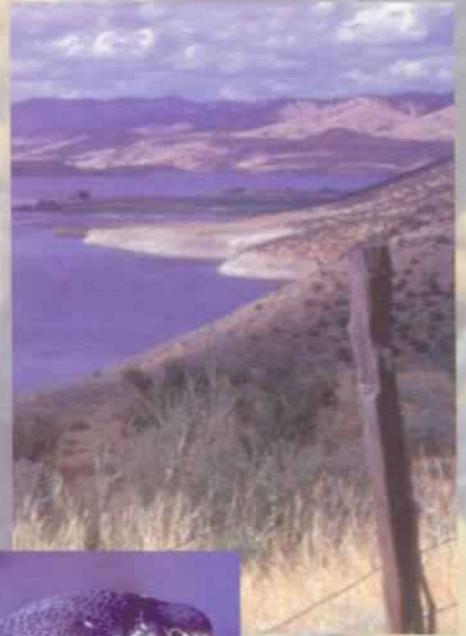
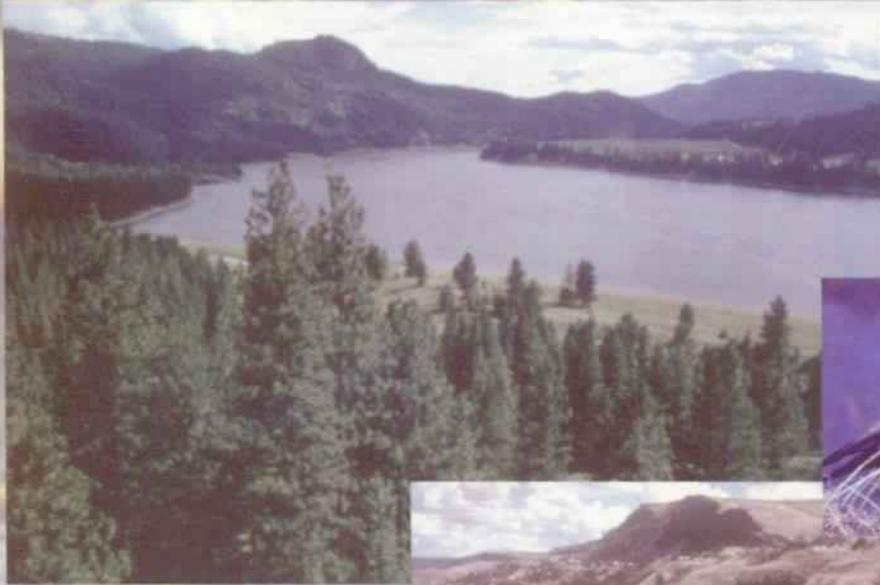


General Management Plan



Lake Roosevelt
National Recreation Area



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General Management Plan

LAKE ROOSEVELT National Recreation Area • Washington



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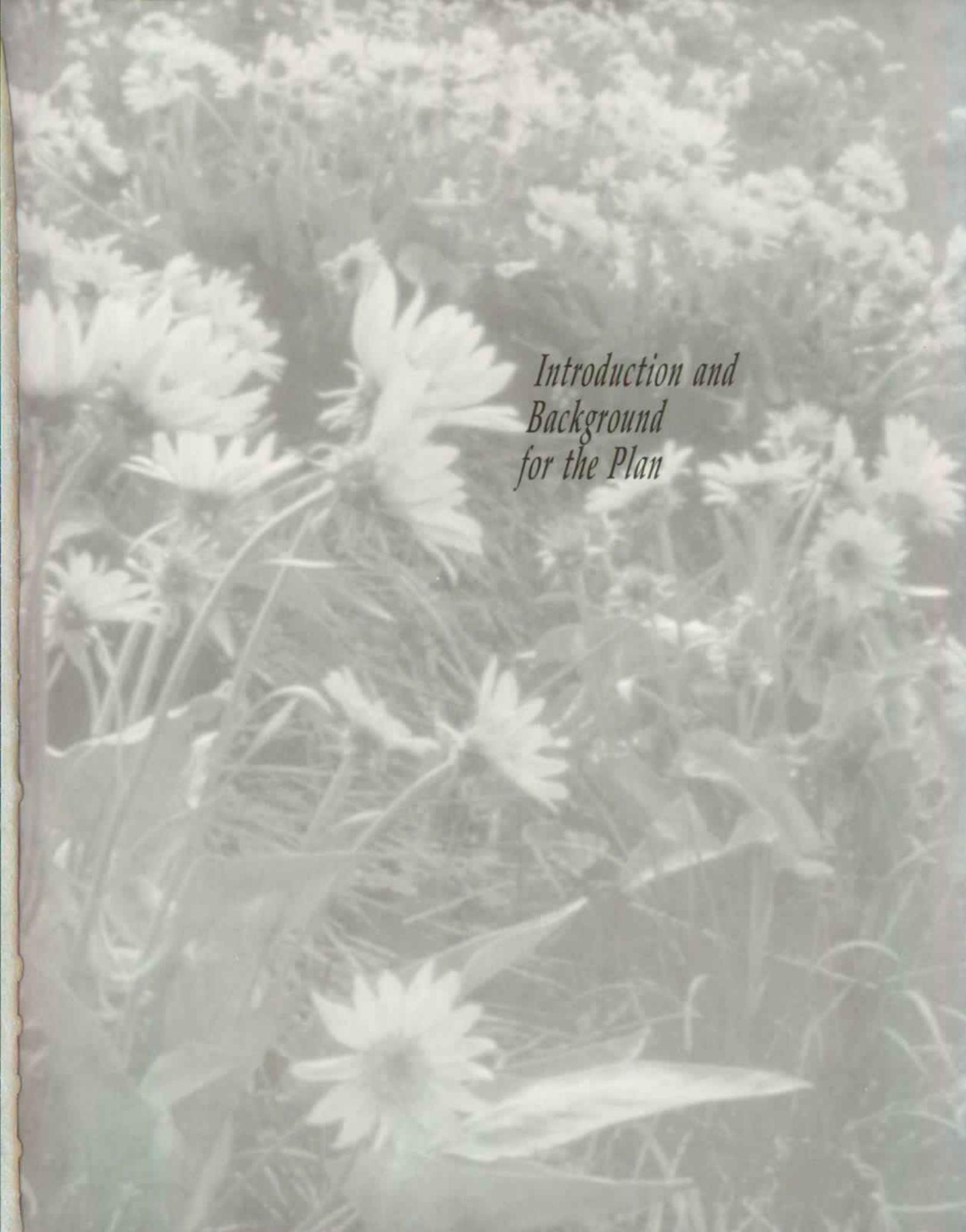
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