, and Decision-making and CEQ (Council on Environmental Quality) requirements, the NPS is required to identify the "environmentally preferable alternative" in all environmental documents, including EAs. The environmentally preferred alternative is determined by applying the criteria suggested in NEPA, which is guided by the CEQ. The CEQ (46 FR 18026-46 FR 18038) provides direction that the "*environmentally preferable alternative is the alternative that would promote the national environmental policy as expressed in NEPA's Section 101,*" including:

- *Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;*
- *Assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings;*
- *Attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences;*
- *Preserve important historic, cultural, and natural aspects of our national heritage and maintain, wherever possible, an environment that supports diversity and variety of individual choice;*
- *Achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and*
- *Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources. (NEPA Section 101(b))*

Generally, these criteria mean the environmentally preferable alternative is the alternative that causes the least damage to the biological and physical environment and that best protects, preserves, and enhances historic, cultural, and natural resources (46 FR 18026-46 FR 18038).

Alternative C would best allow for the NPS to meet a majority of the above stated criteria and therefore is designated the Environmentally Preferred Alternative.

Alternatives A and B would meet a smaller number of the requirements as habitat enhancement plans were developed with willing permittees. Over time, should a majority of the permittees approach the NPS and willingly relinquish their special use permits and remove all personal property, this alternative would then meet an additional number of these requirements.

Table 3-2. Vacation Cabin Environmental Assessment Comparison of Alternatives

PROGRAM ELEMENTS	ALTERNATIVE A	ALTERNATIVE B
<b>PUBLIC ACCESS TO SHORELINE</b>		
Privatized Appearance of the Shoreline	Shoreline protection measures would remain at current levels (e.g., the use of hard surface erosion control measures and seawalls on an individually approved basis).	Where cabin sites intersect with the shoreline environment, NPS would work with permittees to restore/rehabilitate the shoreline using native vegetation and other naturalized armoring/retaining methods.  New landscape planting and garden sites would require advance approval by the Superintendent. Non-native plants kept in pots would be permitted.  Permittees with extensive non-native landscaping could work with NRA staff to reduce non-native landscaping to be consistent with NPS-defined vacation cabin landscaping practices. These guidelines would support NPS vegetation management objectives for habitat, scenic resources, fire fuel reduction, and other resource management objectives.
Use of Vacation Cabins as Year-Round Residences	Common to A & B.	Common to A & B.

**WATER CONVEYANCE**

Water Conveyance	Common to A & B.	Common to A & B.
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**WATER QUALITY**

Septic Systems, Including Grey Water Systems	Permittees are responsible for maintaining current systems. Must comply with State DOH standards (see current T&C).	Permittees would be required to demonstrate compliance with current state regulations which govern rural domestic septic systems.  Permittee must demonstrate that, consistent with Washington state law, their cabin has had a septic inspection once in every three year period. Permittee must demonstrate that the system has been evaluated to be “fully functioning” prior to permit issuance.  All septic system upgrades must receive preliminary design approval by the Superintendent and must comply with all county permitting requirements. Final approval by the National Park Service must be given before construction.  “Grey water” systems are not permitted per Washington State Regulations.
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**PUBLIC ACCESS TO SHORELINE**

Privatized Appearance  
of the Shoreline

N/A

Enforce the Compendium of Regulations for private property left on the beach.

Continue to implement the May 2001 Supplement to the park's Special Park Use Management Plan which also addresses how the NPS manages these issues.

Consistent with the SUP, storage of old automobiles, appliances, equipment, or refuse (as defined in 36 CFR 1.4) is prohibited, and the area is maintained consistent with other developed facilities throughout the park. Storage of recreational vehicles during non-use periods is also prohibited.

Use of Vacation Cabins  
as Year-Round  
Residences

N/A

These Special Use Permits authorize the use of Federal land solely for recreation purposes. Use of the permitted improvements as a principal place of residence is prohibited and shall be grounds for revocation of this permit.

**WATER CONVEYANCE**

Water Conveyance

N/A

Water withdrawal systems for irrigation or domestic use may be permitted if they do not interfere with public use and recreation or cause adverse environmental impact, and where they do not adversely affect the natural and rural scenic quality of the lake. All other applicable permits, including a DOE or BOR Water Right Certificate and a Washington State Electrical Permit and Inspection must be obtained prior to the permit being issued.

No new wells would be permitted. Existing well permits may be maintained until major repair or improvement of the facility is needed.

**WATER QUALITY**

Septic Systems,  
Including Grey Water  
Systems

Systems and  
infrastructure would be  
removed as part of the  
cabin removal and site  
rehabilitation.

**PUBLIC SAFETY: HAZARD TREES, FIRE FUEL, AND LOW POWER LINES**

<b>Hazard Tree Management</b>	NPS evaluates and identifies hazard trees within the Park.	Same as Alternative A.  To protect permittee and neighboring vacation cabin structures, the permittee would be required to use a licensed/bonded tree removal company.
<b>Fuel Reduction and Landscape Practices</b>	Permittees manage fire fuel reduction at their own discretion.	Permittees would be responsible for stewarding their site consistent with DNR Firewise defensible space guidelines within designated vacation cabin lot boundaries.
<b>Low Power Lines near Cabins, over Driveways, and in Public-Use Areas</b>	Local power company (Avista) regulates location and height of power lines; permittees work with Avista on an as-needed basis.	NPS would work with permittees and Avista to address low-hanging power lines. All electrical power sources meet current electrical codes for safety and inspection.

PROGRAM ELEMENTS

ALTERNATIVE C

ACTIONS COMMON TO A AND B

**PUBLIC SAFETY: HAZARD TREES, FIRE FUEL, AND LOW POWER LINES**

Hazard Tree Management	N/A	Hazard tree surveys would be conducted as part of the annual vacation cabin area inspection.
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Fuel Reduction and Landscape Practices	N/A	NPS currently conducts fuel reduction tasks on and adjacent to vacation cabin sites, as initiated through the Lake Roosevelt Fire Management Plan.
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Low Power Lines near Cabins, over Driveways, and in Public-Use Areas	N/A	
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## **IV. Affected Environment**

The construction of the Grand Coulee Dam altered the region's biophysiological features and serves to regulate the lake's hydrology. Although recreation and visitor experience needs are considered in the lake level regulation, the Bureau of Reclamation manages downstream flows from the dam to provide electric power, irrigation, water for salmon, and water supply for cities, and to control flooding. The lake level can vary up to 80 feet in elevation. In a wet year, the lake is typically drawn down in the spring to provide for storage of spring runoff and snow melt as a flood control measure for downriver communities. During draw-down conditions, lake-bottom surfaces are exposed, in some locations including formerly submerged historic and archeological resources. This chapter summarizes the environment affected by the vacation cabins at Rickey Point and Sherman Creek within the context of the NRA.



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## A. Land Use

Located in the northeastern corner of Washington State, Lake Roosevelt is surrounded by a rural landscape that is characterized by agriculture (primarily farming wheat, barley, and alfalfa hay), public and private forestlands in mountainous terrain, dispersed human settlement patterns, and small towns. Two small towns are located in the vicinity of the Sherman Creek and Rickey Point vacation cabins: Colville and Kettle Falls. Spokane is about 85 miles from Kettle Falls, and Seattle is about 230 miles southwest via Interstate 90 or U.S. Route 2. The Sherman Creek vacation cabins are located in Ferry County approximately 5 miles from Kettle Falls using U.S. Highways 20 and 395. The Rickey Point vacation cabins, located in Stevens County, are also approximately 5 miles from Kettle Falls using State Route 25. In addition to commerce within rural towns, the area supports tourism, agriculture (grain, small fruit orchards, hay production), timber production, and mining.

Recreation area lands within the NRA include surrounding shoreline areas that range from a few feet up to 0.5 miles wide including all of the lands up to the 1310' elevation. At full pool, the lake's surface elevation is 1,290 feet, with a surface area of approximately 81,389 acres and a total shoreline length of about 513 miles (including the Sanpoil, Kettle Falls, and Spokane River arms). The lake's width generally varies from 0.5 mile to 2.0 miles. The NPS manages 312 miles of the shoreline, 47,438 acres of the water surface and 12,936 acres of land along the shore. Along the shoreline, the NPS manages 22 boat launch areas, including adjacent vehicle and boat trailer parking. There are several non-motorized areas suitable for launching kayaks or canoes. Twenty-six designated campgrounds (including seventeen drive-in and nine boat-in campgrounds) contain over 600 individual campsites. There are also 11 swim beaches and day-use areas, and 3 concessioner-operated marinas at Keller Ferry, Seven Bays, and Kettle Falls, providing moorage, boat rental, fuel, supplies, sanitary facilities, and other miscellaneous services.

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## **B. Soils**

Soils found in the mountainous areas are primarily entisols, while aridisols dominate the Columbia Plateau. Detailed soil surveys from the Natural Resources Conservation Service (NRCS) are available for Ferry (1979), Lincoln, and Stevens (1980) counties. These surveys provide detail on soil types and distribution as well as information on land use, erosion hazards, and engineering properties. Lake Roosevelt's shorelines are comprised of bedrock (10 percent) and thick Ice Age deposits (90 percent) (Jones et al. 1961 in Riedel 1997:21). Terrace deposits are particularly extensive on parts of the north shore of the lower reach of the reservoir near the Sanpoil River, and in the middle reach near Ninemile Creek, Cedonia, and the mouths of the Kettle and Colville Rivers.

Many of the areas immediately adjacent to the Columbia River with productive soils were inundated as the reservoir was filled and water levels rose up to 300 feet deeper than the original river level. Few areas with prime or unique soils are found on the lands immediately adjacent to the 1,290-foot high-water elevation. Erosion processes in proximity to the vacation cabins include incremental slumping, shoreline bank undercutting, and small landslides that occur every year.

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## C. Water Resources

Water resources potentially affected by the alternatives within this EA include the quality of the surface water within Lake Roosevelt and ground waters of the area.

### *Lake Roosevelt*

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 NRA and includes the lower reaches of many rivers and streams. There is approximately 132 miles of the total reservoir length within the boundary of the NPS managed recreation area with the remainder within the reservations of and managed by the Colville Confederated Tribes and the Spokane Tribe. Most of the water upriver flows (89 percent) in the lake comes from glacial ice, lakes, and snow high in the Canadian Rockies that feed the Columbia River. Waters from extensive areas in Montana (Clark's Fork and Flathead watersheds) and northern Idaho also enter the river in Canada where the Pend Oreille River joins the Columbia just north of the U.S. border. The NRA has two major tributaries: 30 miles of the 111-mile-long Spokane River in the south and 15 miles of the 175-mile-long Kettle River in the north. Smaller tributaries include the Colville and Sanpoil Rivers. The Spokane River contributes about 7 percent and the Colville, Kettle, and Sanpoil Rivers combined contribute approximately 4 percent of the input into Lake Roosevelt (NPS 2000a: 59).

Full pool elevation is 1,290 feet above sea level, and minimum pool elevation is 1,208 feet. Excess runoff is discharged over the spillway at Grand Coulee Dam. At full pool, the reservoir surface covers about 81,000 acres with more than 500 miles of shoreline. Water depths range from 400 feet just upstream of the dam to 14 feet at the international border. Historically, the reservoir level is highest from late June through the winter months. In the late winter and early spring, the water level is usually lowered to hold spring runoff and facilitate flood control downriver (NPS 2000a:81).

The lake provides more than 9.4 million acre-feet of storage at any one time to support various uses such as power generation, flood control, irrigation, domestic water supply, industry, recreation, and additional flows for anadromous fish passage in the lower Columbia River. Periodic fluctuations in water level occur to accommodate these demands, sometimes leaving a draft of up to 82 feet and exposing floodplains and/or steeply eroding banks (NPS 2000a:81).

## *Surface Water Quality*

Lake Roosevelt waters are classified by the Washington State Department of Ecology as class AA (extraordinary), which means that they are afforded the maximum level of protection under state water quality regulations (WAC 173, Sec. 201A) (NPS 2000a: 59). The quality of these waters shall markedly and uniformly exceed the requirements for all or substantially all uses. Characteristic uses designated for Class AA waters include, but are not limited to:

- Water supply for domestic, industrial, and agricultural uses;
- Stock watering;
- Fish and shellfish (including migration, rearing, spawning, and harvesting);
- Wildlife habitat; and
- Recreation (primary contact recreation, sport fishing, boating, and aesthetic enjoyment).

Lake Roosevelt waters are also designated as outstanding resource waters. Washington State's anti-degradation policy says "that water quality shall be maintained and protected in waters designated as outstanding resource waters" (Washington State Dept. of Ecology 1997 in NPS 2000).

The State has established Class AA water quality criteria which include:

*"Aesthetic values shall not be impaired by the presence of materials or their effects, excluding those of natural origin, which offend the senses of sight, smell, touch, or taste."* (Washington State Dept. of Ecology 1997 in NPS 2000)

Long-term threats to the quality of water in Lake Roosevelt remain severe (Riedel 1997:63). Threats include land use, recreational use, ongoing discharges from factories, and the existence of millions of tons of heavy metals on the bottom of Lake Roosevelt, near the international border. According to Riedel (1997:63), coarse-grained sediments at the northern end of the reservoir contain higher concentrations of zinc, lead, and copper; while finer-grained sediments downstream have higher concentrations of mercury and cadmium.

Vacation cabin septic systems pose a potential threat to the quality of Lake Roosevelt's surface water. A recent Sanitary Survey of the Sherman Creek and Rickey Point vacation cabins, completed in 2010, revealed that 10 vacation cabins had a "failing/near failing" septic system, 10 cabins had a septic system with "limited functionality," and 5 cabins had a "fully operational" septic system. (One additional septic system is also rated as "limited functionality" for a vacation cabin lot that does not currently contain a vacation cabin.)

Table 5-1. Summary of Results from Sanitary Survey of Vacation Cabins  
(adapted from Okanogan County Public Health, 2010)

LOT #	DEVELOPMENT	SEPTIC	CONDITION
1	Sherman Creek	Tank & Drainfield	Failing
2	Sherman Creek	Tank & Drainfield	Failing
3	Sherman Creek	Tank & Drainfield	Fully Operational
4	Sherman Creek	Tank & Drainfield	Fully Operational
5	Sherman Creek	Tank & Drainfield	Limited Functionality
6	Sherman Creek	Tank & Drainfield	Limited Functionality
7	Sherman Creek	Tank & Drainfield	Fully Operational
8	Sherman Creek	Tank & Drainfield	Limited Functionality
9	Sherman Creek	Tank & Drainfield	Limited Functionality
10	Sherman Creek	Tank & Drainfield	Fully Operational*
28	Rickey Point	Tank & Drainfield	Failing
30	Rickey Point	Tank & Drainfield	Failing
32	Rickey Point	Tank & Drainfield	Failing
34	Rickey Point	Tank & Drainfield	Fully Operational
36	Rickey Point	Tank & Drainfield	Limited Functionality
38	Rickey Point	Tank & Drywell	Failing
40	Rickey Point	Tank & Drainfield	Limited Functionality
41	Rickey Point	Tank & Drainfield	Limited Functionality
42	Rickey Point	Tank & Drainfield	Limited Functionality
43	Rickey Point	Tank & Drainfield	Limited Functionality
44	Rickey Point	Privy & Greywater	Failing
46	Rickey Point	Tank & Drywell	Failing
48	Rickey Point	Tank & Drainfield	Failing
50	Rickey Point	Tank & Drainfield	Limited Functionality
52	Rickey Point	Tank & Drainfield	Fully Operational
54	Rickey Point	Tank & Drainfield	Failing

\*This system was recently installed without a legal permit issued by the county health department; it is unknown if all construction codes were met during installation.

These categories assumed normal maintenance and use over the next five-year period.

Definitions of these categories from the Okanogan County Public Health 2010 Sanitarian Report are as follows:

- **Fully Operational**—No concerns of being subjected to sources of contaminants nor being the source of contamination to surface or ground waters.
- **Limited Functionality**—Minor deficiencies, or major deficiencies that can be repaired within the existing footprint, can be addressed within a 12-month period, and corrective measures will enable the system to operate as Fully Operational.
- **Failing/Near Failing**—Major deficiencies that cannot be repaired within the existing footprint, cannot be addressed within a 12-month period, and cannot move the system into Fully Operational function.

Chapter 246-272A of the WAC defines a failing septic system as follows:

*“ ‘Failure’ means a condition of an on-site sewage system or component that threatens the public health by inadequately treating sewage or by creating a potential for direct or indirect contact between sewage and the public. Examples of failure include:*

- (a) Sewage on the surface of the ground;*
- (b) Sewage backing up into a structure caused by slow soil absorption of septic tank effluent;*
- (c) Sewage leaking from a sewage tank or collection system;*
- (d) Cesspools or seepage pits where evidence of ground water or surface water quality degradation exists;*
- (e) Inadequately treated effluent contaminating ground water or surface water; or*
- (f) Non compliance with standards stipulated on the permit.”*

Although this definition was considered as part of the 2010 Vacation Cabin Sanitary Survey, the survey was not able to evaluate all of these possible failure scenarios for each vacation cabin system. While there were no cases of effluent on the ground surface, and only one instance of sewage backing up into the residence, it was difficult for the sanitarian to ascertain whether the septic systems were designed and properly installed for 21 of the 26 systems since a majority of these did not have permits or installation specifications. Water samples collected from nearby wells during the sanitarian’s inspection did not show evidence of human waste related contamination.

Monitoring of surface water quality has not taken place consistently over time or throughout Lake Roosevelt. Reservoir-scale baseline water quality sampling using standardized methods was first completed in the late 1970s and then repeated in the early 1990s. Much like the reservoir, the water quality monitoring that has occurred near the vacation cabin sites has been inconsistent in regard to timing, frequency, location, and the objectives of the sampling event(s).

Additional concerns about practices that could affect surface water quality include the use of fertilizers and pesticides to maintain lawns and other landscaping areas and the storage of automobiles and recreational vehicles at the sites which can leak an assortment of chemicals overtime. These practices can also impact groundwater quality and soil resources.

### *Ground Water Quality*

According to the Lake Roosevelt General Management Plan (2000), groundwater resources are threatened by industry near Kettle Falls. Five wastewater disposal sites were being monitored for potential groundwater contamination. There is no confirmed contamination of groundwater resources at either Rickey Point or Sherman Creek.

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## D. Vegetation

Lake Roosevelt NRA is located in a semi-arid transition zone and bisects two ecoregions, the Columbia Basin ecoregion and the Okanogan Highlands ecoregion. These areas are characterized by differences in water availability, surface geology, and climate. As a result, plant communities along the 150-mile-long reservoir gradually change from shrub-steppe plant communities (dominated by sagebrush and bunchgrass) to ponderosa pine and Douglas fir woodlands. The wetter climate near Colville averages about 17 inches per year and the ecosystem is characterized by ponderosa pine and Douglas fir overstories (NPS 2000a:37). Rural areas are dominated by pasture and agricultural lands, while areas of native vegetation contain plant communities from either the Columbia Basin or Okanogan Highlands ecoregions.

The Sherman Creek and Rickey Point vacation cabins are located in the Okanogan Highlands ecoregion, and associated plant communities include:

- **Ponderosa Pine and Woodlands:** This woodland habitat typifies the lower tree-line zone forming transitions with mixed conifer forest, shrub-steppe, grasslands, or agriculture.
- **Canyon Shrublands:** This habitat is generally found in steep canyons surrounded by grasslands and below or in a mosaic with the ponderosa pine and eastside woodland habitat. This habitat can develop near talus slopes, at the heads of dry drainages, and toe slopes in moist shrub-steppe and steppe zones.
- **Grasslands:** Eastside grassland habitats appear below and in a matrix with lower tree-line ponderosa pine and eastside forests and woodlands. It can also be part of the lower elevation forest matrix. Agricultural uses and introduced perennial grasses on abandoned or planted fields are common throughout the current distribution of eastside grassland habitats (Jones & Jones 2008:12).

Areas along the middle and upper portions of Lake Roosevelt, between the Spokane River and Kettle Falls, are covered with a mix of dense ponderosa pine forests, Douglas fir, and grasslands. Alder, willow, hazelnut, and black cottonwood are common along the waterways, and some Rocky Mountain juniper may be found on rocky river bars. Common shrubs include chokecherry, serviceberry, wild rose, Douglas hawthorn, snowberry, and occasionally some smooth sumac and elderberry. Forbs include hairy goldaster, phlox, and nodding onion.



Although the dramatic rise and fall of water prevents riparian vegetation from establishing along the shoreline, a host of plants have colonized the riparian edges along the lake. The area around the 1290' high-water line is dominated by reed canary grass. It occupies most of the area within a few feet in elevation of the annual high-water line. There are extensive stands of this grass in large shallow bays (such as in the embayment near Rickey Point) and shoreline marshes. Other less-abundant species occupy this zone as well. Tickseed, sedge, and short-awn foxtail have been found and other species would be found by a more thorough survey.

The general absence of shoreline vegetation has decreased the ecological function of the shoreline habitat area. Where shoreline vegetation is present, roots stabilize underlying soils and entrap and filter sediments and pollutants along the shore and from stormwater runoff. Plants also contribute shading and moderate shoreline water temperatures and provide wildlife habitat (Jones & Jones 2008:13).

Open-water habitat in the lake and its tributaries supports numerous species of aquatic vascular plants. The most common of these include water starwort, waterweed, common water milfoil, common hornwort, pondweeds, and pygmy weed (NPS 2000a:83).

In the areas that are submerged for the majority of the summer, aquatic plants are dominant. These plants are generally less coarse than the grasses and sedges at the full pool level and therefore may be more heavily grazed by waterfowl. Various species of pondweed (*Potamogeton*) are abundant, with the non-native Eurasian water milfoil common in some areas. Eurasian water milfoil is a highly invasive weed that forms dense surface mats that interfere with boating and angling and degrade water quality (Sytsma and Miller 2008). During the spring drawdown, various annuals can be found among the pondweed on the exposed lakebed. Popcorn flower and other small annual plants occur there.

**Non-native Invasive Plants:** Although Lake Roosevelt has three distinct plant communities, the last 100 years of human occupation has added to, and in some case replaced, portions of these plant communities. Invasive species are defined as a species that is non-native (or alien) to the ecosystem and whose introduction causes or is likely to cause economic or environmental harm or harm to human health. Introduction, in some cases, is accidental. In other cases, invasive plants spread naturally along transportation thoroughfares such as roads and trails and through water.

A preliminary survey of 1,233 terrestrial park acres (or 10% of Lake Roosevelt NRA) identified 181 acres containing 12 different invasive plant species. The most common invasive plants identified in the upland areas were spotted knapweed, rush skeletonweed, Dalmatian toadflax, and leafy spurge. Other invasive species include Canadian, star, and Russian thistle, diffuse knapweed, cheatgrass, common mullein, houndstongue, goatweed, and baby's breath. Several non-native species also thrive in the shallow littoral zones and riparian margins of the lake. The most common aquatic invasive plant identified in the lake was Eurasian water milfoil.

**Hazard Trees:** Trees may become a hazard when they are in proximity to visitor use areas, such as the Rickey Point and Sherman Creek vacation cabin areas. The 26 vacation cabin sites are situated variably with respect to multi-aged stands of a mixed conifer forest, and individual trees sometimes pose a threat to the privately owned vacation cabins and associated outdoor use areas of each vacation cabin lot. The park conducts ongoing hazard tree evaluation and treatment according to the 2010 Hazard Tree Management Plan which is consistent with NPS-77 (Natural Resources Management Guideline).

**Fire:** Historically, fire cleared eastern Washington forests of undergrowth, allowing ponderosa pine seedlings to open and germinate, thus contributing to an ecosystem of mixed forest and grassland clearings. The occurrence of fire is now managed under the guidance of the NRA's Fire Management Plan. Forest management activities, including thinning and fuel load reduction, are conducted, usually in areas with low-density residential or urban interface (Jones & Jones 2008:13).

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## E. Wildlife

### *Overview*

Lake Roosevelt and the Columbia Basin contain rich biodiversity and serve as an important travel corridor and migration route for many species of wildlife including birds, mammals, fish, and butterflies.

Wildlife species are abundant and varied. More than 75 species of mammals, 200 of birds, 15 of reptiles, and 10 of amphibians may occur in the recreation area. Systematic inventories of vertebrates and invertebrates, however, have not been completed. The observations and research of other federal, state, and tribal biologists have contributed most information about the occurrence, abundance, and distribution of species (NPS 2000a:84).

Given the linear nature of the national recreation area and its limited landward area, terrestrial habitat for wildlife is somewhat limited. Natural areas of ponderosa pine forests, sagebrush, grasslands with water resources, and tributary riparian areas offer the greatest value as wildlife habitat. The lack of range and associated resources is the primary limiting factor influencing wildlife abundance and distribution. The initial loss of range for animals in the area can be attributed to inundation of bottomland from filling the reservoir. Continuing threats to wildlife from vacation cabin use include unrestrained pets and the diseases they might transmit, habitat disruption due to residential land use, invasion of or landscaping with nonnative plant species, and lower biodiversity in landscaped portions of vacation cabin sites.

### *Mammals*

Common mammal species using the area include black bear, elk, mountain lion, whitetail deer, mule deer, and moose. These larger species tend to move through the area in response to seasonal conditions. California bighorn sheep were recently transplanted nearby and have dispersed into the recreation area. Medium-sized mammals found in the area include beaver, river otter, muskrat, mink, badger, raccoon, skunk, bobcat, coyote, and red fox. In addition, porcupine, cottontail rabbit, ground squirrel, chipmunk, yellowbellied marmot, pika, shrew, vole, various bats, gopher, rat, and deer and house mice are common (NPS 2000a:84).

## *Birds*

Perennial and intermittent wetlands attract an abundance of birds. Lake Roosevelt and the NRA are within the Pacific Flyway and serve as a resting area during migration periods. Other birds nest or are year-round residents.

Several raptor species nest, roost, and forage in the area. Among these are osprey, golden eagle, bald eagle, prairie falcon, red-tailed hawk, northern harrier, and American kestrel. Snowy owls migrate through the area every few years, coinciding with cyclic fluctuations of available food sources farther north. Other common owls include the great-horned owl, saw-whet owl, screech owl, and barn owl.

Many species of small perching birds use the area for forage and nesting. The most common of these include swallows, finches, jays, chickadees, kinglets, ravens, magpies, robins, sparrows, blackbirds, and juncos. Woodpeckers and flickers commonly use large-diameter dead trees for cavity nesting sites and feed heavily on trees impacted by insect outbreaks.

Common waterbirds migrating through the area include surface feeding ducks (mallards, pintails, teals, and goldeneyes), diving ducks (redhead and canvasback), western grebes, coots, lesser scaups, common mergansers, common loons, and Canada geese. Tundra and trumpeter swans also use the area occasionally. Wading and shorebirds include plovers, great blue herons, spotted sandpipers, gulls, snipes, common egrets, and yellowlegs.

Upland native birds include mourning dove, blue grouse, ruffed grouse, and the band-tailed pigeon. Introduced species include the ring-necked pheasant, chukar, Hungarian partridge, and California quail. Agricultural practices and elimination of fencerows have also reduced habitat for native and introduced species (NPS 2000a:84).

## *Reptiles and Amphibians*

In 2003, the Upper Columbia Basin Network Inventory and Monitoring Program completed a systematic inventory of reptile and amphibian species in the national recreation area. Known common reptiles and amphibians include the sagebrush lizard, short-horned lizard, western rattlesnake, gopher or bull snake, western terrestrial garter snake, bullfrog, western toad, and various salamanders.

### *Invertebrates*

Invertebrates are common throughout the national recreation area, but data on these, except for some special status butterflies, is limited due to lack of studies.

### *Fisheries*

Lake Roosevelt and its tributaries support a varied fish community that is considerably different from the native fish community of the early 1900s. The introduction of nonnative species, habitat alterations such as water pollution, reservoir creation, and reservoir draw-downs have caused fishery changes. Today, there are possibly 28 native and 12 nonnative species that inhabit recreation area waters.

### *Native fish Species*

Before dams blocked fish passage, the Columbia River supported large numbers of anadromous sockeye and Chinook salmon and steelhead trout. Today, there are no anadromous runs of salmonids from the Pacific in Lake Roosevelt and its tributaries. Other salmonids native to the Columbia River system that occur in the national recreation area include kokanee (land-locked sockeye), rainbow trout, and bull trout. Other native fish include Columbia River white sturgeon, burbot, and a variety of whitefish, minnow, sculpin, and sucker species. Native bull trout, burbot, and white sturgeon populations have declined substantially in the last 10 years, in part due to predation by competition with introduced species such as walleye.

### *Introduced Fish Species*

Introduced game fish include brook trout, brown trout, walleye, yellow perch, largemouth bass, smallmouth bass, black crappie, white crappie, sunfish, and yellow bullhead. These nonnative species are important resources to recreational fishing; however, they have displaced the native fish populations.

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## **F. Cultural Resources (Prehistoric, Historic Archeological Resources; Historic Structures)**

This EA does not cover Section 106 requirements. Ongoing Section 106 reviews will be completed as part of implementation of the selected alternative. Conditions to avoid adverse effects would be imposed in consultation with SHPO (35 CFR Section 800.5(b)).

As many as 300 cultural resource sites have been identified in the recreation area. Most of these sites are located in the reservoir and many are exposed during the spring drawdown. These include prehistoric sites dating back as far as 9,000 years and sites dating to the 19th and 20th centuries. The prehistoric sites include villages, camp sites, fishing stations and other resource procurement sites. Archaeological and ethnographic accounts document that the Native Americans' settlement pattern consisted of a semi-sedentary season-round centered on a winter village, which was usually located along the major rivers. Seasonally, the Native Americans would travel to other areas to exploit resources such as root crops, fish, large mammals, and berries. Kettle Falls was one of the major gathering areas throughout the prehistoric and early historic periods in the Upper Columbia. Groups from around the area would gather there to fish the large salmon runs at the falls and to trade and participate in other social events.

Historic-period sites include early missions, the fur-trade era Fort Colville, gold-mining sites, homesteads, town sites and the military-era Fort Spokane. The Hudson Bay Company fur trade post was established upstream of the falls to take advantage of the seasonal gathering and to farm the alluvial flat where the fort is located. The Catholic St. Paul's Mission was also established at the falls to take advantage of the seasonal gathering. In the late 19th century, Euro-American settlement increased dramatically following the discovery of gold in the Colville area. This eventually led to the development of mines, homesteads, orchards, irrigation canals, village and town sites, transportation corridors, and a variety of sites related to a frontier settlement. All of the towns, homes, and infrastructure were either moved or destroyed during the clearance of the valley prior to inundation when the reservoir was created.

Rickey Point is named after John Rickey, who established a store and a ferry in this area in the 1860s (Williams and Newell 1978:245). The site was located near the original river and is not exposed during the drawdown of the reservoir. The Rickey Point cabins are located adjacent to a portion of the historic Fruitland Irrigation Canal (FIC). The Canal began on the Colville River two miles upstream of its mouth and extended 30 miles south along the Columbia River, terminating just north of the town of Gifford. The FIC was a gravity-fed irrigation system that was constructed by hand- and horse-drawn scrapers between 1907 and 1908 (Nullet and Nullet 1992) and used until 1941. The canal is situated just east of the cabin area. A survey for a forest health project in the Rickey Point area relocated the Fruitland Canal and some historic foundations but did not find any surface evidence of cultural resources above the high-water line in the immediate vacation cabin area (Chilvers et al. 2004). However, cultural resources have been found in the drawdown in the vicinity of the Rickey Point cabins, indicating that it is possible that subsurface cultural deposits occur in the cabin area (Chance 1967; King and Greiser 1995; Wilt et al. 1998).

The mouth of Sherman Creek, located 1,600 feet south of the cabins, is where the White Pine Sash Company built a large mill, housing complex, and powerhouse in the 1920s. Logging related artifacts have been found south of the cabins, but the mill did not extend into the cabin area. Previous archaeological surveys have identified prehistoric sites in the Sherman Creek area, and it is possible that sites exist in the cabin area. Although these surveys have been of a limited scope, to date no minor or inconsequential cultural resources have been found above the reservoir high-water line in the Sherman Creek vacation cabin area. A total of 12 shovel tests, two 1 x 1 m units, and three 0.5 x 1 m units, were excavated for three small compliance projects, none of which found evidence of significant cultural resources (DePuydt 2000a, 2000a, 2002, 2004). There is a former railroad bed that runs along the hillside approximately 30 feet above the homes. The railbed is most likely a part of site 45FE391, a segment of a railbed recorded one kilometer to the north.

In 2010, the NPS conducted a database inventory of the vacation cabins on the Washington State Department of Archaeology and Historic Preservation (DAHP) Historic Property Inventory to comply with Section 110 of the NHPA. The database is a record of key features of the structures and is used to evaluate whether the buildings are eligible for inclusion in the National Register of Historic Places (NRHP). In consultation with the DAHP staff, the NPS determined that 21 of the buildings are not eligible for the NRHP under any of the criteria established in 36 CFR 63, largely because they no longer have integrity of design, construction, and setting due to later modifications to the building(s) and/or property. However, four of the vacation cabins may be eligible for inclusion in the NRHP because they retain much of their original design and construction and are associated with the period of federal land management when vacation cabins were allowed in the national parks and national forests. Further research on the four cabins and their historical context is necessary to determine whether the structures are eligible for the NRHP.



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## G. Visitor Experience

### *Visitor Access*

The NRA can be reached via numerous state and U.S. highways, including State Route 55, State Route 17, State Route 174, U.S. Highway 2, U.S. Highway 395, and Interstate 90. State Route 2 is the primary east-west route for the southern part of the park, while State Route 20 is the primary east-west route in the northern part of the park. Gateway communities include the towns of Coulee Dam, Grand Coulee and Electric City, near the Grand Coulee Dam. Colville and Kettle Falls are on the north end of the recreation area, while smaller towns and unincorporated county areas make up the rest of the developed areas near the park.

In a 1996 NPS visitor-use study, most visitors were from Washington State (74 percent), Canada (13 percent), or from other Pacific Northwest areas (5 percent). Only about 7 percent were from other parts of the U.S., and less than 1 percent were from a foreign country outside the North American continent. About 46 percent of the respondents were repeat visitors (NPS 2000a:50)..

### *Visitor Use, Recreational Opportunities, and Regulations*

Visitation to Lake Roosevelt is not evenly distributed throughout the calendar year. Visitor use is relatively stable and low between November and March, but begins to rise in April, until it reaches a summertime peak in July or August, whereupon it falls until November.

Visitor use is also uneven over the many individual dispersed visitor access points within the recreation area. A 1997 NPS study showed the highest levels of visitor use at Kettle Falls (campground and boat launch 304,080), followed by Fort Spokane (119,088 for the visitor center and 116,714 for the campground), Spring Canyon (103,251), Seven Bays Marina (100,949), Keller Ferry Campground (88,053), Hunters Campground (77,832), and Hawk Creek Campground (61,687). Six areas accounted for between 4 and 8 percent of total visitor use, while four areas recorded more than 100,000 visits in 1997. Nine other areas accounted for one quarter of 1 percent to 3 percent of visitor use (NPS 2000a:47).

Recreational use in the North District (Kettle Falls area) varies widely, with most use at Kettle Falls, Hunters, Gifford, and Evans campgrounds. Visitors to Sherman Creek and Rickey Point vacation cabins typically fall into two categories: (1) those who are either special use permittees or invited guests of a permittee, or (2) park visitors who use the beaches and shorelines in the vicinity of the vacation cabins.

Recreational opportunities in the vicinity of the vacation cabin sites at Sherman Creek and Rickey Point include sightseeing, picnicking, motorized and non-motorized boating, fishing, camping, swimming, and other water-recreation activities. Visitor use patterns and preferences in the Sherman Creek and Rickey Point vacation cabin areas have not been formally studied.

A park-wide, visitor use survey in 1996 found that although there are many things to see and do at Lake Roosevelt, the most popular activities with the visitors represented by the survey (n=3,869) were camping in a developed campground (16 percent), swimming (15 percent), motor boating (11 percent), and fishing (10 percent). Family gatherings (8 percent), picnicking (8 percent), sightseeing (7 percent), and water skiing (6 percent) were the next most frequent responses from those surveyed. Thirteen other activities had participation rates of less than 5 percent (NPS 2000a:72).

**Drive-in Camping:** Some campsites at the following designated campgrounds may be reserved: Kettle Falls, Fort Spokane, Keller Ferry, and Spring Canyon. Group camping requires a reservation at designated campgrounds. Other camping is available first-come, first-served. There are no drive-in campgrounds at either the Rickey Point or Sherman Creek vacation cabin areas.

**Boating/ Boat-in Camping:** Although there is a charge for boat launching from NPS launch ramps, boat camping is currently first-come, first-served and free of charge and can occur at both designated boat-in campsites and along other shoreline areas, provided that these are at least 0.5 mile from the nearest developed area. Occasionally, boaters access the shoreline and camp close to the water's edge in the vicinity of the vacation cabins. The most common way in which the majority of visitors to Lake Roosevelt access the vacation cabins at Sherman Creek and Rickey Point is visually, from a boat on the lake.

**Mooring Buoys:** Mooring buoys are currently prohibited. Unattended buoys are removed by rangers because they can be a boating hazard if unseen.

**Open Beach Fires:** Beach fires are allowed within the NRA when the fire danger rating for the park is at or below Level 2.

**Campfires:** When the Washington Department of Natural Resources closes its campgrounds to open fires because of fire risk, recreation area campgrounds are also closed. Unless there is a fire closure in effect, campfires are permitted year-round in designated fire pits (usually a metal fire ring) in designated boat-in campsites and other developed campgrounds. Similarly charcoal grills and stoves are permitted year-round if there is no fire closure and if charcoal ashes are packed out cold and disposed of in trash receptacles. Some vacation cabins at Rickey Point and Sherman Creek have constructed campfire pits, portable fire stands, and other contained fire pit structures.

**Human Waste Disposal:** Current NRA policy requires that allboaters to have a Marine Sanitation Device (MSD) or portable toilet approved for landfill disposal. Waste must be disposed of at concessioner marine pump-out facilities or at dump stations. Only solid waste bags approved for landfill disposal may be deposited into trash receptacles. Three floating toilets with dump stations and one floating toilet are currently provided on the lake. These are located at Spring Canyon, 10 Mile, and Hansen Harbor, with one just south of Kettle Falls. Human waste deposited from boat-in campers has not been reported as an issue at the beaches/shorelines proximate to the Sherman Creek and Rickey Point cabin sites.

**Fishing:** Lake Roosevelt supports fish populations, especially in areas deeper than 10 feet. Fishermen pursue rainbow trout, walleye, kokanee, whitefish, smallmouth bass, and yellow perch. White sturgeon are also found in the lake, although they are not reproducing successfully; currently fishing for them is not allowed. A net pen program for rainbow trout was started in 1984 for rainbow trout and kokanee. Fingerlings are put in the pens in October and released in May or June at a much larger size. The program has resulted in a dramatic increase in rainbow trout. By 1999, 45 net pens were raising both rainbow trout and kokanee salmon for release into the lake. The net pens lie just off shore, some adjacent to recreation facilities such as the swim beach at Hunters. The Washington Department of Fish and Wildlife, the Colville Confederated Tribes, and the Spokane Tribe currently manage the fishery for Lake Roosevelt with input from the U.S. Fish and Wildlife Service and NPS. Much of the extensive native fishery's program is funded by the Bonneville Power Administration through Fish and Wildlife Habitat restoration dollars (Jones & Jones 2008:13).

### *Visitor Safety and Resource Protection*

The Tread Lightly® program is used at Lake Roosevelt NRA not only to limit impacts to natural and cultural resources but to manage visitor safety. The program is not comprised of a set of rules or regulations; rather, it seeks to create a cooperative attitude, ethic, and way of living that respects wildlands.

By asking visitors to follow the principles of the program, the NRA enhances visitor safety and protection:

- **Travel Responsibly** includes observing rules and regulations such as no-wake zones and not drinking and driving, as well as staying on designated trails and waterways open to the type of transportation.
- **Respect the Environment and the Rights of Others** includes being cautious of surroundings, yielding the right of way to non-motorized craft, and complying with signage.
- **Educate Yourself, Plan, and Prepare Before You Go** includes using available maps and other information from visitor centers, maintaining watercraft in good condition, checking weather forecasts, thinking “safety first” (wearing life jackets and carrying water, fuel, and fire extinguishers when appropriate), and sharing plans with friends or park staff.
- **Avoid Sensitive Areas** includes not disturbing wildlife and shoreline vegetation and slowing down in shallow water.
- **Do Your Part** includes “pack it in, pack it out,” not burning garbage, not leaving unattended campfires or creating illegal ones, properly disposing of human waste (not digging cat-holes or dumping irresponsibly), and cleaning vehicles and equipment of weed seed before transporting them.

### *Scenic Resources*

The ecological context of Lake Roosevelt strongly influences the aesthetic character and scenic values of the NRA. The intrinsic qualities of place—the dry sagebrush landscape of rolling hills and basalt cliffs, the needle-covered ground beneath the ponderosa pines, or the steep, eroding banks of the shoreline terraces and banks—affect visitors' perceptions of the shoreline and the quality of their experience.

Most of the vacation cabins at Rickey Point and Sherman Creek are highly visible from the lake, in part due to some permittees maintaining more formalized landscaping practices such as manicured lawns down to the shoreline and variable types of architectural design. In their current condition, these vacation cabins and vacation cabin lots interrupt the natural appearance (visual integrity) of the landscape, especially as observed from the lake by boat. The cabins at Sherman Creek are especially visible from one of the NRA's primary boat launches at Kettle Falls.

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## H. Socioeconomics

Lake Roosevelt lands encompass five counties (Okanogan, Ferry, Stevens, Lincoln and Grant) and are adjacent to two Indian Reservations (Colville and Spokane). Lake Roosevelt is but one of many recreational opportunities in this part of eastern Washington. Within 100 miles of the dam there are four national forests (Okanogan, Colville, Wenatchee, and Kaniksu), six other major lakes or reservoirs (Lake Chelan, Lake Coeur d'Alene, Lake Pend Oreille, Priest Lake, Banks Lake, and Potholes Reservoir), several smaller reservoirs on the Columbia or Snake Rivers, as well as three other national park areas (North Cascades National Park, Ross Lake National Recreation Area, and Lake Chelan National Recreation Area).

No studies have been completed to understand the economic effect of the Rickey Point and Sherman Creek vacation cabin use on local or regional economies. Vacation cabin permittees and their visitors comprise a very small percentage of the overall visitors to the recreation area, yet the consistency associated with seasonal use of the cabins likely has a beneficial effect upon nearby gateway communities.

### *Gateway Community Visitor Services*

Gateway communities provide services to recreation area visitors, including vacation cabin permittees. The closest gateway communities to the Sherman Creek and Rickey Point vacation cabins are Kettle Falls and Colville. Other gateway communities in the region include Coulee Dam, Grand Coulee, Electric City, and Davenport. These small towns provide vital visitor services including motels, RV parks, gas stations, grocery stores, medical services, and tourist information. A regional visitor center in Kettle Falls was recently constructed and is jointly staffed by the NPS, USFS, and the Town of Kettle Falls. Other smaller towns and rural areas surrounding the recreation area offer some additional choices for food, lodging, fuel, and other services.

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## I. Park Operations

Lake Roosevelt NRA currently has 58 full-time equivalent employees who work in maintenance, visitor and resource protection, interpretation and education, natural and cultural resources management, and administration. Only a small number of these and of the large seasonal work force actually have assignments related to the vacation cabin areas. A small portion of the park's annual operating budget of nearly \$5,000,000 is expended on these two developed areas. The vacation cabins at Sherman Creek and Rickey Point are both located within the North District of the park, with the operation facilities located adjacent to Lake Roosevelt just west of Kettle Falls. Lake Roosevelt National Recreation Area carries out a number of park operational tasks specific to the two vacation cabin areas. Maintenance staff periodically conduct road maintenance for those sections of road on NPS lands. Natural resource staff conduct periodic site visits for hazard tree analysis, to monitor for and treat invasive weeds in the area, to develop prescribed fire and fuel management plans and carry out fuel removal tasks, and to conduct site visits for projects as requested by the permittees. Compliance specialists from both environmental and cultural resource disciplines on occasion visit the sites when bank stabilization or ground-disturbing practices are requested by the permittees and to facilitate approval by the superintendent. Compliance staff are also involved as NPS management actions occur in and around the vacation cabin areas. Resource protection rangers periodically visit the sites as part of their weekly duties to protect the park's resources and visitors. They also make contacts with the permittees to ensure that the terms and conditions of the special use permits are being followed. Administrative staff prepares the special use permits, researches and sets the permit fees per current NPS guidelines, and conducts all correspondence necessary for permit issuance. This includes providing the permittees with current terms and conditions, conducting annual billings, and providing answers to permittee questions as they arise.

### *Special Management Provisions*

Unlike most national park units, the recreation area allows hunting; however, special provisions are included in the Superintendent's Compendium of Regulations to prohibit hunting in the two vacation cabin areas, to ensure public safety. A complex public and environmental review was also completed and resulted in the authorization for the use of personal watercraft on the lake. Similarly, only a few NPS units have historically allowed the building of and use of vacation cabins.





# **V. Environmental Consequences**

The National Environmental Policy Act (NEPA) requires that environmental documents disclose the environmental impacts of the proposed federal action, reasonable alternatives to that action, and any adverse environmental impacts that cannot be avoided should the proposed action be implemented. NEPA requires consideration of context, intensity and duration of impacts, indirect impacts, cumulative impacts, and measures to mitigate impacts. In addition to determining the environmental consequences of the alternatives, *NPS Management Policies* (NPS 2006) and Director's Order-12, *Conservation Planning, Environmental Impact Analysis, and Decision-making* require analysis of potential effects to determine if actions would impair park resources.

This section provides the reasoning associated with the analysis of the environmental impacts of project alternatives on affected park resources. Environmental consequences of project alternatives were primarily assessed using best available information, rather than detailed site-scale condition surveys. This set of qualitative impact analyses will be refined as part of implementation of the selected alternative and subsequent site-scale technical studies/surveys to be completed on a project-by-project basis. The definitions of impacts adhere to those generally used under the NEPA to describe impacts as well as to those used under Section 106 of the National Historic Preservation Act (NHPA) and those used under Section 7 of the Endangered Species Act (ESA).

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## A. Environmental Impact Analysis

The analysis in the Environmental Consequences section compares the effects of the alternatives based on the following definitions of context, type of impact, duration of impact, and area of impact as well as cumulative impacts. Unless otherwise stated or demonstrated in the resource section in Environmental Consequences, analysis is based on a qualitative assessment of impacts.

**Context:** Setting within which impacts are analyzed—such as the project area or region, or for cultural resources; the area of potential effects.

**Type of Impact:** A measure of whether the impact would improve or harm the resource and whether that harm occurs immediately or at some later point in time.

- **Beneficial:** Reduces or improves impact being discussed.
- **Adverse:** Increases or results in impact being discussed.
- **Direct:** Caused by and occurring at the same time and place as the action, including such impacts as animal and plant mortality, damage to cultural resources, etc.
- **Indirect:** Caused by the action, but occurring later in time at another place or to another resource, including changes in species composition, vegetation structure, range of wildlife, offsite erosion, or changes in general economic conditions tied to park activities.

**Duration of Impact:** Duration is a measure of the time period over which the effects of an impact persist. The duration of impacts evaluated in this Environmental Assessment may be one of the following:

- **Short-term:** Often quickly reversible and associated with a specific event, one to five years.
- **Long-term:** Reversible over a much longer period, or may occur continuously based on normal activity, or for more than five years.

**Area of Impact**

- **Localized:** Detectable only in the vicinity of the activity.
- **Widespread:** Detectable on a landscape scale (beyond the affected site).

**Cumulative.** The Council on Environmental Quality (CEQ) describes a cumulative impact as follows (Regulation 1508.7):

*A “Cumulative impact” is the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (federal or non-federal) or person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time.*

The cumulative projects addressed in this analysis include past and present actions, as well as any planning or development activity currently being implemented or planned for implementation in the reasonably foreseeable future. Cumulative actions are evaluated in conjunction with the impacts of an alternative to determine if they have any additive effects on a particular resource. Among the projects considered in the cumulative impacts analysis include the 2000 General Management Plan and the 2009 Shoreline Management Plan. Descriptions of these are provided in **CHAPTER II: PURPOSE AND NEED**.

### *Impact Mitigation*

**Avoid** conducting management activities in an area of the affected resource.

**Minimize** the type, duration, or intensity of the impact to an affected resource.

**Mitigate** the impact by:

- **Repairing** localized damage to the affected resource immediately after an adverse impact.
- **Rehabilitating** an affected resource with a combination of additional management activities.
- **Compensating** a major long-term adverse direct impact through additional strategies designed to improve an affected resource to the degree practicable.

#### **ALL IMPACTS EXCEPT SPECIAL STATUS SPECIES AND CULTURAL RESOURCES**

**Note:** Special Status Species and Cultural Resources impact determinations are formally determined under the Endangered Species Act (Section 7) and the National Historic Preservation Act (Section 106), respectively.

- **Negligible:** Measurable or anticipated degree of change would not be detectable or would be only slightly detectable. Localized or at the lowest level of detection.
- **Minor:** Measurable or anticipated degree of change would have a slight effect, causing a slightly noticeable change of approximately less than 20 percent compared to existing conditions, often localized.
- **Moderate:** Measurable or anticipated degree of change is readily apparent and appreciable and would be noticed by most people, with a change likely to be between 21 and 50 percent compared to existing conditions. Can be localized or widespread.
- **Major:** Measurable or anticipated degree of change would be substantial, causing a highly noticeable change of approximately greater than 50 percent compared to existing conditions. Often widespread.

Please note that cultural resources impacts are also initially characterized as noted above; however, the conclusion follows the format below and does not make a formal determination of effect under Section 106 of the National Historic Preservation Act. The analysis contained within this Environmental Assessment does not cover Section 106 requirements of the National Historic Preservation Act. Ongoing Section 106 reviews will be completed as part of implementation of the selected alternative. Conditions to avoid adverse impacts would be imposed in consultation with SHPO.

#### **SPECIAL STATUS SPECIES IMPACTS**

- **No Effect:** The project (or action) is located outside suitable habitat and there would be no disturbance or other direct or indirect impacts on the species. The action would not affect the listed species or its designated critical habitat (USFWS 1998).
- **May Affect, Not Likely to Adversely Affect:** The project (or action) occurs in suitable habitat or results in indirect impacts on the species, but the effect on the species is likely to be entirely beneficial, discountable, or insignificant. The action may pose effects on listed species or designated critical habitat but given circumstances or mitigation conditions, the effects may be discounted, insignificant, or completely beneficial. Insignificant effects would not result in take. Discountable effects are those extremely unlikely to occur. Based on best judgment, a person would not 1) be able to meaningfully measure, detect, or evaluate insignificant effects or 2) expect discountable effects to occur (USFWS 1998).

- **May Affect, Likely to Adversely Affect:** The project (or action) would have an adverse effect on a listed species as a result of direct, indirect, interrelated, or interdependent actions. An adverse effect on a listed species may occur as a direct or indirect result of the proposed action or its interrelated or interdependent actions and the effect is not: discountable, insignificant, or beneficial (USFWS 1998).

#### **CULTURAL RESOURCES IMPACTS**

- **No Effect:** There are no historic properties in the Area of Potential Effect (APE); or, there are historic properties in the APE, but the undertaking would have no impact on them.
- **No Adverse Effect:** There would be an effect on the historic property by the undertaking, but the effect does not meet the criteria in 36 CFR Part 800.5(a)(1) and would not alter characteristics that make it eligible for listing on the National Register. The undertaking is modified or conditions are imposed to avoid or minimize adverse effects. This category of effects is encumbered with effects that may be considered beneficial under NEPA, such as restoration, stabilization, rehabilitation, and preservation projects.
- **Adverse Effect:** The undertaking would alter, directly or indirectly, the characteristics of the property making it eligible for listing on the National Register. An adverse effect may be resolved by developing a memorandum or programmatic agreement in consultation with the SHPO, ACHP, American Indian tribes, other consulting parties, and the public to avoid, minimize, or mitigate the adverse effects (36 CFR Part 800.6(a)).
- **Significant Impact:** An impact to a National Register historic property would be considered significant when an adverse effect cannot be resolved by agreement among SHPO, ACHP, American Indian tribes, other consulting and interested parties, and the public. The impact would diminish the integrity of location, design, setting, materials, workmanship, feeling, or association characteristics that make the historic property eligible for inclusion in the National Register Historic Places. The resolution must be documented in a memorandum or programmatic agreement or the FONSI.

## ***Impairment***

In addition to determining the environmental consequences of the alternatives, NPS Management Policies (NPS 2006) and Director's Order-12, Conservation Planning, Environmental Impact Analysis, and Decision-making, require analysis of potential effects to determine if actions would impair park resources. The following sections from Management Policies define impairment and highlight the difference between an impact and impairment.

### **1.4.3 The NPS Obligation to Conserve and Provide for Enjoyment of Park Resources and Values**

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*The fundamental purpose of the national park system, established by the Organic Act and reaffirmed by the General Authorities Act, as amended, begins with a mandate to conserve park resources and values. This mandate is independent of the separate prohibition on impairment and applies all the time with respect to all park resources and values, even when there is no risk that any park resources or values may be impaired. NPS managers must always seek ways to avoid, or to minimize to the greatest extent practicable, adverse impacts on park resources and values. The laws do give the Service the management discretion, however, to allow impacts to park resources and values when necessary and appropriate to fulfill the purposes of a park, so long as the impact does not constitute impairment of the affected resources and values.*

*The fundamental purpose of all parks also includes providing for the enjoyment of park resources and values by the people of the United States. The enjoyment that is contemplated by the statute is broad; it is the enjoyment of all the people of the United States and includes enjoyment both by people who visit parks and by those who appreciate them from afar. It also includes deriving benefit (including scientific knowledge) and inspiration from parks, as well as other forms of enjoyment and inspiration. Congress, recognizing that the enjoyment by future generations of the national parks can be ensured only if the superb quality of park resources and values is left unimpaired, has provided that when there is a conflict between conserving resources and values and providing for enjoyment of them, conservation is to be predominant. This is how courts have consistently interpreted the Organic Act.*

### **1.4.4 The Prohibition on Impairment of Park Resources and Values**

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*While Congress has given the Service the management discretion to allow impacts within parks, that discretion is limited by the statutory requirement (generally enforceable by the federal courts) that the Park Service must leave park resources and values unimpaired unless a particular law directly and*

*specifically provides otherwise. This, the cornerstone of the Organic Act, establishes the primary responsibility of the National Park Service. It ensures that park resources and values will continue to exist in a condition that will allow the American people to have present and future opportunities for enjoyment of them.*

*The impairment of park resources and values may not be allowed by the Service unless directly and specifically provided for by legislation or by the proclamation establishing the park. The relevant legislation or proclamation must provide explicitly (not by implication or inference) for the activity, in terms that keep the Service from having the authority to manage the activity so as to avoid the impairment.*

#### **1.4.5 What Constitutes Impairment of Park Resources and Values**

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*The impairment that is prohibited by the Organic Act and the General Authorities Act is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of park resources or values, including the opportunities that otherwise would be present for the enjoyment of those resources or values. Whether an impact meets this definition depends on the particular resources and values that would be affected; the severity, duration, and timing of the impact; the direct and indirect effects of the impact; and the cumulative effects of the impact in question and other impacts.*

*An impact to any park resource or value may, but does not necessarily, constitute an impairment. An impact would be more likely to constitute impairment to the extent that it affects a resource or value whose conservation is*

- necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park, or*
- key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park, or*
- identified in the park's general management plan or other relevant NPS planning documents as being of significance.*

*An impact would be less likely to constitute an impairment if it is an unavoidable result of an action necessary to preserve or restore the integrity of park resources or values and it cannot be further mitigated. An impact that may, but would not necessarily, lead to impairment may result from visitor activities; NPS administrative activities; or activities undertaken by concessioners, contractors, and others operating in the park. Impairment may also result from sources or activities outside the park...*



#### 1.4.6 What Constitutes Park Resources and Values

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*The “park resources and values” that are subject to the no-impairment standard include:*

- *the park’s scenery, natural and historic objects, and wildlife, and the processes and conditions that sustain them, including, to the extent present in the park: the ecological, biological, and physical processes that created the park and continue to act upon it; scenic features; natural visibility, both in daytime and at night; natural landscapes; natural soundscapes and smells; water and air resources; soils; geological resources; paleontological resources; archeological resources; cultural landscapes; ethnographic resources; historic and prehistoric sites, structures, and objects; museum collections; and native plants and animals;*
- *appropriate opportunities to experience enjoyment of the above resources, to the extent that can be done without impairing them;*
- *the park’s role in contributing to the national dignity, the high public value and integrity, and the superlative environmental quality of the national park system, and the benefit and inspiration provided to the American people by the national park system; and*
- *any additional attributes encompassed by the specific values and purposes for which the park was established.*

#### 1.4.7 Decision-making Requirements to Identify and Avoid Impairments

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*Before approving a proposed action that could lead to an impairment of park resources and values, an NPS decision-maker must consider the impacts of the proposed action and determine, in writing, that the activity will not lead to an impairment of park resources and values. If there would be an impairment, the action must not be approved.*

In this Environmental Assessment determinations of impairment are provided in the conclusion section under each applicable natural and cultural resource topic for each alternative; impairment is not considered for land use, public health and safety, and other non-resource topics.

#### ***Mitigation Measures Incorporated into the Action Alternatives***

The measures found in APPENDIX 1, which are also listed under each resource section below, have been developed to lessen the potential adverse impacts of the action alternatives.

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## B. Impacts to Land Use

The Rickey Point and Sherman Creek vacation cabins are located within defined 0.5- to 0.75-acre vacation cabin lots. Current land uses on the vacation cabin lots include developed features owned by the permittee, many of which are impervious surfaces, including parking areas, constructed vacation cabins, various types of outbuildings, patios, driveways and walkways. Many of the vacation cabin permittees maintain manicured vegetated landscapes, although in some instances landscape practices are more naturalized. Some vacation cabin permittees have constructed seawalls to stabilize eroding shorelines in the vicinity of the vacation cabins.

### *Impacts of Alternative A*

There would be only negligible, localized changes to land use associated with the implementation of Alternative A. The vacation cabin developed areas at Rickey Point (12 acres) and Sherman Creek (8 acres) would remain. Vacation cabin lots would continue to be 0.5 to 0.75 acres each. Areas of impervious surface and infrastructure would also likely remain the same, as would areas of open space within each vacation cabin lot at Sherman Creek and Rickey Point. Some minor changes to septic systems to bring them to fully functional condition would be made. Other modifications could include changes to the vacation cabin structures, infrastructure, or landscaping. These would have a localized, short-term, negligible negative direct impact on land use. With approval from the Superintendent, poorly or non-functioning septic infrastructure, such as drain fields, may be relocated within the boundary of the permittee's vacation cabin lot. This would result in a possible change in land use type within the vacation cabin lot, from a pre-existing use to a septic system infrastructure-related use.

### *Impacts of Alternative B*

There would be minor, localized, short-term adverse effects and long-term localized beneficial effects from the implementation of protective management actions with implementation of Alternative B. Among the changes that would occur would be rehabilitation or restoration of existing landscaping or structures, and modifications to shoreline stabilization measures and/or construction of new features, such as paving, outbuildings, etc. For instance, pre-existing seawall structures could be rehabilitated using bioengineering to enhance the habitat value of shoreline stabilization measures. Although vacation cabin sites would remain developed, these projects may result in modest increases in the size of the developed area (where needed to accommodate bioengineered stabilization measures) and modest decreases in the landscaped and paved areas.

As in Alternative A, some vacation cabin sites could also experience a change in land use from the need to improve compliance with current State regulations for septic systems. With approval from the Superintendent, failing or poorly functioning drain fields could be relocated elsewhere within the boundary of the permittee's vacation cabin lot. This would result in a minor, localized, short-term change in land use within the context of the vacation cabin lot, from a pre-existing use to a septic system infrastructure related use similar to Alternative A. There is also the potential that individual sites would return to NPS ownership from willing permittees and that these sites would then be restored—a long-term, localized beneficial effect.

### *Impacts of Alternative C*

Under Alternative C, the park would not issue Special Use Permits and the subsequent removal of the vacation cabins and associated infrastructure and rehabilitation or restoration by the permittee would result in a change in land use from developed to native habitats and/or recreational open space. Approximately 20 acres of forested and associated shoreline environments would eventually be restored, providing short- and long-term, direct and indirect, localized, beneficial effects.

### *Measures to Avoid, Minimize, or Mitigate Impacts*

- Development footprints would continue to be concentrated, rather than spread out.
- Construction limits for improvements would be clearly delineated to prevent expansion of impacts into additional undisturbed areas.
- National Park Service specialists would develop site restoration plans as vacation cabins are proposed for removal and would not only include the removal of all structures and improvements, but would also include re-contouring the site to original landscape conditions and restoration of hydrologic features, along with an intensive effort to plant native vegetation.

### *Cumulative Impacts*

People have used vacation cabin use at Lake Roosevelt since the 1950s. Early cabins were modest in size, and vacation cabin lots were characterized by a naturalized setting with few impervious surfaces. Over time, this balance shifted away from predominantly vegetated, open space to increasingly modified areas, with more area of each vacation cabin lot being converted to support a variety of human activities and uses. In addition, several cabins have increased in size and scale since their initial development nearly 60 years ago. Alternative A would contribute to negligible cumulative adverse effects on land use. Alternative B could contribute beneficial cumulative effects on land use by shifting the balance towards more naturalized, vegetated conditions within the vacation cabin lots. Additional beneficial effects could occur from the possible restoration of any sites/cabins acquired from willing permittees that were restored to natural conditions. Alternative C would contribute to longer-term, beneficial cumulative effects on land use as former vacation cabin sites are restored to natural conditions.

### *Conclusion*

Alternative A would have localized, negligible, adverse effects on land use and localized, negligible, cumulative, adverse effects from the implementation of existing plans and programs, particularly the Special Use Permit Management Plan and Program. Alternative B would have localized, negligible to minor beneficial effects on land use from the incorporation of native plants and potential conversion of some impervious surfaces to naturalized, vegetated landscapes—especially as cabins were removed by permittees and would contribute negligible to minor cumulative, localized, beneficial effects. Alternative C would have moderate, localized, beneficial effects and cumulative beneficial effects from restoration of 26 vacation cabin sites and corresponding removal of 25 vacation cabins.

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## C. Impacts to Soil and Vegetation

### *Impacts of Alternative A*

Because of the variability in landscape practices, vegetation types, and site-specific human activities of the vacation cabin permittees on each vacation cabin lot, there would continue to be a wide variety of localized adverse impacts to soils and vegetation. There would be ongoing localized minor to moderate negative direct impacts to soils and vegetation from shoreline access trails, current use of non-native plant landscaping by vacation cabin permittees, impervious surfaces such as driveways and parking areas, hard-structure seawalls on the lake shoreline, planting of invasive landscaping plant species, and a variety of other human activities taking place on vacation cabin lot sites. Additional localized, short-term minor disturbance of soils and vegetation could occur from improvements in septic systems. This disturbance of soil, may include excavation, removal and replacement with hard surfacing, and could result in interference with local plant communities, natural surface water flows and ongoing introduction of non-native species in the vicinity of the vacation cabins. Combined, these would have short-term, minor to moderate, localized adverse effects.

### *Impacts of Alternative B*

Implementation of Alternative B would result in localized, short-term, minor adverse impacts to soils and vegetation from construction activities associated with the possible removal of individual cabins, replacing crumbling sea walls, and upgrading poorly functioning septic systems. Alternative B would produce long-term beneficial effects on vegetation and soils in the project area. These effects would come from the expansion of site stewardship management actions, such as the results of fostering site stewardship by permittees, including replacing crumbling sea walls with more naturalized, bio-engineered shoreline stabilization measures, removal of nonnative invasive and noxious plant species and replacement with native species, and encouraging development of a voluntary site-specific habitat enhancement plan which when implemented would decrease area disturbance while increasing the use of native plants, including shrubs and trees. Each of these Alternative B project actions would result in a long-term localized beneficial impact to soils and vegetation as individual cabin lots were restored.

### *Impacts of Alternative C*

Implementation of activities associated with Alternative C would result in short-term, localized, adverse impacts to soils and vegetation from activities associated with removing vacation cabins and infrastructure. Impacts could include soil erosion, compaction, and loss of vegetation. The subsequent site restoration or rehabilitation would have long-term, localized, beneficial impacts to soils and vegetation.

### *Measures to Avoid, Minimize, or Mitigate Impacts*

#### **SOILS**

- The NPS will locate construction staging areas would be located where they will minimize new disturbance of area soils and vegetation.
- Ground disturbance would be minimized to the extent possible.
- The NPS would not allow construction activities when soils are wet.
- Parking areas and other actions which contribute to soil compaction would be minimized in areas with trees or shrubs and promoting the use of mats or plywood to minimize soil compaction impacts in sensitive areas during restoration activities.
- Topsoil would be salvaged from excavated areas for use in re-covering source area or other project areas.
- Piling of excavated soils would be avoided alongside remaining trees, and carefully using heavy equipment to minimize damage to these trees.
- Windrowing topsoil at a height that would help to preserve soil microorganisms (less than three feet).
- Excavated materials from the project area would be reused (rather than removed). Imported driveway gravels would be removed and not used for fill in excavated foundation and septic tank sites, as these change the nature of the soils and substrates.
- Project areas would be re-vegetated through native seeding and/or planting. Use of erosion blankets, hydroseeding, or bio-engineering practices on steeper slopes would minimize erosion prior to plant establishment.
- Weed-free clean fill and topsoil would be imported where needed.
- Clearing limits would be delineated to minimize the amount of vegetation loss.
- Silt fencing or other erosion control methods would be installed, to prevent loss of native soil.

#### **VEGETATION**

- Driving would only take place on established roads, and the amount of parking at each cabin site would be minimized.
- Cleaning vehicles would ensure that invasive weeds are not brought in from previous work sites by construction vehicles and equipment.
- Non-native landscaping trees and shrubs would be removed that have been found to naturalize and spread.
- Eurasian water milfoil spread would be prevented by removing plant fragments from boat props, trailers, fishing lines, etc., prior to using or beaching the boats in the vicinity of the cabin sites.
- Prior to site restoration activities using heavy equipment, native plant material would be salvaged and replanted following removal of impervious surfaces and/or structures (Alternatives B and C).

#### *Cumulative Impacts*

Combined, past actions across most of the vacation cabin sites have produced minor to moderate, long-term, localized adverse impacts to soils and vegetation due to a net increase in impervious surfaces and areas devoid of native vegetation with corresponding decreases in natural infiltration, increases in areas with soil compaction, diminished soil health, and the incorporation of non-native plant species as part of highly manicured vacation cabin landscapes. Over time, the shoreline in the vicinity of the Sherman Creek and Rickey Point vacation cabins has experienced a net decrease in upland native plant vegetation. Little effort has been made to allow a native riparian buffer area to develop. The shoreline in the vicinity of both vacation cabin areas has experienced some erosion and deposition of soils and sediments common to the rest of the reservoir. Erosive bank areas have been hardened or had structures placed to reduce erosion from wave action. Alternative A would contribute localized, negligible, adverse impacts to soils and vegetation. Actions associated with Alternative B would result in long-term, localized, beneficial impacts to soils and vegetation at vacation cabin sites where habitat enhancement occurred and throughout both special use management areas over time. Habitat enhancement planning or removal of some of the cabins by willing permittees would facilitate this improvement. Negligible to minor, short-term, localized, adverse effects to soils and vegetation would occur during the site restoration activities. In the longer term, if the NPS does not issue further SUPs, sites would be restored as in Alternative C. Alternative C and the removal of all vacation cabins with corresponding site restoration actions in Alternative C would contribute minor to moderate, short-term, localized adverse effects to soil and vegetation and long-term, cumulative, beneficial effects to soils and vegetation within each special use management area.

### *Impairment Findings*

The majority of the land, its soils, and vegetation affected includes land that has been previously disturbed by vacation cabin use since the 1950s. Under Alternative A, these impacts would continue, but because of the localized area impacted, this would not constitute an impairment. Under Alternative B, there would be little additional impact to the integrity of the soil and vegetation resources thus there would be no impairment. Alternative C would restore the natural soil and vegetation environment and therefore would cause no impairment.

### *Conclusion*

Alternative A would continue to contribute localized minor to moderate adverse impacts to soils and vegetation. Under Alternative B, because the park would require additional environmental conditions to the permit, there would be long-term, localized, moderate, beneficial impacts to soils and vegetation. Alternative C would contribute short-term, localized, minor to moderate adverse impacts due to the site disturbance necessary to remove the cabins and associated infrastructure. Over time, however, Alternative C would have long-term, localized, beneficial impacts to soils and vegetation within the two special use management zones.



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## D. Impacts to Water Resources (Water Quality)

The septic systems associated with vacation cabins at Rickey Point and Sherman Creek pose potential adverse impacts to surface and ground water quality. These systems were surveyed in 2010, and 20 out of 26 systems for individual vacation cabins were classified as either “failing” or of “limited functionality.” There is no status and trend data for water quality parameters associated with monitoring in the vicinity of the Sherman Creek and Rickey Point vacation cabins. Ensuring that each septic system is properly functioning and maintained would protect both surface and ground water resources and minimize the need for continual monitoring of water resources at these locations.

### *Impacts of Alternative A*

Because of the failing or poor functionality ratings, it is likely that ongoing, potentially negligible to minor or localized moderate adverse impacts from vacation cabin septic systems would continue. It is not feasible, however, to characterize the extent, magnitude, or duration of these potential impacts to water quality because adequate water quality monitoring and other characterization of status and trends data over time are unavailable. Several reports and plans, dating back to 1980, recommended water quality monitoring programs for human health at Lake Roosevelt; however, water quality has been intermittently monitored only for other purposes.

Over time, these ongoing, potential, water-quality impacts from vacation cabin septic systems would likely be improved by ensuring that all septic systems are properly functioning and meet current State standards, and that the NPS implement a water quality monitoring program at these locations.

### *Impacts of Alternative B*

The NPS would address ongoing, potential water quality impacts from vacation cabin septic systems prior to the issuance of the 5-year special use permit. Implementation of new terms and conditions under Alternative B would require that vacation cabin permittees demonstrate compliance and consistency with Washington State regulations governing rural domestic septic systems as a condition of receiving a special use permit under Alternative B, improvements would also result from the requirement that every vacation cabin septic system be inspected on a three-year interval, to ensure ongoing “fully functioning” status. Better-defined terms and conditions would also lessen the potential contribution of contaminants, from each vacation cabin site, to water resources by modifying vehicle storage, fertilizer and pesticide use, and the burning of garbage, including disposal of resultant ashes. Where employed by permittees, habitat enhancement planning would also address the development of riparian buffer strips to minimize fertilizer and upland runoff into the reservoir. Requiring permittees to remove stored automobiles and recreational vehicles would also reduce potential sources for petroleum and fluid leaks. Precautions to protect surface waters would be taken during any cabin removal and site restoration activities. While some localized, minor, adverse impacts would continue, implementation of this alternative would achieve localized, long-term, beneficial impacts to water quality, from improved septic systems that would no longer pose a potential risk to water resources.

### *Impacts of Alternative C*

Short-term, localized, adverse effects to water quality may occur from activities associated with vacation cabin and infrastructure removal. Over the long term, Alternative C would have localized, beneficial effects to water quality from the removal of cabins, including septic system infrastructure and other contaminants from each of the special use management areas. Surface waters would also be enhanced by hardscape removal and re-establishment of native plant communities.

### *Measures to Avoid, Minimize, or Mitigate Impacts*

- The NPS would use water quality monitoring data to inform development of mitigation actions.
- Soil disturbance would be minimized and disturbed areas would be re-seeded or revegetated as soon as is practical.
- The creation of additional impervious surfaces would be minimized.

### *Cumulative Impacts*

Past actions occurring in the recreation area and surrounding lands may have had adverse, localized effects on water quality, including from recreational use, nonpoint source runoff, and industrial releases. Alternative A would initially continue to have a potential for localized, short-term, adverse impacts to water resources from potential contamination of the lake near the vacation cabins. Because this potential for contamination would be addressed through the terms and conditions in the special use permits, it is likely that Alternative A would have negligible to minor cumulative adverse effects combined with cumulative beneficial effects. Because under Alternatives B, permittees would be required to cure defects to water and septic systems, relocate vehicles, etc, there would be short-term, localized, beneficial cumulative effects. Cabin site restoration and rehabilitation in Alternative C, could contribute to minor, short-term, localized impacts and would result in moderate localized, long-term beneficial cumulative effects.

### *Impairment Findings*

Under each Alternative, protective measures and actions will be taken to ensure there will be no effect to water resources, therefore no impairment will occur.

### *Conclusion*

Alternative A may continue to contribute negligible to minor or moderate, localized adverse effects to water quality. Alternatives B and C would initially have impacts similar to Alternative A, with later long-term beneficial impacts to water quality from the implementation of mitigation measures and improvements in septic systems. There would be no major adverse impacts to water quality or impairment of water quality or water quality values from implementation of Alternatives A–C.

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## E. Impacts to Wildlife

Wildlife species are abundant and varied in the Lake Roosevelt area. More than 75 species of mammals, 200 species of birds, 15 species of reptiles, and 10 species of amphibians may occur in the recreation area. While some wildlife has been studied, systematic inventories of vertebrates and invertebrates have not been completed.

### *Impacts of Alternative A*

Use of the Sherman Creek and Rickey Point vacation cabins would continue to affect wildlife. Wildlife can be disturbed by habitat disruption related to development, nonnative plant species invasion, noise and disturbance from human presence, and reduced native biodiversity in landscaped portions of vacation cabin sites. As a result, Alternative A would continue to contribute negligible to minor localized, adverse effects to wildlife in Rickey Point and Sherman Creek.

### *Impacts of Alternative B*

Alternative B would have some long-term, localized, beneficial effects, depending on how many permittees complete and implement habitat enhancement plans for their vacation cabin lots. Implementation of these plans would increase biodiversity, decrease invasive species, and reduce areas of impervious surfacing (such as parking) within the boundary of some vacation cabin lots. Over time, if special use permits lapse or permittees relinquish them, there would be additional beneficial effects from removal and restoration of cabin sites.

### *Impacts of Alternative C*

With removal of cabins, there would be additional localized, short-term, adverse impacts from noise and disturbance that would cause negligible to moderate disruption to wildlife in the area. Once cabins were removed, long-term, localized, beneficial impacts would occur from restoration of individual cabin sites and the area as a whole. Alternative C would have short-term, localized, negligible to moderate and long-term, localized, beneficial effects to wildlife from restoration of native vegetation and surfacing coupled with the reestablishment of localized habitat connectivity and travel corridors, and a reduction in the potential for human-wildlife and pet-wildlife encounters and conflicts.

### *Measures to Avoid, Minimize, or Mitigate Impacts*

- Restoration activities associated with Alternatives B and C would be scheduled by the NPS to avoid or minimize impacts during sensitive periods (e.g., bird nesting and breeding seasons, periods of critical mammal use such as fawning periods, squirrel nesting, etc.).
- Residents would be encouraged to limit the effects of light and noise on wildlife habitat by directing lighting inward and downward and by minimizing noise.
- The NPS would enforce regulations that prohibit the feeding of wildlife would be enforced.
- Residents would be encouraged to maintain proper food storage, disposing of all food waste and food-related waste promptly, in a bear-proof receptacle, if available.
- Residents would be required to keep all domesticated animals and pets restrained or on leash.
- Sites would be restored to native vegetation, including with plants that would provide food and shelter.

### *Cumulative Impacts*

The construction of Grand Coulee Dam, ongoing rural and agricultural land uses surrounding Lake Roosevelt, pockets of development in the recreation area, and the purposeful eradication of predators through the mid-1900s have contributed to low-level or extirpated populations of some key wildlife species. The effects of existing development within and outside of the national recreation area continue to take a toll on wildlife primarily from collisions on roadways as well as from occasional wildlife-human interactions. Development within the recreation area has remained at relatively low levels; however, and because of the extensive protected areas in and around the recreation area on nearby federal lands, portions of the recreation area provide some protected, fairly intact habitat. Under Alternative A, there would be no proposed conversion of habitat in the developed area and existing land uses would continue to contribute minor cumulative localized adverse effects on wildlife through human-wildlife interactions and continued loss of habitat. Alternative B would have cumulative localized, negligible adverse and minor beneficial effects on wildlife as habitat enhancement occurs or individual sites are restored to native habitats. Following the short-term impacts from cabin and infrastructure removal associated with Alternative C, wildlife habitat in the vicinity of the former vacation cabin sites would be enhanced—a cumulative beneficial effect on wildlife.

### *Impairment Findings*

The proposed Alternatives will not change the size or location of the Vacation Cabins, therefore there will be no impact to wildlife, vegetation or associated habitat values. The NPS believes that there will be no impairment to the park's wildlife resources.

### *Conclusion*

Alternative A would continue to have negligible to minor adverse impacts on wildlife. Alternative B would have similar adverse effects combined with some long-term localized beneficial impacts to wildlife. Alternative C would initially have short-term, localized negligible to moderate adverse impacts that would be replaced over time by long-term, localized, beneficial impacts to wildlife.

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## F. Impacts to Cultural Resources

### *Archaeological Resources*

Limited scope surveys at both special use management areas have revealed no significant cultural resources, above the reservoir high-water line, in the Sherman Creek Vacation Cabin area. Surveys completed at Rickey Point have not found any surface evidence of cultural resources above the high waterline in the immediate vacation cabin area; archaeological resources have been found in the drawdown in the vicinity of the Rickey Point cabins indicating that it is possible that subsurface cultural deposits also occur in the vicinity of this special use management area.

### *Historic Structures*

In 2010, NPS staff consulted with the Department of Archaeology and Historic Preservation and it was determined that 21 of the vacation cabins are not eligible to the NRHP under any of the criteria established in 36 CFR 63; however, four of the structures may be eligible for inclusion in the NRHP. Further research on the cabins and their historical context is necessary to evaluate the structures for their eligibility to the NRHP. Should it be determined that a cabin is eligible for the register, actions would be modified to avoid or minimize adverse effects. Options may include re-use of the building, removal to another location, and documentation of the building prior to its removal or demolition.

### *Impacts of Alternative A*

Implementation of Alternative A would contribute negligible to minor adverse effects to cultural resources from ongoing use and management of the vacation cabin areas at Rickey Point and Sherman Creek. Ground disturbance associated with gardening, landscaping, and repair or replacement of utilities would continue to occur. Where this occurred in previously disturbed areas, there would be less opportunity to affect subsurface archeological resources; however where ground disturbance might be proposed in previously unaffected areas the potential to find archeological resources would increase. Upon receiving a permit application from the cabin owners for any modifications to the cabins or lots, the NPS would undertake archeological surveys to identify and evaluate any historic property in the Area of Potential Effect. If historic properties would be affected, mitigation measures would be developed. As a result, there would be no adverse effect on archeological resources in the project area.

Because Alternative A would require the removal of the improvements by the permittees if a special use permit was terminated for any reason, it is possible that a cabin considered eligible to the National Register could be considered for removal. This action would constitute an adverse effect that would require the development of a Memorandum of Agreement (MOA) by the NPS with the SHPO and Advisory Council on Historic Preservation. If removal or demolition of an eligible property was proposed, mitigation measures could involve reuse of the building, removal to another site, and/or documentation under the Historic American Buildings Survey (HABS) prior to removal or demolition.

### *Impacts of Alternative B*

Impacts from Alternative B would be the same as under Alternative A, including those associated with potential removal of vacation cabins considered potentially eligible for the NRHP.

### *Impacts of Alternative C*

Once the removal of vacation cabins was begun, implementation of Alternative C would avoid adverse impacts to archeological resources in the vicinity of the 26 vacation cabin lots by using mitigation measures in conjunction with removal of cabins and associated infrastructure to address the protection of previously undiscovered archeological resources. Additional research regarding the eligibility of four potential candidate vacation cabin structures for the NRHP would also occur prior to actions that would affect these structures. Removal of cabins ineligible for the National Register would have no effect on historic properties. If a permittee were to remove a cabin that had been found to be eligible for the NRHP, the NPS would develop mitigation measures in consultation with the State Historic Preservation Office, similar to those outlined in Alternatives A and B.



### *Measures to Avoid, Minimize, or Mitigate Impacts*

The following measures would reduce the likelihood that previously unknown archeological resources would be affected by proposed actions in Alternatives A, B, or C:

- Residents would be required to notify the park of proposals for ground disturbance outside existing footprints of development.
- Archeological and historic property studies would be conducted by the NPS to determine the significance of sites and structures or buildings.
- Mitigation measures would be developed in consultation with the State Historic Preservation Office and the Tribes prior to initiating any project that has a potential effect on cultural resources.
- Ground-disturbing actions would be monitored as appropriate during construction to ascertain presence/absence of archeological materials within the proposed construction zone. If archeological resources were suspected or identified, permittees would be required to stop work in the area as directed by the park until the find could be evaluated and action taken to avoid or mitigate the impact.
- If this is not possible, as much information as possible would be collected about the site in accordance with applicable laws and regulations, and additional consultation with applicable agencies and tribes would occur as specified in the implementing regulations for Section 106 of the NHPA.
- NPS would follow procedures outlined in the Native American Graves Protection and Repatriation Act in the event that human remains or any objects protected under NAGPRA are exposed. This would include the potential need to stop work for a minimum of 30 calendar days. During that time, work may resume in non-sensitive areas.
- In consultation with the SHPO, NPS would evaluate the four cabins considered potentially eligible to the NRHP and develop an MOA with the SHPO and Advisory Council for Historic Preservation (ACHP) prior to taking actions that would adversely affect the building and/or related structures or site.

### *Impairment Findings*

Because no known Archaeological or Ethnographic resources have been recorded at these locations, and because mitigative measures would be developed with the State Historic Preservation Office and enforced by the NPS prior to any action that may have an adverse effect on cultural resources, these Alternatives would not have an impairment on NRA resources.

### *Cumulative Impacts*

The cumulative adverse effects on archaeological and ethnographic resources of Alternatives A–C would be negligible to minor, with ongoing monitoring of ground disturbance and use of mitigation measures as part of project implementation. Proposals submitted to the Superintendent would continue to be reviewed for their potential to affect cultural and natural resources. Archeological monitoring and historic property evaluations would continue to be used to identify and evaluate the potential for cultural resources in proposed project areas and would employ the use of mitigation measures developed in consultation with the SHPO and the tribes. Four cabins have been identified by the State Historic Preservation Officer as potentially eligible to the NRHP. Should these be formally determined to be eligible and removed, there could be a minor to moderate cumulative adverse impact (adverse effect) to historic structures under all of the alternatives.

### *Conclusion*

Because impact avoidance and/or mitigation measures would be applied, there would be no adverse effect to archeological resources. Because Section 106 compliance documentation would be completed and mitigation measures developed in consultation with the State Historic Preservation Office and the Tribes, cumulative effects to archeological or ethnographic resources would be minimized. There would be no effect on historic properties if vacation cabins determined ineligible for the NRHP were removed. If removal of vacation cabins eligible for the NRHP was proposed, there could be an adverse effect on historic properties that might require the development of an MOA with the SHPO and Advisory Council prior to taking any action.

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## G. Impacts to Visitor Experience

Components of visitor experience addressed through this EA include privatized appearance of the shoreline and nearby vacation cabin lots, scenic resources, and public safety. The term “visitor” applies to two categories of visitors: visitors to the NRA who are seeking recreational opportunities that are dependent upon vacation cabins, and visitors who visit the NRA for non-vacation-cabin-dependent experiences.

### *Impacts of Alternative A*

If the NPS continues to issue special use permits for vacation cabin use, there would continue to be localized impacts to non-cabin owning visitors. These park visitors may experience uncertainty regarding the availability of these areas as recreation sites due to the private-property appearance of these areas. There would also continue to be impacts to scenic resources when these areas are viewed from the lake, especially from the Kettle Falls boat launch, and because of the predominance of non-native, rather than native, species in some areas. In addition, ongoing public safety impacts would continue to include low-hanging power lines and non-permitted/inspected electrical power source connections. At the same time, there would continue to be long-term beneficial effects on vacation cabin permittees from the continued ability to live seasonally within the recreation area and to enjoy its amenities.

### *Impacts of Alternative B*

Short-term impacts associated with Alternative B would be similar to Alternative A. Implementation of actions associated with Alternative B would contribute minor localized adverse effects on cabin dependent visitors and long-term minor localized beneficial effects to non-vacation cabin dependent visitor experiences. The outcome from implementation of Alternative B would be a more naturalized shoreline and vacation cabin landscape. Furthermore, encroachments of private property and structures built on or near the shoreline, outside of designated vacation cabin lots, would be more systematically and effectively managed by NPS staff. The scenic resource values of the two special use management zones would likely be improved over time with implementation of these actions, especially from the vantage of people in boats. Where reduction in manicured landscapes, non-native plantings, and parking areas, in conjunction with implementation of habitat enhancement plans, occurs, there would be improvements in the visual continuity of the shoreline environment. To the extent that this occurs, vacation cabins would more effectively “blend” into the background, rather than their current state of visually “popping” into the foreground.

Public safety would also be improved locally and in the long term with implementation of Alternative B, as a result of actions taken to address low power lines, hazard fuel reduction and non-permitted/inspected electrical power source connections. The removal of individual cabin sites and habitat restoration would also be beneficial. The enhanced management level and terms and conditions of the special use permits, however, would likely have a minor localized adverse impact on the visitor experience of those who own and come to enjoy the vacation cabins. Implementation of this alternative would therefore contribute minor localized adverse impacts on the permittees, combined with overall localized, long-term beneficial impacts on other recreation area visitors' experiences.

### *Impacts of Alternative C*

There would be a variety of short-term localized minor to moderate adverse impacts to visitor experience from the implementation of Alternative C, due to the removal of the vacation cabins. The majority of park visitors would experience long-term, localized, beneficial impacts. Following removal of the cabins and associated infrastructure and impervious surfaces, sites will be restored and rehabilitated. Visitor experience would likely shift to reflect nature-oriented or other recreational opportunities, similar to those that occur in other parts of the national recreation area.

The removal of the vacation cabins would have minor to moderate, localized, adverse impacts on the visitor experience for the special use permittees and their guests, because there would no longer be vacation cabins to support this recreational opportunity. Terminating these permits would result in the need to move personal effects, including the vacation cabins themselves. From the perspective of the majority of visitors who seek recreational opportunities not dependent upon the vacation cabins, there would be long-term, localized beneficial effects from 20 additional acres of restored lands and shorelines to support other recreational visitor use opportunities.

Most park visitors would experience an expanded opportunity to view a restored landscape along the formerly developed shorelines and also have more opportunities to see wildlife in the restored natural setting. Without the structures and human activity in proximity to the vacation cabins and nearby shorelines, the less-privatized appearance of beaches would also likely encourage additional recreational boating use.

### *Measures to Avoid, Minimize, or Mitigate Impacts*

- Site restoration work would be avoided evenings, weekends, and holidays. Longer construction delays or total road closures may require approval from the superintendent.
- Press releases would be distributed to local media, signs in the recreation area, and ferry information to inform visitors about construction conditions during the projects.
- A safety plan would be developed prior to the initiation of construction to ensure the safety of recreation area visitors, workers, neighbors, and park staff.
- Disturbed soil areas would be revegetated as soon as is practical following construction.

### *Cumulative Impacts*

There are many visitor facilities and recreational opportunities at Lake Roosevelt, managed by the National Park Service and the Tribes. The vacation cabins were constructed in the 1950s and have continued to be an authorized special use in more recent planning documents, including the 2000 General Management Plan. Alternative A would result in negligible to minor, localized, adverse effects on visitor experience for non-cabin using visitors. Those seeking recreational opportunities dependent on vacation cabin usage would experience minor localized short-term adverse effects from additional enforcement of permit terms and conditions. Implementation of Alternative B would contribute to minor cumulative localized beneficial effects to visitor experience, as a function of improved scenic resource values as well as reduced threats to public safety. For vacation cabin permittees, this alternative would have a minor, localized, adverse impact as more detailed and stringent terms and conditions are implemented and annual inspections occur. Implementation of Alternative C would contribute minor to moderate, localized, cumulative, beneficial effects for recreation area visitors not associated with the vacation cabins and moderate, localized adverse effects on vacation cabin permittees and their guests.

### *Conclusion*

Alternative A would provide negligible to minor adverse and beneficial effects to visitor experience. Impacts from Alternative B would be similar to Alternative A, with long-term, localized, beneficial effects to visitor experience, from improved scenic resources from potential implementation of habitat enhancement plans, rehabilitation of individual cabin sites by willing permittees, and improved continuity of landscape resources. Alternative B would also improve safety for vacation cabin permittees, their guests, and some visitors to Lake Roosevelt through reduction of hazards. Alternative C would contribute minor to moderate, localized, adverse effects on vacation cabin permittees and their guests as well as long-term, localized, beneficial effects on other visitors to Lake Roosevelt from the removal of vacation cabins including improvements to scenic resources, and an enhanced availability of public land for all park visitors.

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## H. Impacts to Socioeconomics (Gateway Communities)

The Sherman Creek and Rickey Point vacation cabins are located near the towns of Kettle Falls and Colville, two gateway communities to Lake Roosevelt NRA. Though there is no empirical data regarding the degree to which vacation cabin permittees and their visitors contribute to the local economy through purchases of gas, supplies, and other services in gateway communities, there is believed to be a beneficial relationship between vacation cabin use and local economies. A broader, regional money generation model study considering all recreational users showed that Lake Roosevelt benefited the local economies of the area by contributing 851 jobs, \$15,612,000 in personal income created (including NPS salaries), and \$35,677,000 in non-local visitor and park payroll spending (NPS 2006).

### *Impacts of Alternative A*

Implementation of Alternative A presumably would contribute beneficial effects to local communities and economies as the basic terms and conditions of the special use permits are met and from ongoing use of the vacation cabin sites as seasonal residences. There may also be localized adverse effects as those visitors not associated with the cabins may be deterred from visiting the area due to the private appearance of the land and shoreline.

### *Impacts of Alternative B*

Implementation of Alternative B presumably would also continue to contribute long-term beneficial effects from ongoing purchase of materials and services from nearby communities by the permittees. Additional short-term beneficial effects would likely occur from activities related to meeting current and upgraded terms and conditions. These would include activities related to habitat improvements, removal of hazard trees, improvements needed following annual inspections, and systematic septic system inspections and pumping. A more public appearance of the shoreline might encourage additional visitors to use the area, thereby beneficially stimulating the local economies.

### *Impacts of Alternative C*

Implementation of Alternative C would contribute to short-term beneficial effects to local communities and economies from construction services needed to support cabin removal and site restoration. Following cabin removal and completion of site restoration activities, there would be minor adverse impacts to local communities, from the loss of vacation cabin permittees and guests, which would potentially be offset by increased visitation and use of these sites by other recreation area visitors.

### *Measures to Avoid, Minimize, or Mitigate Impacts*

- Where possible, licensed/bonded specialists would conduct septic system inspections, hazard tree removal, and other site improvement activities. These activities could be jointly scheduled by permittees to reduce travel and set-up costs.
- Where possible, it is likely that both the NPS and permittees would make use of local contractors and suppliers.

### *Cumulative Impacts*

National Parks, including National Recreation Areas, often provide long-term beneficial economical effects on local communities from park operations and visitor use. Under Alternative A, ongoing beneficial impacts from park spending on salaries and projects associated with management of Rickey Point and Sherman Creek would continue, thereby providing a negligible, localized, beneficial cumulative impact. The cumulative effect of Alternative B would be similar to Alternative A, with the exception of short-term beneficial effects to local economies associated with meeting upgraded terms and conditions. Alternative C would also contribute to minor, localized, cumulative beneficial effects to local communities, as part of cabin removal and vacation cabin site restoration. There might also be long-term minor adverse impacts from the removal of the vacation cabins because there might be lost revenues from the cabin owners. Alternative C would likely have negative effects from the loss of cabin owners offset by the likely increased visitation by non-cabin using visitors.

### *Conclusion*

Alternative A would provide negligible impacts to local economies. Alternative B provides similar levels of benefits as Alternative A, though it may also result in enhanced localized, beneficial effects to local economies as a function of special use permit requirements to demonstrate compliance with Washington State standards for septic system functionality. Alternative C, in the short term, would provide additional beneficial effects to local communities combined with long-term neutral effects.



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## I. Impacts to Park Operations

### *Impacts of Alternative A*

Implementation of Alternative A would have ongoing negligible effects to park operations, because park management staffing and programs relating to vacation cabins would remain the same except associated with new requirements for permittees to schedule inspections that provide documentation of fully functioning septic systems prior to any permit issuance.

### *Impacts of Alternative B*

Implementation of Alternative B would have minor to moderate long-term adverse effects to park operations from additional actions associated with the management of vacation cabin sites and permittees. Among the actions proposed in Alternative B that would require additional program development and staff input are: inspections of the sites to document compliance with the terms and conditions; site-specific planning efforts to develop habitat enhancement plans; restoration plans and project oversight as individual cabins are removed; development of site specific educational material for such programs, such as Firewise and Tread Lightly®; and additional oversight of the entire vacation cabin program, including processing paperwork related to compliance with the terms and conditions.

Proposed Transfer and Termination actions associated with Alternative B would also have negligible, short-term, localized impacts on current park operations. There would, however, be a long-term, beneficial impact on operations as individual cabin sites are removed and sites are rehabilitated and the area no longer needs administrative oversight. Alternative B would therefore contribute minor to moderate adverse impacts to park operations with possible beneficial impacts as the cabins wither come into permit compliance or cabins are removed.

### *Impacts of Alternative C*

Initially, there would be an increased need for coordination with vacation cabin permittees to oversee removal of vacation cabins and to manage the subsequent vacation cabin site restoration. In the long term, following completion of site restoration activities, long-term impacts to park operations, and staffing would decrease to negligible.

### *Measures to Avoid, Minimize, or Mitigate Impacts*

- Park fees would be used to supplement program areas needing additional staffing and resources to address the short-term adverse impacts to operations. This could include maintenance and construction staff or contracts for cabin removal, natural resource staff for habitat planning and site restoration, and management level assistance in seeking partners to assist with transfer and termination costs.

### *Cumulative Impacts*

Over time, Lake Roosevelt NRA has become more expensive to manage and to operate. The cumulative effect of implementing Alternative A would contribute negligible cumulative adverse effects to park operations. There would be both minor adverse and beneficial cumulative effects from Alternative B. Initial implementation of Alternative C would contribute moderate adverse impacts to park operations that would be reduced over time to minor beneficial effects pending removal of vacation cabins and cessation of day-to-day operational responsibilities.

### *Conclusion*

Ongoing impacts to park operations in Alternative A would continue to be negligible. Minor to moderate impacts to park operations would occur with the implementation of Alternative B. Impacts would initially be similar in Alternative C; however, these minor to moderate adverse effects to park operations would lessen to negligible over time as site restoration activities were completed.

Table 6-1. Impact Comparison Chart

This table summarizes the impacts to each impact topic, across project alternatives.

IMPACT TOPIC	ALTERNATIVE A IMPACTS
Land Use	Negligible adverse effects from the implementation of existing plans and programs. Negligible cumulative adverse effects.
Soils and Vegetation	Ongoing, localized minor adverse effects. Negligible cumulative adverse effects.
Water Resources: Water Quality	Negligible to minor adverse effects on water quality. Minor cumulative adverse effects.
Wildlife	Negligible to minor adverse effects. Localized minor cumulative adverse effects.
Cultural Resources	No adverse effect to archeological resources. Possible adverse effect to historic resources if a cabin was eligible for NRHP and subsequently removed. Negligible cumulative effects to cultural resources, with ongoing monitoring and consultation.
Visitor Experience	Ongoing, negligible adverse effects. Negligible cumulative adverse effects.
Socioeconomics	Negligible beneficial effects. Negligible cumulative effects.
Park Operations	Negligible adverse effects. Negligible cumulative adverse effects.
Impairment	No impairment of park resources or values.

ALTERNATIVE B IMPACTS	ALTERNATIVE C IMPACTS
<p>Localized negligible to minor beneficial effects from the implementation of protective management actions.</p> <p>Negligible beneficial cumulative effects.</p>	<p>Moderate beneficial effects from the removal of vacation cabins, structures, and impervious surfaces.</p> <p>Beneficial cumulative effects.</p>
<p>Short-term, negligible adverse impacts and long-term moderate beneficial effects.</p> <p>Long-term beneficial cumulative effects.</p>	<p>Short-term, minor to moderate adverse localized effects with corresponding localized beneficial long-term effects.</p> <p>Minor cumulative short-term adverse effects and long-term moderate cumulative beneficial effects.</p>
<p>Short-term negligible to minor adverse effects and long-term minor to moderate beneficial effects.</p> <p>Cumulative beneficial effects.</p>	<p>Same as Alternative B in the short-term and long-term moderate beneficial effects.</p> <p>Cumulative beneficial effects.</p>
<p>Same as A and long-term, localized negligible beneficial effects.</p> <p>Localized negligible cumulative beneficial effects.</p>	<p>Short-term, localized minor adverse effects and long-term minor beneficial effects.</p> <p>Long-term, minor cumulative beneficial effects.</p>
<p>Same as Alternative A.</p>	<p>Same as Alternative A.</p>
<p>Negligible to minor beneficial effects.</p> <p>Minor cumulative beneficial effects.</p>	<p>Minor to moderate adverse effects to permittees and their guests and long-term beneficial effects to non-vacation cabin dependent visitors.</p> <p>Negligible to moderate cumulative beneficial effects and cumulative adverse effects for visitors dependent on vacation cabin use.</p>
<p>Same as Alternative A.</p>	<p>Negligible to minor short-term beneficial effects and long-term negligible adverse effects to the primary gateway communities.</p> <p>Negligible cumulative effects.</p>
<p>Minor short-term adverse to minor long-term beneficial effects dependent on levels of activity selected by permittees.</p> <p>Minor cumulative beneficial effects.</p>	<p>Moderate, short-term adverse effects and minor long-term beneficial effects.</p> <p>Minor cumulative beneficial effects.</p>
<p>Same as Alternative A.</p>	<p>Same as Alternative A.</p>

# **VI. Consultation and Coordination**

This chapter contains a review of consultation and coordination efforts undertaken for the Vacation Cabin Environmental Assessment.

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## A. Project Scoping History

The public scoping period for the Vacation Cabin Environmental Assessment was held from May 20, 2008, to June 27, 2008. A public scoping announcement was placed on the park's website and in the following newspapers: *The Star* (Grand Coulee), *Davenport Times*, *Republic News Miner*, *Statesman Examiner* (Colville), *Spokesman Review* (Spokane), *Omak Chronicle*, *Seattle Times*, and the *Seattle Post-Intelligencer*. The park conducted both internal and external scoping with appropriate NPS staff, agencies, tribes, and the public to determine the range of issues to be analyzed in the EA. Internal scoping included analysis from specialists such as historical landscape architects, hydrologists, biologists, engineers, and other NPS staff from Lake Roosevelt, the Denver Service Center, and the Pacific West Region, as well as staff from other agencies. In addition, county commissioners from Ferry and Stevens counties and representatives from the Confederated Tribes of the Colville Reservation and the Spokane Tribe of the Spokane Reservation were part of the planning team. Based on scoping comments received and federal laws, regulations, and executive orders, the NPS determined that an EA was the appropriate level of compliance for issuance of special use permits. The scoping process was used to define the project purpose and need, identify issues and impact topics, outline reasonable and feasible alternative actions, and to describe and evaluate the relationship of the alternatives to other planning efforts in the park.

There were a total of 127 public comments received during Public Scoping. These comments were submitted via the NPS Planning, Environment, and Public Comment (PEPC) website, U.S. mail, email, or handed to staff at public meetings. The park conducted three public meetings (May 20, 21, and 28, 2008) to provide the public with an opportunity to learn more about the project purpose, history, and related resource management issues. Comments submitted during public scoping were analyzed to identify issues and concerns, and the input was incorporated into the development of six primary planning issues and four preliminary alternatives. Park staff also continued to consider public and internal concerns as they arose throughout project planning, and to integrate these additional ideas where possible and appropriate.

A second 45-day public scoping period to preview the preliminary alternatives was conducted between July 6, 2009, and August 19, 2009. This resulted in another 96 comment letters received via U.S. mail, email, or the PEPC website. During this time the park also held two public open houses (July 6 and 7, 2009) to provide the public with an opportunity to learn more about the preliminary project alternatives being considered for the EA. Most comments did not substantively respond to the planning issues presented within the Alternatives Development Newsletter, but instead expressed support for implementation of a specific alternative or alternatives. Of the comments submitted during the Alternatives Development Scoping Period, 90 comments supported the No Action Alternative (Alternative A), two comments supported the Removal of Cabins Alternative (Alternative C), and four comments were not conclusive in their support of a specific alternative.

Comments were submitted directly to the park at the following address: Lake Roosevelt National Recreation Area, 1008 Crest Drive, Coulee Dam, Washington, 99116-1259. Comments were also submitted via the PEPC website at <http://parkplanning.nps.gov/laro> or sent via email to the superintendent, project manager, or other staff. Information about the planning process was updated and posted on the park's website—<http://www.nps.gov/laro>—and on the PEPC website.

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## B. Consultation

### *U.S. Fish and Wildlife Service (USFWS)*

Section 7 of the Endangered Species Act (1973) requires agencies to consult with the U.S. Fish and Wildlife Service (USFWS) regarding any action authorized, funded, or carried out by a federal agency to ensure that it does not jeopardize any listed species or its critical habitat. In consultation with the USFWS, the NPS was directed to the USFWS website for the most recent list of protected species in the project area. This list was used as the basis for the special status species analysis in this EA. The list would be checked for updates prior to construction. Because there would be no effect on species listed or proposed as threatened or endangered from implementation of the alternatives in this EA, no additional consultation with the USFWS is necessary.

### *American Indian Tribes*

Lake Roosevelt National Recreation Area is consulting with American Indian tribes having cultural association with areas affected by the Vacation Cabin Environmental Assessment, including the Confederated Tribes of the Colville Reservation and the Spokane Tribe of the Spokane Reservation. Representatives of these tribes were part of the Interdisciplinary Planning Team established by the recreation area for this project. Ongoing consultation with the tribes is continuing through review of this Environmental Assessment and incorporation of requested information. Additional information sharing and project planning would continue throughout the planning and implementation of the proposed project.

### *State Historic Preservation Officer (SHPO)*

On March 29, 2010, NPS staff sent a letter to the Washington State Department of Archaeology and Historic Preservation (DAHP) notifying them that Lake Roosevelt NRA was initiating an Environmental Assessment for a Vacation Cabin Management Plan. DAHP staff responded, requesting that Lake Roosevelt National Recreation Area complete a Historic Property Inventory of the cabins and to evaluate them for their eligibility for inclusion in the National Register of Historic Places (NRHP). They also requested that the NPS consider whether the vacation cabin areas may warrant designation as a Historic District. NPS staff completed the inventory and presented the findings in a letter on September 9, 2010. In a letter dated October 15, 2010, the DAHP concurred with the NPS determination that 21 of the cabins were ineligible to the NRHP and the vacation cabin areas were also ineligible for the NRHP as Historic Districts. However, the DAHP requested additional information for four of the cabins because these were potentially eligible based on their integrity of design and construction.



The DAHP also requested NPS to provide more information on the context of the development of the cabins in Lake Roosevelt to determine whether the cabins are associated with any trend that is significant in the history of the United States. Ongoing consultation with the DAHP would continue to determine whether the potentially eligible vacation cabins are in fact eligible for the NRHP and to determine their disposition pending the selection of an alternative in this EA.

### ***Public Review of This Environmental Assessment and Project Updates***

This EA is available for a 30-day public review and comment period which begins the date the EA is distributed. The availability of the EA is being announced via press releases, and the EA is being mailed or emailed to the list of persons and agencies that have expressed interest in Lake Roosevelt proposed actions and events. This includes agencies, public libraries, and organizations such as the Wilderness Society, the Alpine Club, Sierra Club, etc. The EA will also be available at local libraries in Colville, Grand Coulee, Davenport, Republic, and Kettle Falls. An electronic copy of the EA is also available online at <http://www.nps.gov/laro> and at <http://parkplanning.nps.gov/laro>.

Comments on the EA or requests for additional copies of the EA (please specify CD or printed copy) should be directed to:

**Superintendent**  
**Lake Roosevelt National Recreation Area**  
**1008 Crest Drive**  
**Coulee Dam, Washington 99116-1259**  
(509) 633-9441  
<http://www.nps.gov/laro> or <http://parkplanning.nps.gov/laro>

Comments will be documented and analyzed at the close of the public review period. If no significant impacts from the proposed action are identified, the EA will then be used to prepare a Finding of No Significant Impact (FONSI), which will be sent to the NPS Pacific West Regional Director for signature.

During the public review period, additional consultation will occur to affirm determinations of effect (if needed) with the Washington State Historic Preservation Officer and the U.S. Army Corps of Engineers. Consultation with the Confederated Tribes of the Colville Nation, the Spokane Tribe of the Spokane Reservation, and the U.S. Bureau of Reclamation is ongoing. Notice of concurrence with the determinations of effect will be documented in the FONSI, if prepared, for this EA (see above).

For more information concerning this EA, please contact the park Chief of Integrated Resources, **Ken Hyde**, at (509) 633-9441, extension 128, or Environmental Protection Specialist **Jon Edwards** at (509) 633-9441, extension 130.

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## C. List of Persons and Agencies Consulted / Preparers

The following people and agencies were consulted for or assisted with preparation of this Environmental Assessment:

### **Lake Roosevelt National Recreation Area**

1008 Crest Drive, Coulee Dam, Washington, 99116

Debbie Bird (Superintendent)

Ray Dashiell (former Facility Manager)

Ray DePuydt (Archeologist)

Adam Kelsey (former Law Enforcement Specialist / Acting Chief Ranger)

Jon Edwards (Environmental Protection Specialist)

Gina Pearson (former Natural Resources Specialist)

Jerald Weaver (former Chief, Compliance and Natural Resources Management)

Ken Hyde (Chief of Integrated Resources)

### **National Park Service, Denver Service Center**

12795 West Alameda Parkway, Lakewood, Colorado, 80228

Karen Vaage, Landscape Architect

### **National Park Service, Pacific West Region**

1111 Jackson Street, Suite 700, Oakland, California, 94607

Alan Schmierer, Regional Environmental Coordinator

### **National Park Service, Pacific West Region**

909 First Avenue, Seattle, Washington, 98104

Rory Westberg, Deputy Regional Director

Keith Dunbar, Chief, Planning and Compliance

Rose Rumball-Petre, Environmental Protection Specialist (c/o Craters of the Moon National Monument and Preserve, PO Box 29, Arco, Idaho 83213)

### **Jones & Jones Architects and Landscape Architects, Ltd.**

105 South Main Street, Suite 300, Seattle, Washington, 98104

Jennifer Knauer (Planner)

### **Confederated Tribes of the Colville Reservation**

PO Box 150, Nespelem, Washington, 99155

Pete Palmer

### **Bureau of Indian Affairs**

Building 201, Agency Square / PO Box 389, Wellpinit, Washington, 99040

John St. Pierre

**U.S. Bureau of Reclamation**

Grand Coulee Power Office, PO Box 620, Grand Coulee, Washington, 99133  
Stephanie Utter, Land Resources Division Manager

**Ferry County**

290 East Tessie Avenue, Republic, Washington, 99166  
Robert Heath (County Commissioner)

**Stevens County**

215 South Oak Street, Colville, Washington, 99114  
Merrill Ott (County Commissioner)

**Tri County Health**

260 South Oak Street, Colville, Washington, 99114  
Matt Schanz



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# Appendices

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## Appendix 1. Measures to Avoid, Minimize, or Mitigate Impacts

### LAND USE

- Development footprints would continue to be concentrated, rather than spread out.
- Construction limits for improvements would be clearly delineated to prevent expansion of impacts into additional undisturbed areas.
- Site restoration plans would be developed as vacation cabins are proposed for removal and would not only include the removal of all structures and improvements, but would also include re-contouring the site to original landscape conditions and restoration of hydrologic features, along with an intensive effort to plant native vegetation.

### SOILS

- Construction staging areas would be located where they will minimize new disturbance of area soils and vegetation.
- Ground disturbance would be minimized to the extent possible.
- No construction activities when soils are wet.
- Parking areas and other actions which contribute to soil compaction would be minimized in areas with trees or shrubs and promoting the use of mats or plywood to minimize soil compaction impacts in sensitive areas during restoration activities.
- Topsoil would be salvaged from excavated areas for use in re-covering source area or other project areas.
- Piling of excavated soils would be avoided alongside remaining trees, and carefully using heavy equipment to minimize damage to these trees.
- Windrowing topsoil at a height that would help to preserve soil microorganisms (less than three feet).
- Excavated materials from the project area would be reused (rather than removing). Imported driveway gravels would be removed and not used for fill in excavated foundation and septic tank sites as these change the nature of the soils and substrates.
- Project areas would be revegetated through native seeding and/or planting. Use of erosion blankets, hydroseeding, or bio-engineering practices on steeper slopes to minimize erosion prior to plant establishment.
- Weed-free clean fill and topsoil would be imported where needed.
- Clearing limits would be delineated to minimize the amount of vegetation loss.
- Silt fencing or other erosion control methods would be installed, to prevent loss of native soil.

**VEGETATION**

- Driving would only take place on established roads and the amount of parking at each cabin site would be minimized.
- Cleaning vehicles, to ensure that invasive weeds are not brought in from previous work sites by construction vehicles and equipment.
- Removal of non-native landscaping trees and shrubs that have been found to naturalize and spread.
- Eurasian water milfoil spread would be prevented by removing plant fragments from boat props, trailers, fishing lines, etc., prior to using or beaching the boats in the vicinity of the cabin sites.
- Prior to site restoration activities using heavy equipment, native plant material would be salvaged and replanted following removal of impervious surfaces and/or structures (Alternatives B and C).

**WATER RESOURCES**

- Water quality monitoring data would be used to inform development of mitigation actions
- Soil disturbance would be minimized and disturbed areas would be re-seeded or revegetated as soon as practical.
- Minimize the creation of additional impervious surfaces

**WILDLIFE**

- Restoration activities associated with Alternatives B and C would be scheduled to avoid or minimize impacts during sensitive periods (e.g., bird nesting and breeding seasons, periods of critical mammal use such as fawning periods, squirrel nesting, etc.).
- Residents would be encouraged to limit the effects of light and noise on wildlife habitat by directing lighting inward and downward and by minimizing noise.
- Regulations that prohibit the feeding of wildlife would be enforced.
- Residents would be encouraged to maintain proper food storage, disposing of all food waste and food-related waste promptly, in a bear-proof receptacle, if available.
- Residents would be required to keep all domesticated animals and pets restrained or on leash.
- Sites would be restored to native vegetation, including with plants that would provide food and shelter.

### **CULTURAL RESOURCES**

- Residents would be required to notify the park of proposals for ground disturbance outside existing footprints of development.
- Archeological and historic property studies would be conducted to determine the significance of sites and structures or buildings.
- Mitigation measures would be developed in consultation with the State Historic Preservation Office and the Tribes prior to initiating any project that has a potential effect on cultural resources.
- Ground-disturbing actions would be monitored as appropriate during construction to ascertain presence/absence of archeological materials within the proposed construction zone. If archeological resources were suspected or identified, permittees would be required to stop work in the area as directed by the park until the find could be evaluated and action taken to avoid or mitigate the impact.
- If this is not possible, as much information as possible would be collected about the site in accordance with applicable laws and regulations and additional consultation with applicable agencies and tribes would occur as specified in the implementing regulations for Section 106 of the NHPA.
- NPS would follow procedures outlined in the Native American Graves Protection and Repatriation Act in the event that human remains or any objects protected under NAGPRA are exposed. This would include the potential need to stop work for a minimum of 30 calendar days. During that time, work may resume in non-sensitive areas.
- In consultation with the SHPO, NPS would evaluate the four cabins considered potentially eligible to the NRHP and develop an MOA with the SHPO and Advisory Council for Historic Preservation (ACHP) prior to taking actions that would adversely affect the building and/or related structures or site.

### **VISITOR EXPERIENCE**

- Site restoration work would be avoided evenings, weekends and holidays. Longer construction delays or total road closures may require approval from the superintendent.
- Press releases would be distributed to local media, signs in the recreation area and ferry information to inform visitors about construction conditions during the projects.
- A safety plan would be developed prior to the initiation of construction to ensure the safety of recreation area visitors, workers, neighbors, and park staff.
- Disturbed soil areas would be revegetated as soon as practical following construction.

**SOCIOECONOMIC**

- Where possible, licensed/bonded specialists would conduct septic system inspections, hazard tree removal, and other site improvement activities. These activities could be jointly scheduled by permittees to reduce travel and set-up costs.
- Where possible, it is likely that both the NPS and permittees would make use of local contractors and suppliers.
- Special funding could be sought and then made available to assist with restoration or removal as applicable under specific alternatives.

**PARK OPERATIONS**

- Park fees would be used to supplement program areas needing additional staffing and resources to address the short-term negative impacts to operations. This could include maintenance and construction staff or contracts for cabin removal, natural resource staff for habitat planning and site restoration, and management level assistance in seeking partners to assist with transfer and termination costs.

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## Appendix 2. Plan Distribution List

The Vacation Cabin Environmental Assessment will be distributed to individuals and organizations for a formal public review. Public distribution and notification will occur through websites, press releases, CD copies, hard copies, and letters. Open house meetings will be held during the public review period. The complete plan, including maps, will be available on the NPS Planning, Environment, and Public Comment (PEPC) website. A link to the PEPC site was added to the Lake Roosevelt NRA home page. The distribution list includes the following:

U.S. Congress

U.S. Senator Maria Cantwell

U.S. Senator Patty Murray

Congresswoman Cathy McMorris-Rodgers

Representative Doc Hastings

Federal Agencies

U.S. National Park Service

Columbia Cascade System Support Office, Seattle, Washington

Pacific West Region, Oakland, California

Regional Solicitor's Office

Pacific West Region Library

Amistad National Recreation Area, Superintendent

Great Basin National Park

Glen Canyon National Recreation Area

Water Resources Division, Denver and Fort Collins, Colorado

(Wetlands Specialist and Hydrologist)

Natural Resource Program Center, Denver, Colorado (Soils Scientist)

Inventory and Monitoring (Invasive Species Coordinator,

Upper Columbia Network Coordinator)

Threatened and Endangered Coordinator for Pacific West

Invasive Species Coordinator, Fort Collins, Colorado

U.S. Bureau of Reclamation

Grand Coulee Office, Planning

Ephrata Office, Realty Specialist

U.S. Bureau of Land Management  
Spokane Office, Range Management Specialist

U.S. Forest Service  
Colville National Forest  
Okanogan National Forest

U.S. Natural Resource Conservation Service  
Colville, Washington  
Davenport, Washington  
Ephrata, Washington  
Okanogan, Washington  
Colville Tribal Liaison

U.S. Bureau of Indian Affairs  
Natural Resources (Nespelem and Wellpinit, Washington)  
Superintendent (Nespelem and Wellpinit, Washington)

U.S. Fish and Wildlife Service (Spokane, Washington)

U.S. Environmental Protection Agency (Seattle, Washington)

Bonneville Power Administration (Spokane, Washington)

Army Corps of Engineers (Idaho)

#### **INDIAN NATIONS**

Confederated Tribes of the Colville Reservation

Historic Preservation Office  
Business Council  
Environmental Trust  
Fish and Wildlife  
Parks and Recreation  
Planning Department  
Tribal Attorney

Spokane Tribe of the Spokane Reservation

Business Council  
Natural Resources  
Historic Preservation Office  
Planning

**STATE OF WASHINGTON**

State Representative Shelly Short

State Representative Joel Kratz

Department of Agriculture

Department of Ecology, Water Resources

Department of Fish and Wildlife

Department of Natural Resources

Office of Archeology and Historic Preservation

**COUNTIES**

Lincoln County

Weed Control Board Coordinator

Planning Department

County Commissioners

Stevens County

Weed Control Board Coordinator

Planning Department

Federal Lands Advisory Committee

County Commissioners

Ferry County

County Commissioners

Planning Department

Weed Control Board Coordinator

**CHAMBER OF COMMERCE/TOWN COUNCILS**

Electric City

Grand Coulee

Kettle Falls

Town of Coulee Dam

Davenport



**ORGANIZATIONS AND EDUCATIONAL INSTITUTIONS**

National Parks and Conservation Association

North Cascades Conservation Council

North Columbia Forestry Associates

Northwest Ecosystem Alliance

Sierra Club

Washington State Cattlemen's Association

Washington Environmental Council

Washington State University Extension (Lincoln and Ferry County)

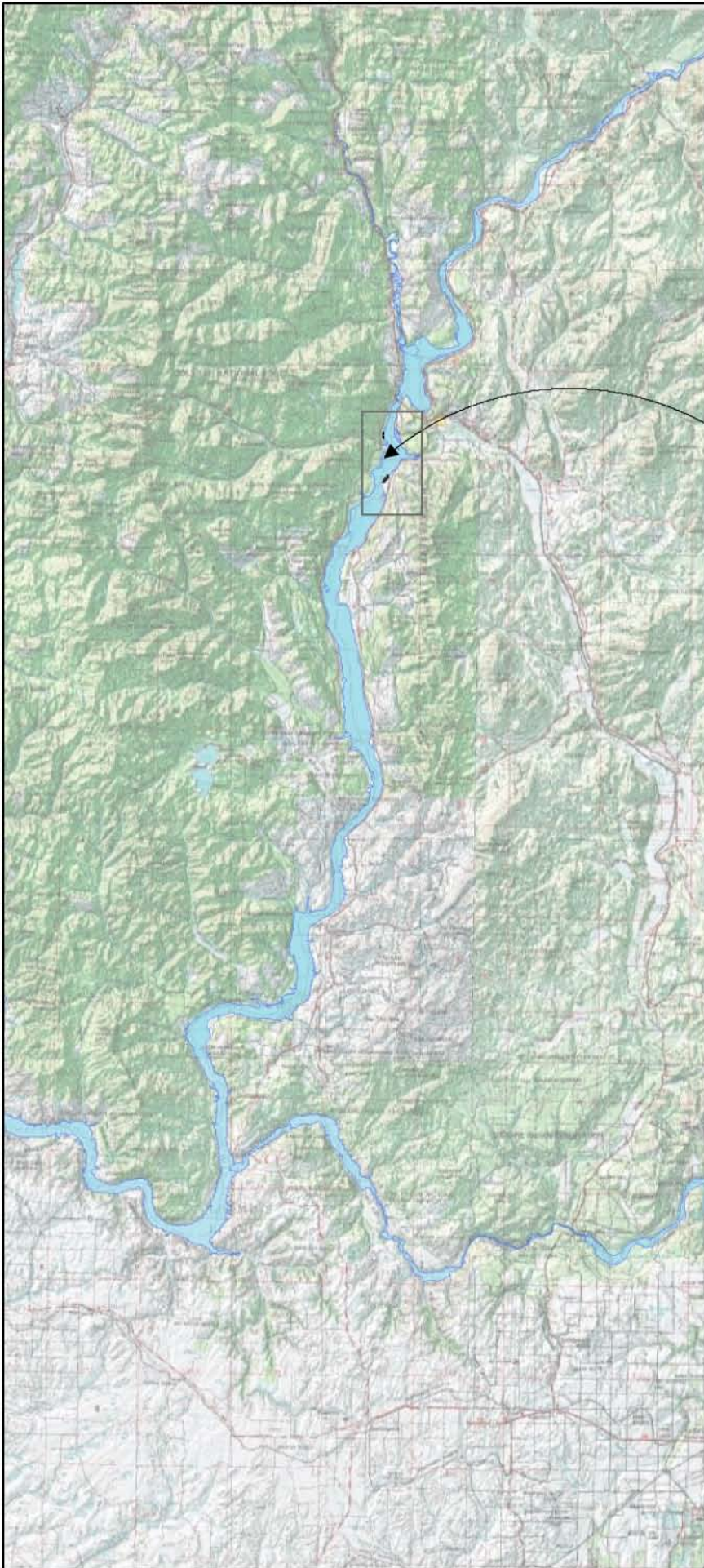
Tri County Health

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## Appendix 3. Photographic Documentation of Vacation Cabin Sites

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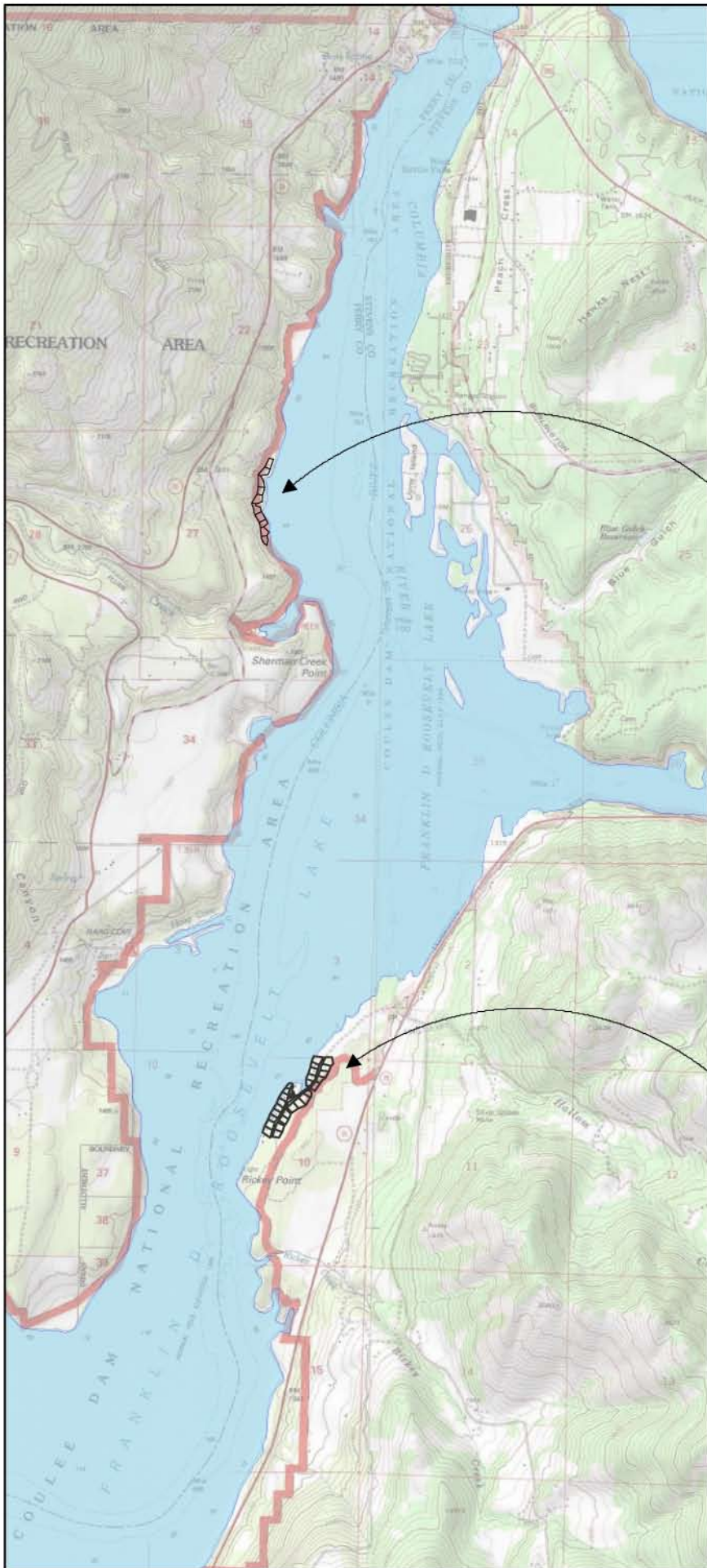
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Sherman Creek &  
Rickey Point







Sherman Creek

Rickey Point

























# Key Map

## Sherman Creek Cabin Sites


### Utilities

-  Electrical
-  Exercise Bar in Tree
-  Fire Ring
-  Flag Pole
-  Hose Bib
-  Hose Bib w/ Sewer Inspection Port
-  Hose Bib/Sprinkler Box
-  Irrigation Cover
-  Light
-  Manhole Cover
-  Outdoor Shower
-  Pit Toilet
-  Satellite Dish
-  Spring on Beach
-  Sprinkler Box
-  Transformer
-  Transformer and Satellite Dish
-  Transformer/Utility Box
-  Water Line
-  Water Line and Hose Bib

### Seawall

-  Concrete
-  Post and Lumber
-  Riprap
-  Unknown

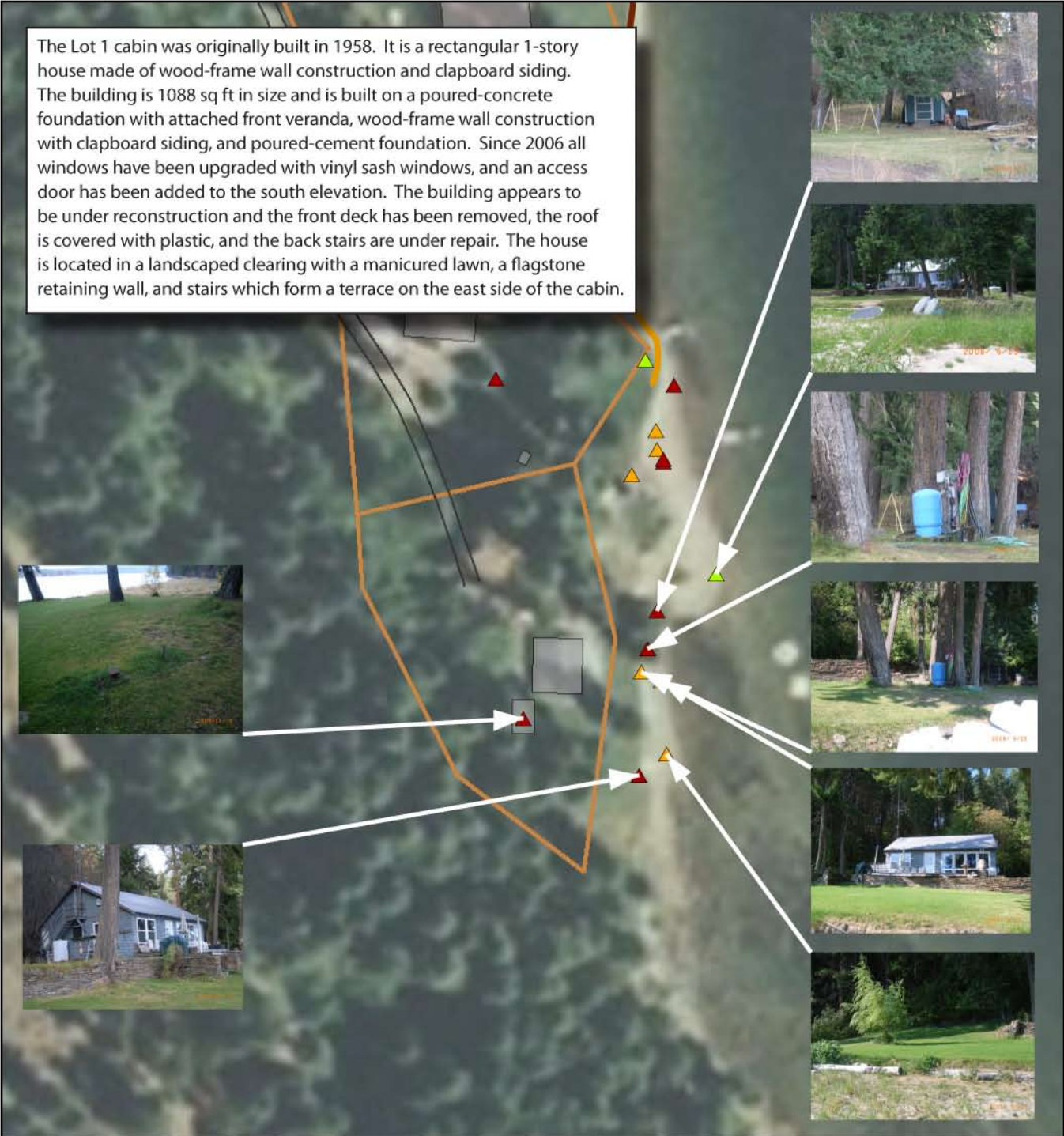
### Buildings

-  Buildings (LARO)





The Lot 1 cabin was originally built in 1958. It is a rectangular 1-story house made of wood-frame wall construction and clapboard siding. The building is 1088 sq ft in size and is built on a poured-concrete foundation with attached front veranda, wood-frame wall construction with clapboard siding, and poured-cement foundation. Since 2006 all windows have been upgraded with vinyl sash windows, and an access door has been added to the south elevation. The building appears to be under reconstruction and the front deck has been removed, the roof is covered with plastic, and the back stairs are under repair. The house is located in a landscaped clearing with a manicured lawn, a flagstone retaining wall, and stairs which form a terrace on the east side of the cabin.



### Sherman Creek Cabin Sites

Lot # 1

#### Photographer Location & Date

- ▲ June 19, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009





Built in 1958, the original cabin was 30 feet square and built of log and wood-frame construction on a poured-concrete foundation. It has a metal-covered roof with varied roof lines due to the addition of a 13-foot-by-13-foot utility room in 1978 and a 2½-story addition in 2000. The additions increased the floor space to approximately 1600 sq ft. A wraparound deck was added on the south and east side of the new addition in 2000. The building is located in an extensively landscaped clearing with a manicured lawn and lawn irrigation system, a rock-lined terrace, parking, and garden areas.



### Sherman Creek Cabin Sites

Lot # 2

#### Photographer Location & Date

- ▲ June 19, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009







This cabin was built in 1959 and is an irregular-shaped, 2-story cabin with a deck and carport. The cabin is 1310 sq ft, has a 220 sq ft garage, deck, and carport. It is of wood-frame wall construction with clapboard siding, metal-covered saltbox roof, and poured-cement foundation. The front (east) elevation has both first- and second-floor verandas. According to the present owner, the structure has not been modified in the last 32 years. The building is located in a landscaped clearing with a manicured lawn, an irrigation system, and cement-block retaining wall with upper terraced planter.



### Sherman Creek Cabin Sites

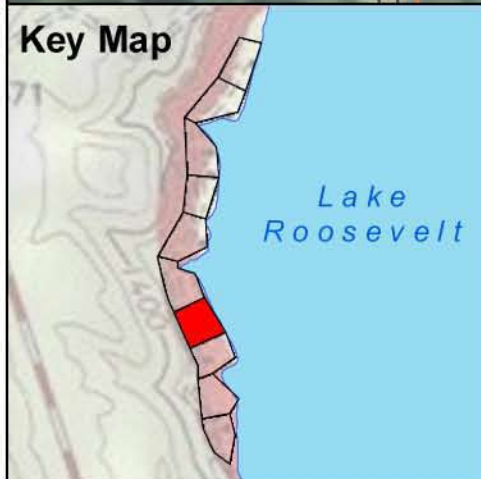
Lot # 3

#### Photographer Location & Date

- ▲ June 19, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009




This cabin is a square, two-story structure, 1000 sq ft in size, with a 560 sq ft porch. It is of wood-frame wall construction with clapboard siding on the second story and board-and-batten on the first floor and porch. The shed-style roof was covered with rolled asphalt composition, and the building is built on a poured-concrete foundation. The porch, which extends along the south and east walls, is screened. This cabin, which was built in 1959, retains much of its original design of roofline and siding, but it was remodeled by enclosing a shed along the south wall to create a new room and to extend the east side porch. The yard has been extensively landscaped, with trees being removed, manicured lawns installed, and flagstone retaining walls and stairs constructed.



**Sherman Creek Cabin Sites** **Lot # 4**

**Photographer Location & Date**

- ▲ June 19, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009





This rectangular 528 sq ft structure was built in 1959. It is one story with wood-frame wall construction and clapboard siding, a metal-covered gabled roof, and a cement foundation. Around 2006, the windows were replaced with new vinyl sash windows. The cabin is located in a landscaped clearing with a manicured lawn.



**Key Map**



**Sherman Creek Cabin Sites**

**Lot # 5**

**Photographer Location & Date**

- ▲ June 19, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009



Originally built in 1958, this 1½-story, square cabin is made of wood-frame wall construction and vertical board-and-batten siding; it has a metal gabled roof and a poured-cement foundation. The building is approximately 1620 sq ft in size and has a large deck with plain stairs attached to the north side of the building. On the south side of the building, there is one brick and one concrete-block chimney standing next to each other that do not extend above the roof and appear to no longer function. The deck was upgraded in 2000 with Timbertech decking (wood/polymers blend) and the original door replaced with a vinyl horizontal-sliding door. The building is located in an extensively landscaped clearing with a manicured irrigated lawn, a deck, a three-foot-tall, poured-concrete planter, lattice fencing, garden plots, and terracing.



### Sherman Creek Cabin Sites

Lot # 6

#### Photographer Location & Date

- ▲ June 19, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009





Built in 1958, this cabin is an L-shaped, 1-story structure with a covered veranda. The 1504 sq ft building is made of wood-frame wall construction with clapboard siding, a metal cross-gabled roof, and a poured-cement foundation. Alterations include a wood deck built over a concrete deck in 1991, the addition of an 8-foot-long enclosed trash area, and the addition of a 28-foot-by-7-foot storage room and a dog kennel. Around 2003, a veranda cover was added and the original windows were replaced. Along with the remodeling done to the cabin, a detached storage shed was updated in 2003 by adding a deck with stairs and rails to the east elevation, adding a covered-platform porch with stairs and rail to the south elevation, and replacing the doors and windows. The house is located in an extensively landscaped clearing with a manicured lawn, garden walls, bordered flower gardens, lattice fencing, and a deck.



**Key Map**



**Sherman Creek Cabin Sites**

**Lot # 7**

**Photographer Location & Date**

- ▲ June 19, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009





### Sherman Creek Cabin Sites

Lot # 8

#### Photographer Location & Date

- ▲ June 19, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009





It was originally built in the 1958/1959 period but was extensively remodeled between 2006 and 2008, when the majority of the original structure was taken down and rebuilt completely. The new building is an irregular shaped 1 story structure with a covered veranda. The 1973 sq ft home is made of wood-frame wall construction with vinyl siding, asphalt composite shingled roof with various gables, and a poured-concrete foundation. During the reconstruction, a garage was converted into living space. The cabin is located in an extensively landscaped clearing with a manicured lawn, rock pond with waterfall, deck, rock-lined garden areas, and a lawn irrigation system.



### Sherman Creek Cabin Sites

Lot # 9

#### Photographer Location & Date

- ▲ June 19, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009






The original cabin at this location was built in the 1958/1959. When the original cabin burned down in 2002, it was replaced with a rectangular 2-story structure with 3112 sq ft of space. The home is made of wood-frame wall construction with wood siding, an asphalt composite shingled gabled roof, and a poured-cement foundation. The yard is in an extensively landscaped clearing with a manicured lawn and a lawn irrigation system.



**Sherman Creek Cabin Sites** **Lot # 10**

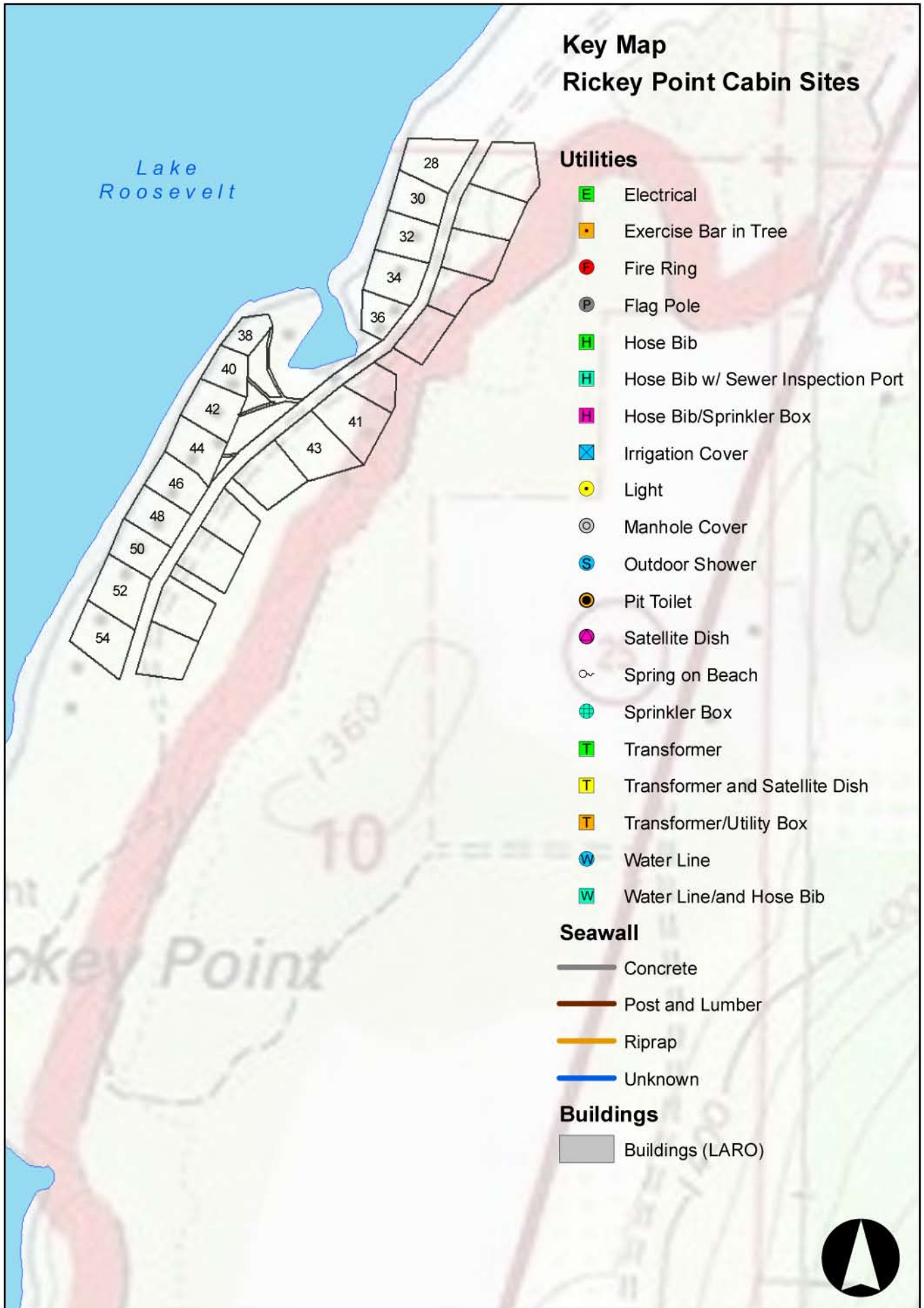
**Photographer Location & Date**

- ▲ June 19, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009











**Key Map**

Lake Roosevelt



**Rickey Point Cabin Sites**

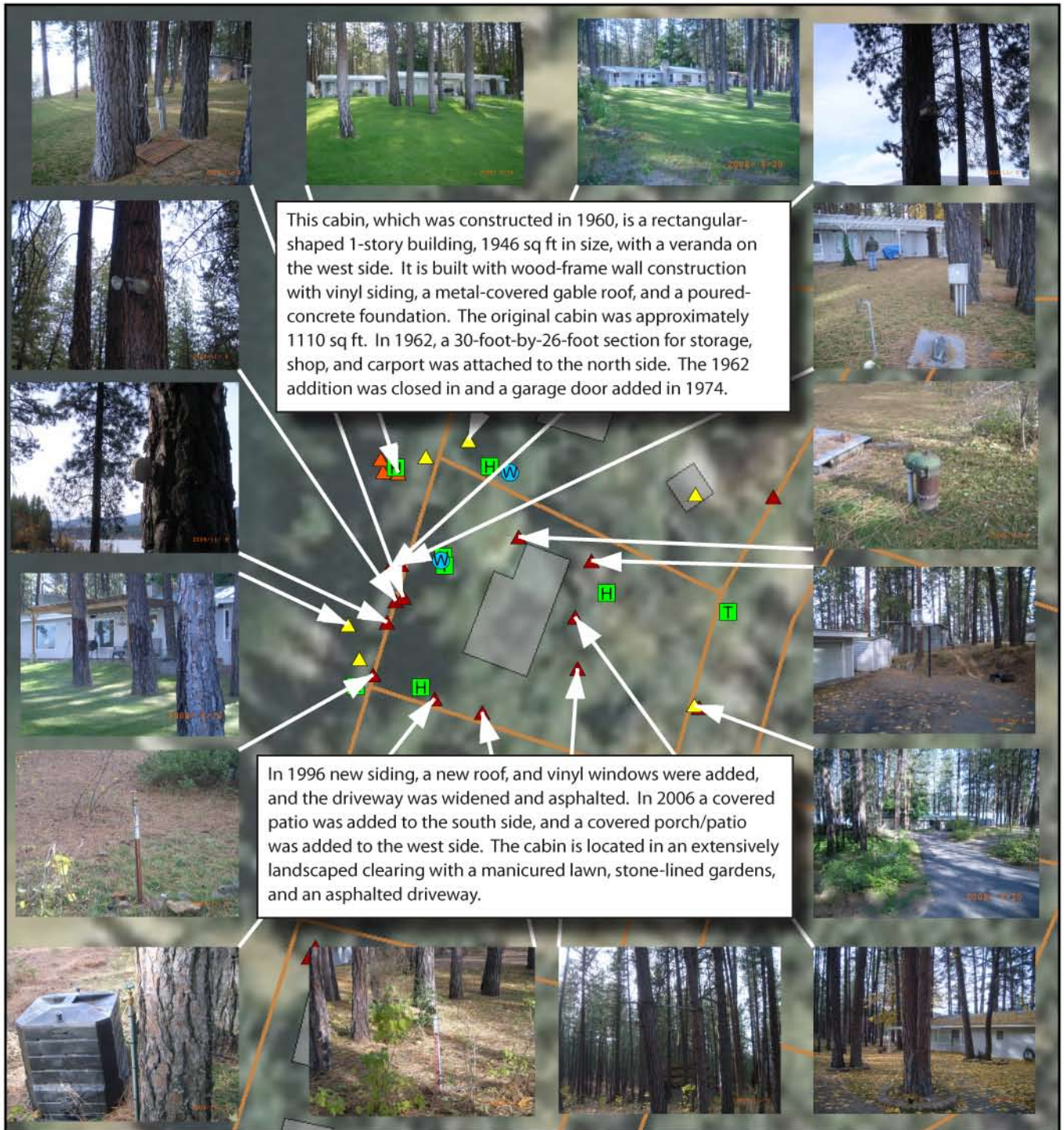
**Lot # 28**

**Photographer Date and Location**

- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009







This cabin, which was constructed in 1960, is a rectangular-shaped 1-story building, 1946 sq ft in size, with a veranda on the west side. It is built with wood-frame wall construction with vinyl siding, a metal-covered gable roof, and a poured-concrete foundation. The original cabin was approximately 1110 sq ft. In 1962, a 30-foot-by-26-foot section for storage, shop, and carport was attached to the north side. The 1962 addition was closed in and a garage door added in 1974.

In 1996 new siding, a new roof, and vinyl windows were added, and the driveway was widened and asphalted. In 2006 a covered patio was added to the south side, and a covered porch/patio was added to the west side. The cabin is located in an extensively landscaped clearing with a manicured lawn, stone-lined gardens, and an asphalted driveway.



### Rickey Point Cabin Sites

Lot # 30

#### Photographer Location & Date

- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009





Built in 1958, this rectangular 1-story building is 30 feet by 20 feet and constructed of wood-frame wall construction with clapboard siding, a metal-covered gable roof, and a poured-concrete foundation. The south side has a flagstone chimney. Around 2000, the original cedar-shake roof was replaced with a metal roof. The cabin is located in a pine-forested clearing with flagstone walkways and flagstone terraced planters.



In 1967 a second building, next to this cabin, was constructed with materials and style to match this cabin and to be utilized as a wood and storage shed. At present it appears that it has been remodeled so it can be utilized as a second cabin.

**Key Map**



**Rickey Point Cabin Sites**

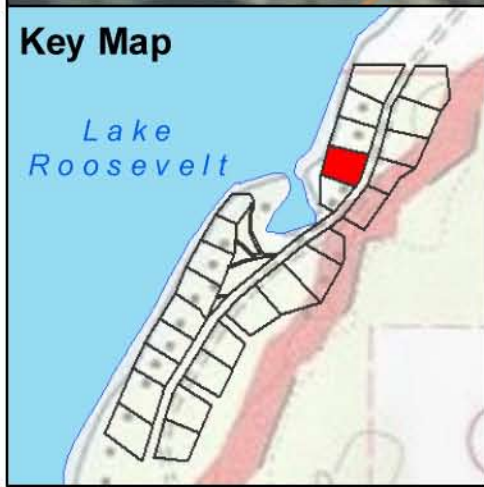
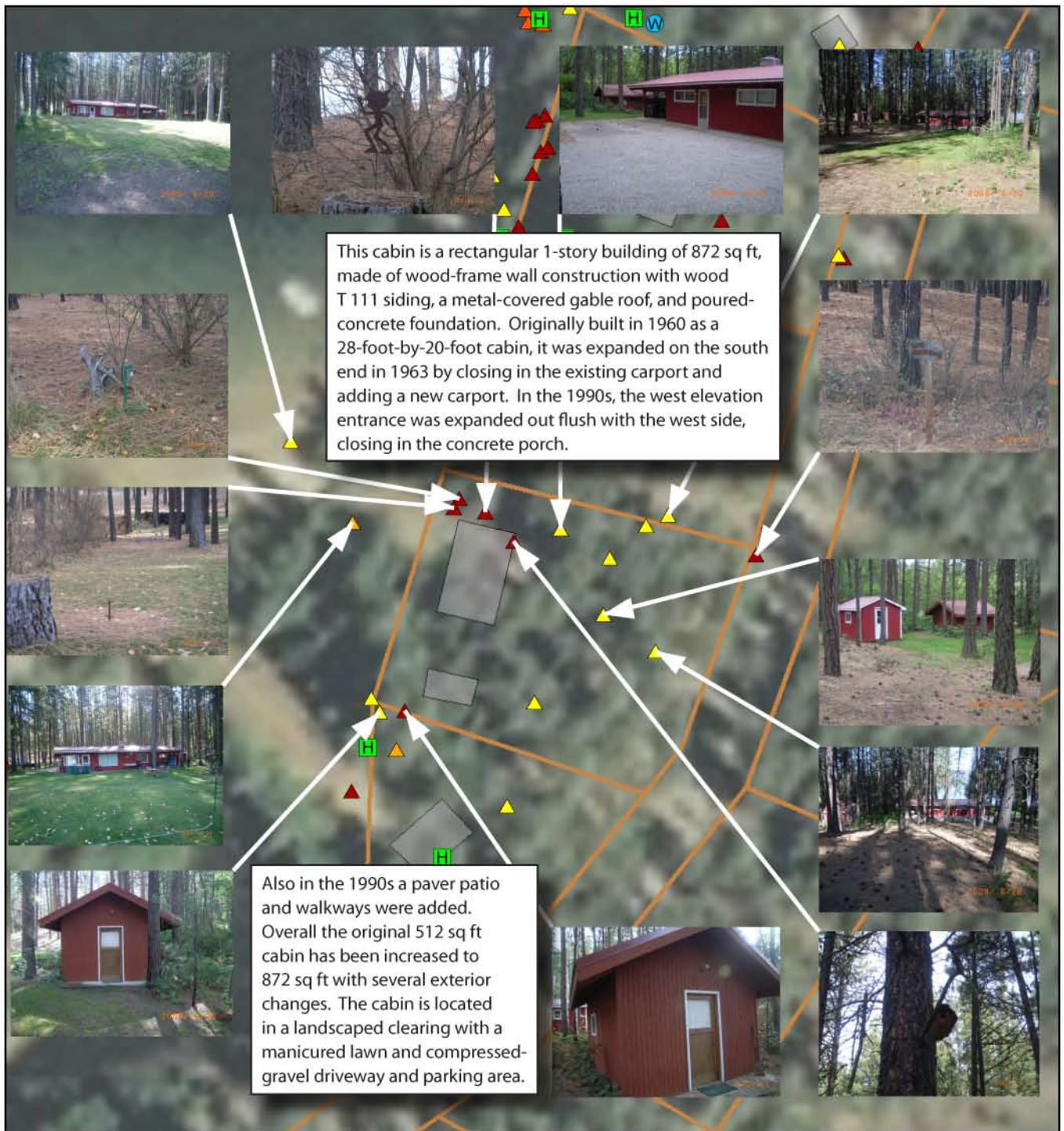
**Photographer Location & Date**

- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009

**Lot # 32**








**Rickey Point Cabin Sites**

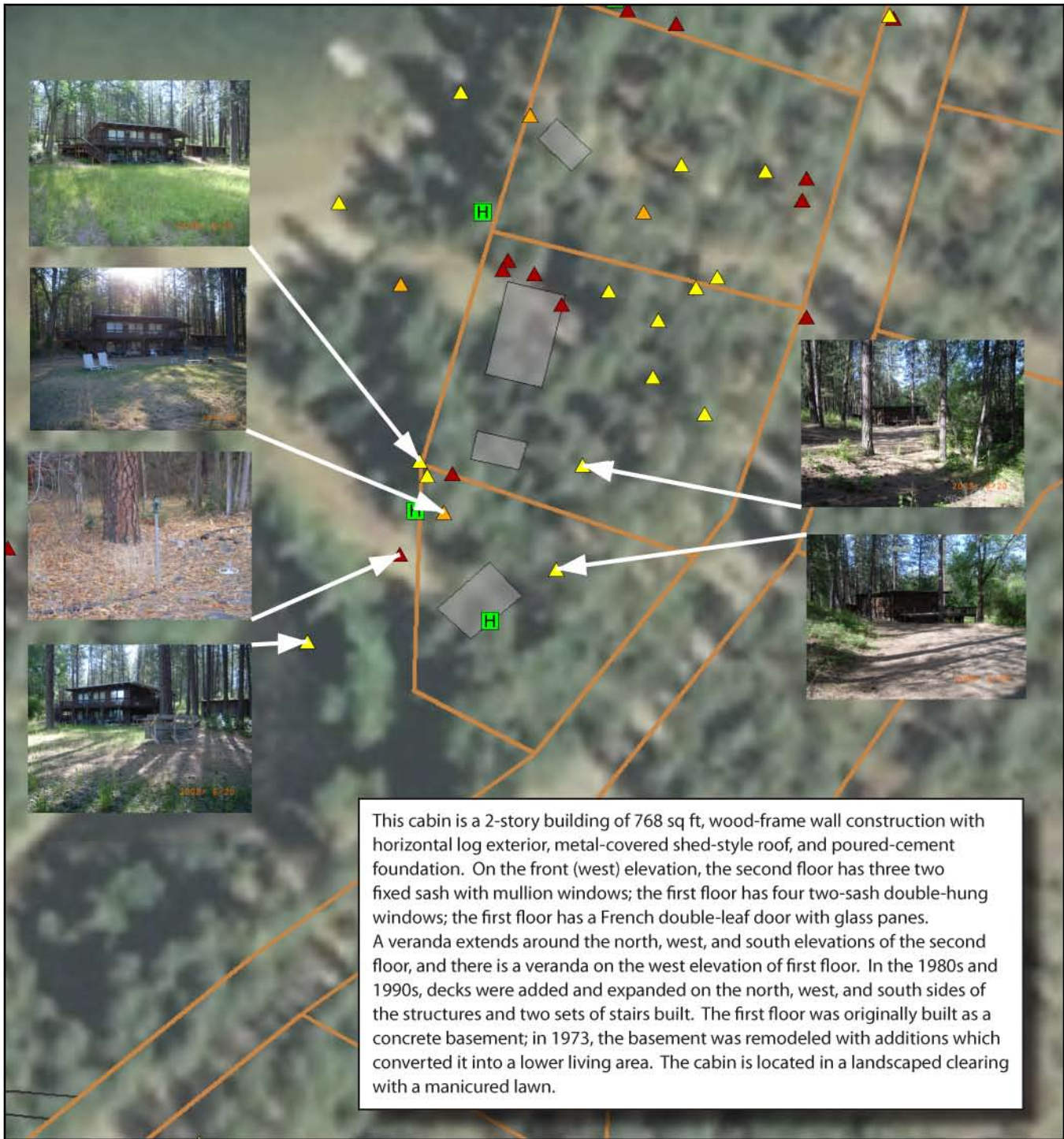
**Photographer Location & Date**

- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009

**Lot # 34**







This cabin is a 2-story building of 768 sq ft, wood-frame wall construction with horizontal log exterior, metal-covered shed-style roof, and poured-cement foundation. On the front (west) elevation, the second floor has three two fixed sash with mullion windows; the first floor has four two-sash double-hung windows; the first floor has a French double-leaf door with glass panes. A veranda extends around the north, west, and south elevations of the second floor, and there is a veranda on the west elevation of first floor. In the 1980s and 1990s, decks were added and expanded on the north, west, and south sides of the structures and two sets of stairs built. The first floor was originally built as a concrete basement; in 1973, the basement was remodeled with additions which converted it into a lower living area. The cabin is located in a landscaped clearing with a manicured lawn.

**Key Map**

Lake Roosevelt



**Rickey Point Cabin Sites**

**Lot # 36**

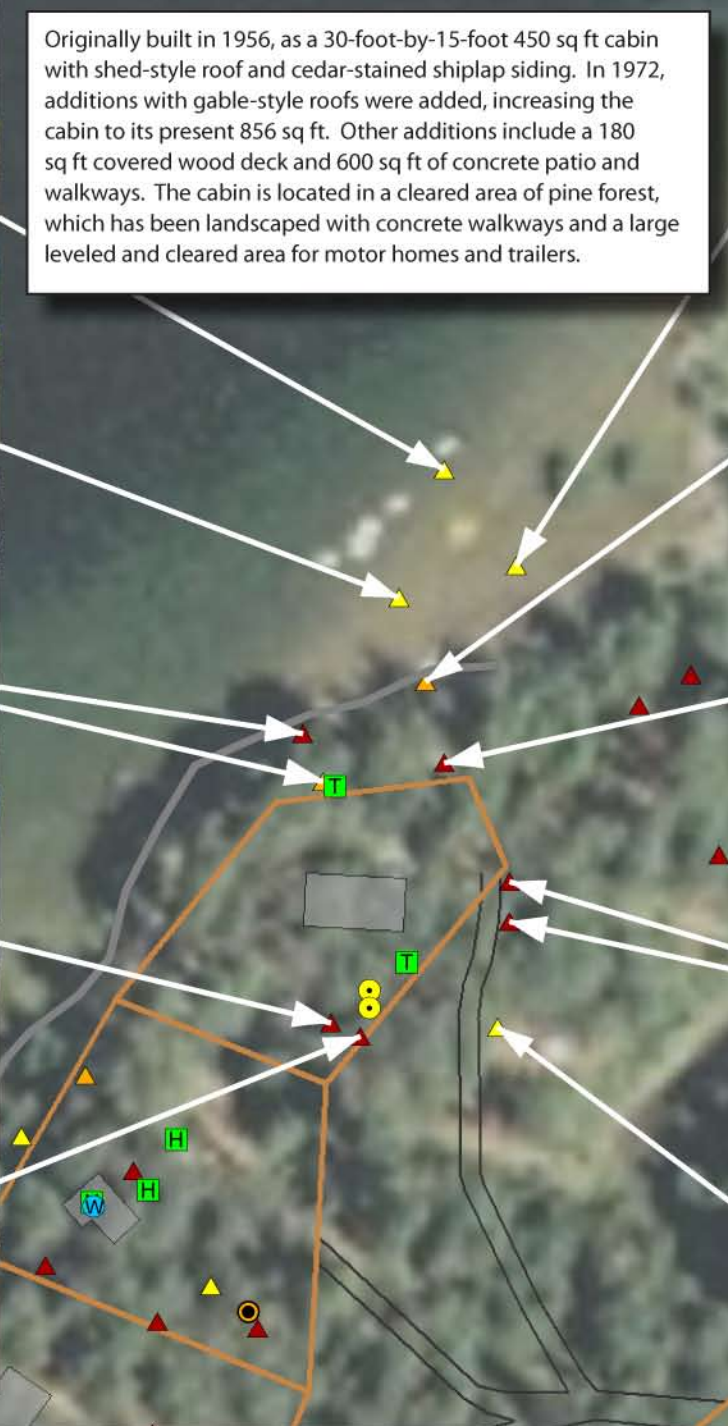
**Photographer Location & Date**

- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009





Originally built in 1956, as a 30-foot-by-15-foot 450 sq ft cabin with shed-style roof and cedar-stained shiplap siding. In 1972, additions with gable-style roofs were added, increasing the cabin to its present 856 sq ft. Other additions include a 180 sq ft covered wood deck and 600 sq ft of concrete patio and walkways. The cabin is located in a cleared area of pine forest, which has been landscaped with concrete walkways and a large leveled and cleared area for motor homes and trailers.



### Rickey Point Cabin Sites

Lot # 38

#### Photographer Location & Date

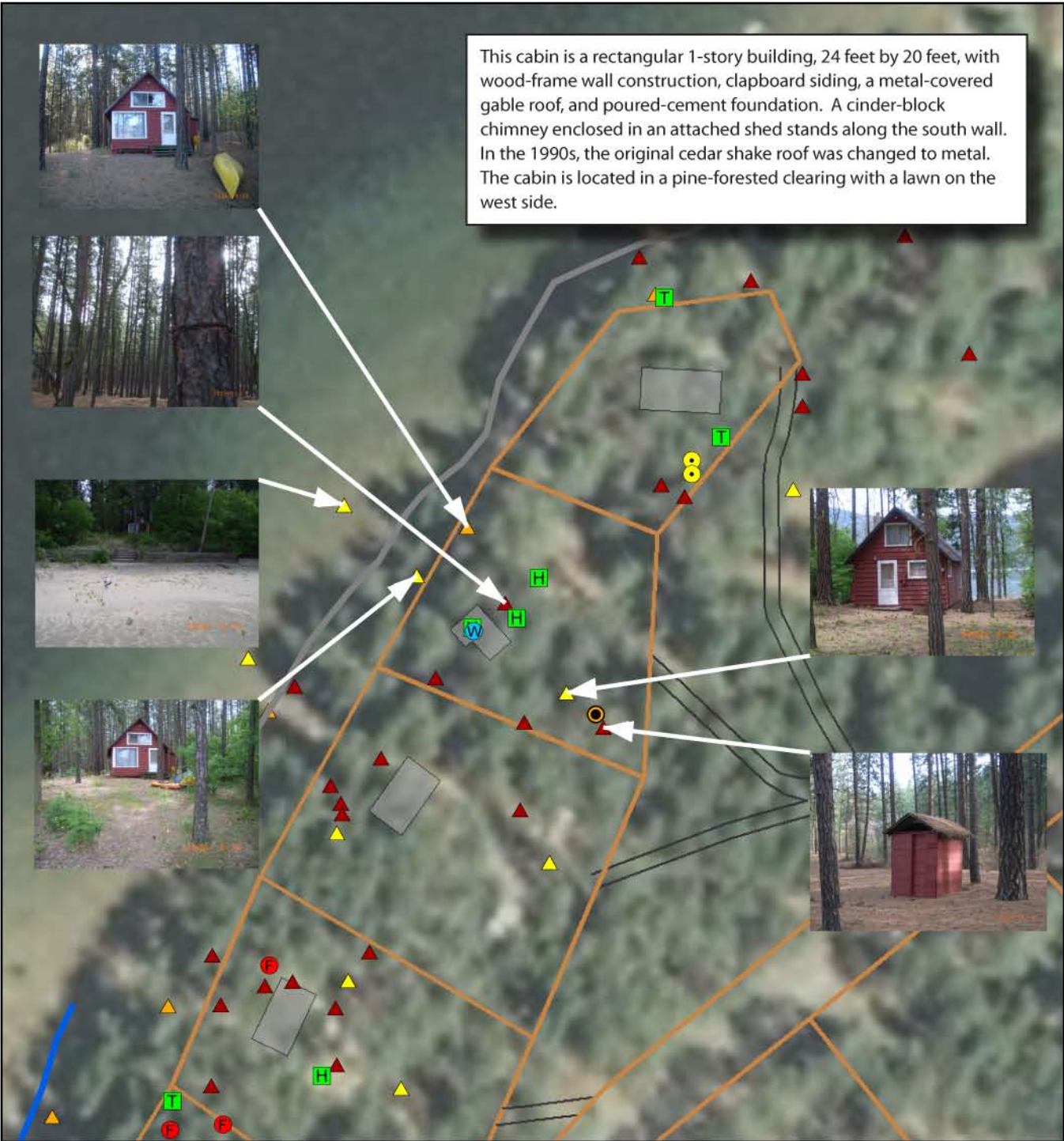
- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009







This cabin is a rectangular 1-story building, 24 feet by 20 feet, with wood-frame wall construction, clapboard siding, a metal-covered gable roof, and poured-cement foundation. A cinder-block chimney enclosed in an attached shed stands along the south wall. In the 1990s, the original cedar shake roof was changed to metal. The cabin is located in a pine-forested clearing with a lawn on the west side.



**Key Map**



**Rickey Point Cabin Sites**

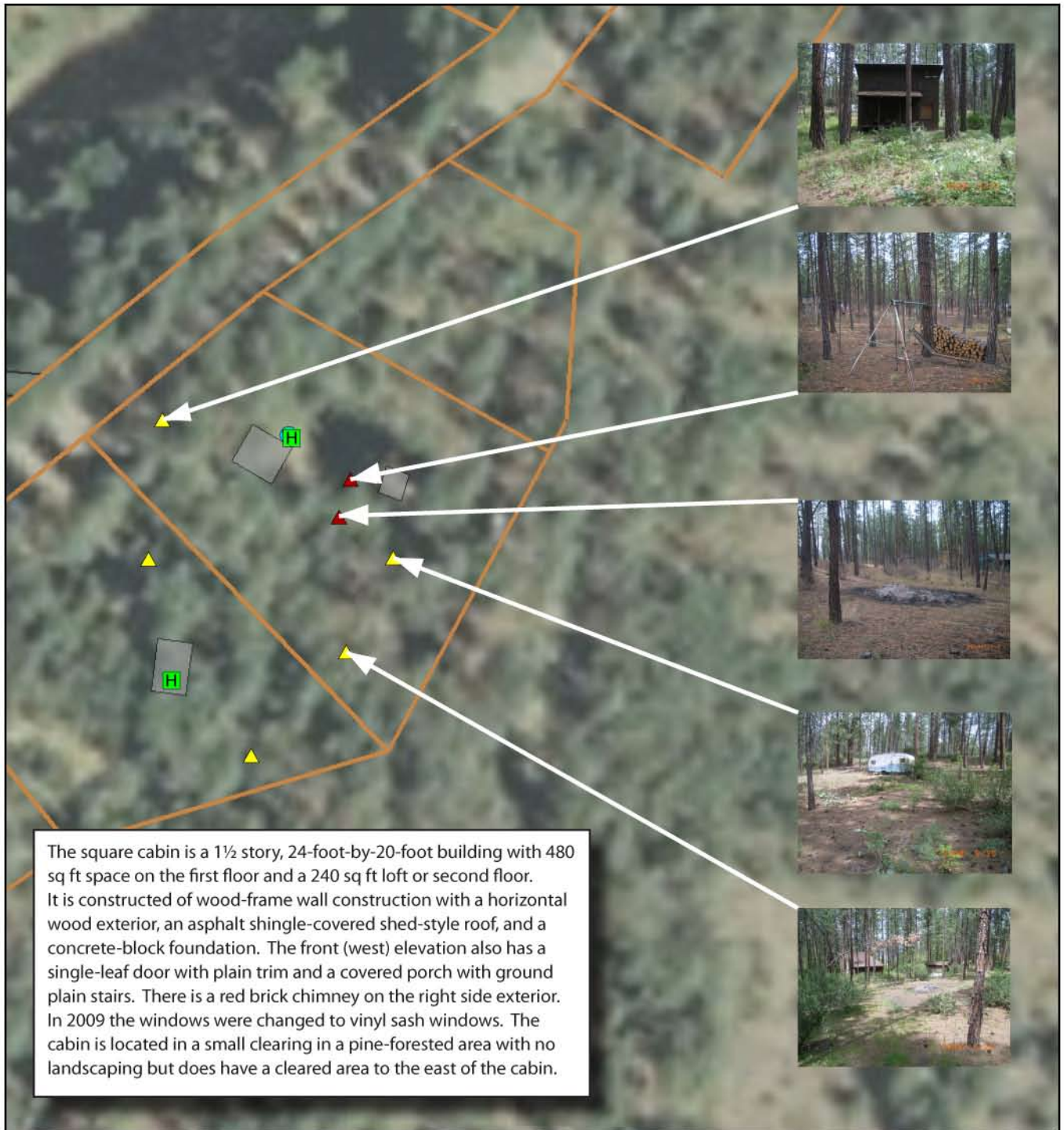
**Lot # 40**

**Photographer Location & Date**

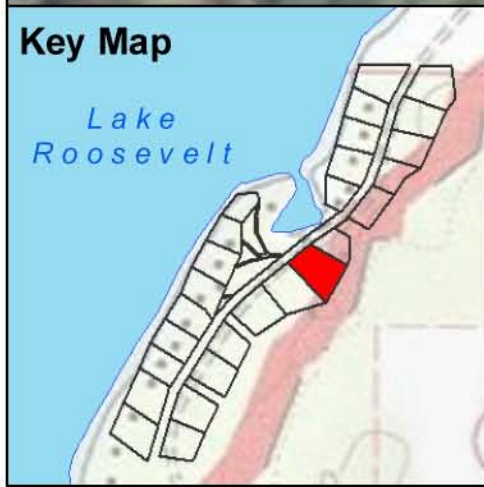
- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009








The square cabin is a 1½ story, 24-foot-by-20-foot building with 480 sq ft space on the first floor and a 240 sq ft loft or second floor. It is constructed of wood-frame wall construction with a horizontal wood exterior, an asphalt shingle-covered shed-style roof, and a concrete-block foundation. The front (west) elevation also has a single-leaf door with plain trim and a covered porch with ground plain stairs. There is a red brick chimney on the right side exterior. In 2009 the windows were changed to vinyl sash windows. The cabin is located in a small clearing in a pine-forested area with no landscaping but does have a cleared area to the east of the cabin.



**Rickey Point Cabin Sites** **Lot # 41**

**Photographer Date & Location**

- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009







The cabin was originally built in 1956 as a 30-foot-by-20-foot, 600 sq ft cabin with a covered veranda on the west side. In 1996, an addition was built onto the north end, changing the cabin from a rectangular structure to an L-shaped structure. During the 1996 addition, all windows in the cabin were upgraded to vinyl windows and a large attached deck was built on the west elevation.

Since 1996, brick walkways and extensive landscaping have been added to the area adjacent to the cabin. Overall this cabin has been changed from a rectangular 600 sq ft structure to an L-shaped one 824 sq ft in size. The cabin is located in an extensively landscaped clearing with a manicured lawn.

**Key Map**



**Rickey Point Cabin Sites**

**Photographer Location & Date**

- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009

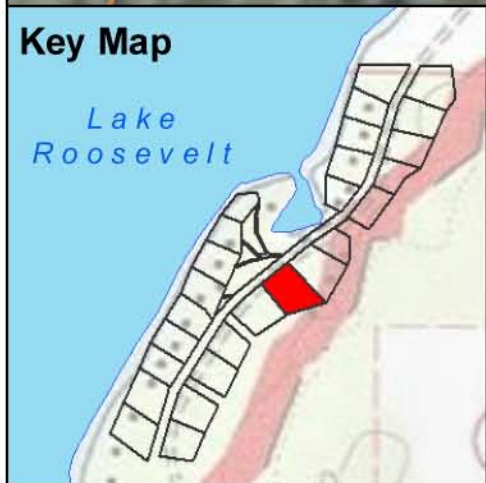
**Lot # 42**








Rectangular in shape, this cabin is 1 story with 600 sq ft, a wood-frame wall construction with wood shingle exterior, metal-covered gable roof, and a poured-concrete foundation. The front (north) elevation has two 12-pane single-sash windows with plain wide trim and shutters, two nine-pane single-sash windows with plain wide trim and shutters and a single-leaf door with glass panes and plain wide trim. The cabin is located in a small clearing in a pine-forested area with landscaping around the rear deck on the south side.



**Rickey Point Cabin Sites** **Lot # 43**

**Photographer Location & Date**

- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009





This cabin is a rectangular, 1-story building, 448 sq ft in size. It is constructed of wood-frame wall construction with wood board-and-batten siding, asphalt-shingled center-gable roof, and a poured-cement foundation. Around 1970 an extension was added to the south end of the east elevation and cross gables were added to the roof line over the doors on the front (west) and back (east) elevation. The cabin is located in a cleared area of a pine forest with clearings for trailers and motor homes.



### Rickey Point Cabin Sites

Lot # 44

#### Photographer Date & Location

- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009





This 1-story cabin is square in shape with 672 sq ft of floor space. It is made of wood-frame wall construction with T 111 siding, a metal-covered gable roof, and a poured-concrete foundation. The roof over the entryway consists of ribbed metal supported by 4-by-4-inch rafters and posts. There are two closed-in sheds with doors on the south wall of the building which have a slightly different siding, indicating that they are later additions to the structure. The cabin is located in a cleared area of a pine forest with lawn and landscaping on the west side of the cabin.



### Rickey Point Cabin Sites

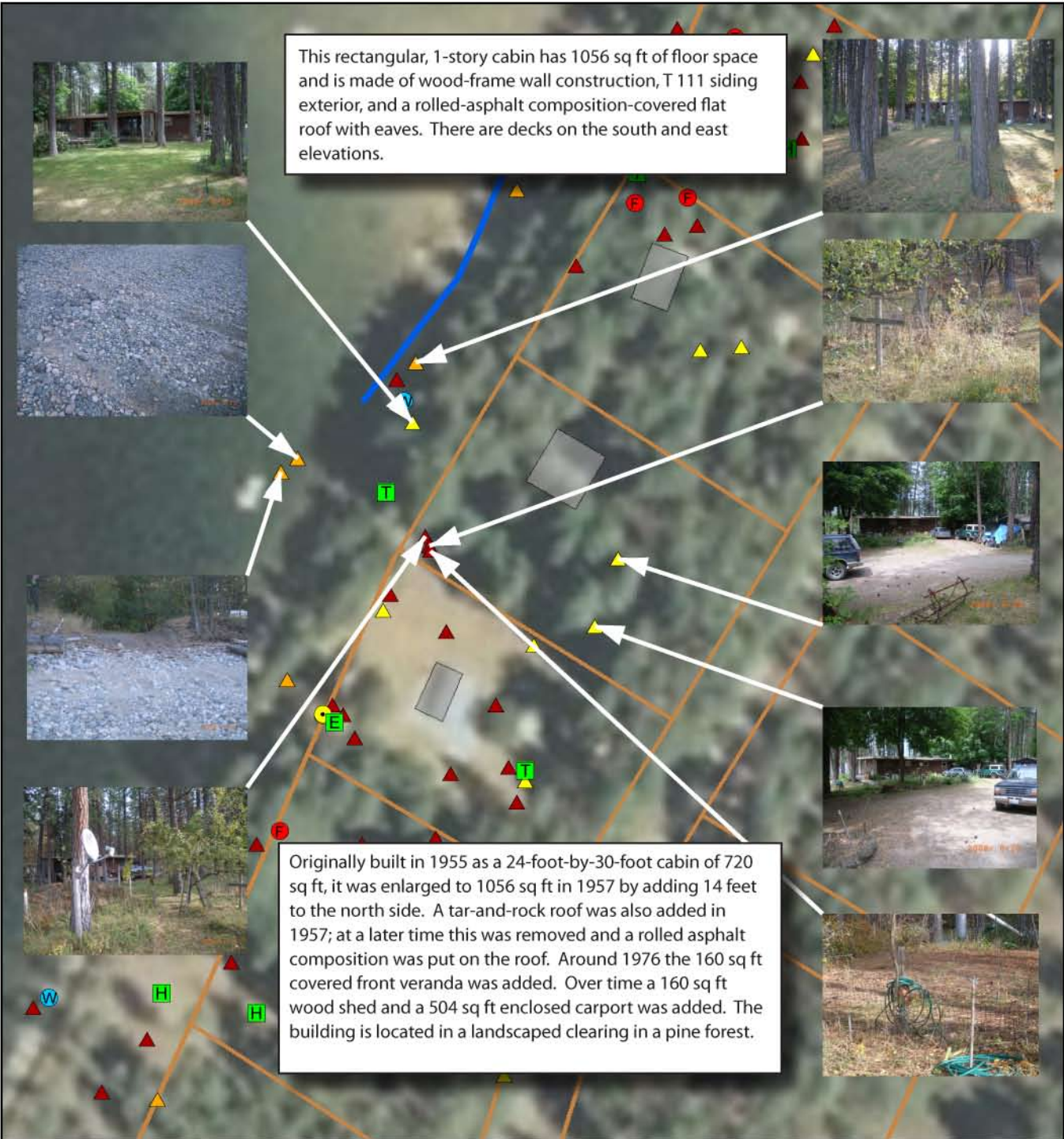
Lot # 46

#### Photographer Location & Date

- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009







**Key Map**



**Rickey Point Cabin Sites**

**Lot # 48**

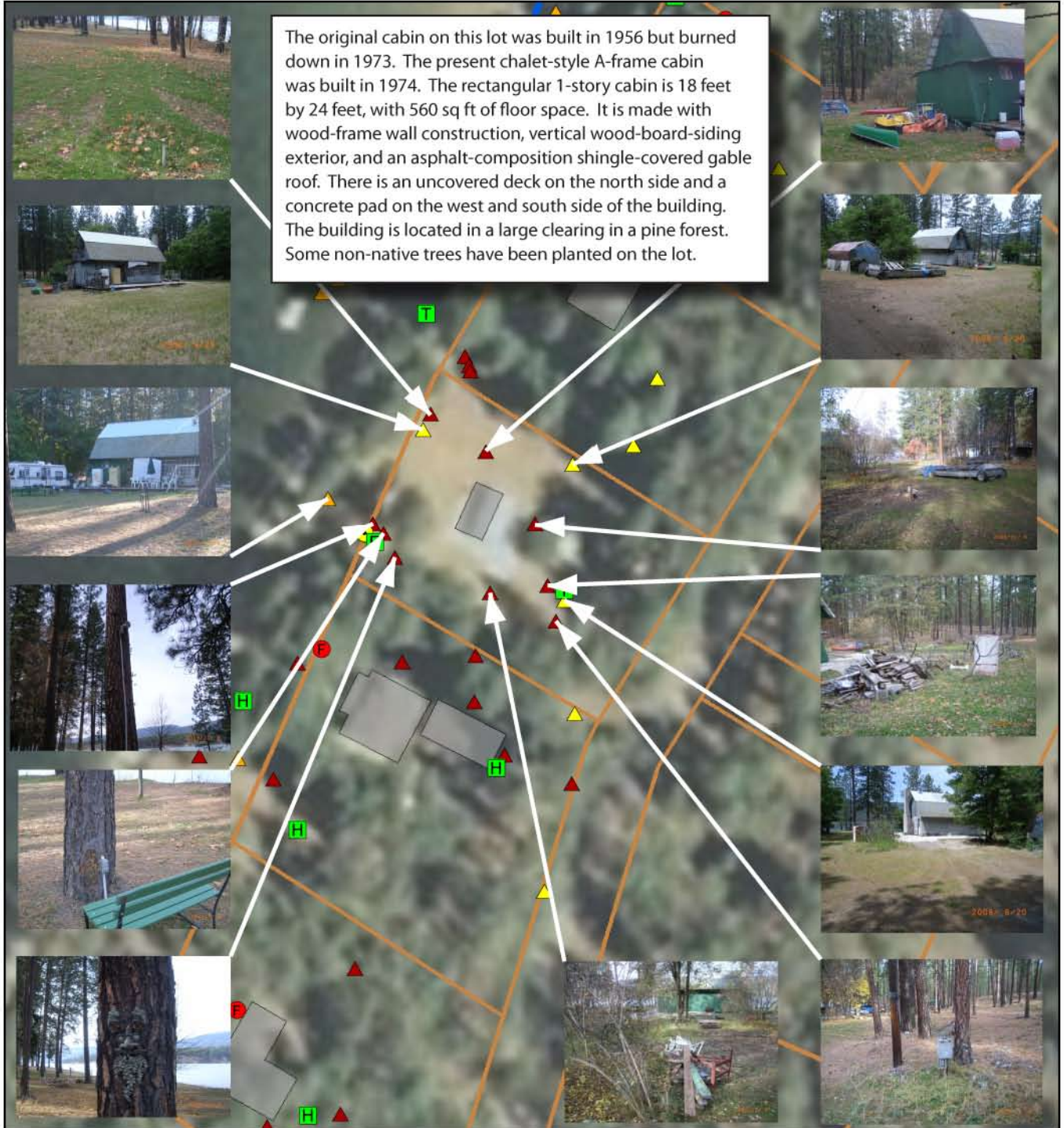
**Photographer Location & Date**

- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009





The original cabin on this lot was built in 1956 but burned down in 1973. The present chalet-style A-frame cabin was built in 1974. The rectangular 1-story cabin is 18 feet by 24 feet, with 560 sq ft of floor space. It is made with wood-frame wall construction, vertical wood-board-siding exterior, and an asphalt-composition shingle-covered gable roof. There is an uncovered deck on the north side and a concrete pad on the west and south side of the building. The building is located in a large clearing in a pine forest. Some non-native trees have been planted on the lot.



### Rickey Point Cabin Sites

Lot # 50

#### Photographer Location & Date

- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009





This building is an L-shaped 2-story cabin with 1560 sq ft of floor space. It is constructed of wood-frame wall construction with T 111 siding, a metal-covered gable roof, and a poured-concrete foundation. It has a covered veranda on the first floor. In 1983 a garage was added adjacent to the northeast end of the cabin, and in 1984 an extension was added to the north end, forming an L to the east. Along with the extension, a second story was added and a window on the south end of the west elevation was closed in. In 1985 the garage was expanded, and in 1986 it was expanded again.

In 1989 the west side of the north end of the second floor was closed in. Since 1990 a window was added to the south end of the west side of the second floor, and the exterior door access to the stair area on the south elevation was closed in. The building is located in an extensively landscaped clearing with a manicured lawn, several non-local trees, and a compressed-gravel driveway and parking area.



### Rickey Point Cabin Sites

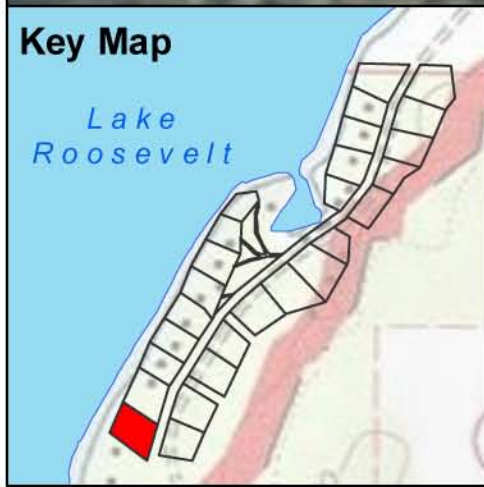
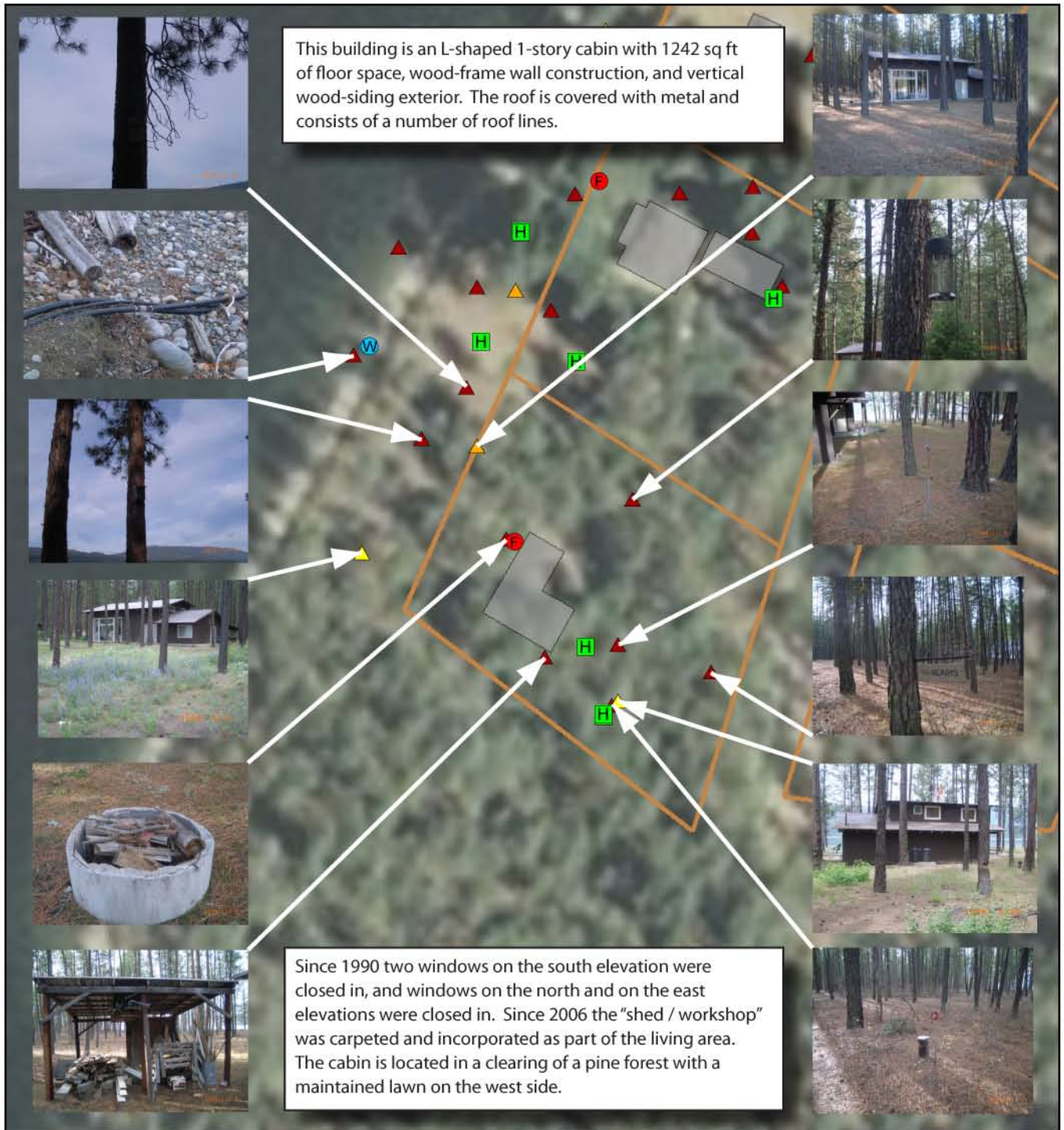
Lot # 52

#### Photographer Location & Date

- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009








**Rickey Point Cabin Sites**

**Photographer Location & Date**

- ▲ June 20, 2008
- ▲ September 23, 2009
- ▲ September 24, 2009
- ▲ November 9, 2009

**Lot # 54**







As the nation’s principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

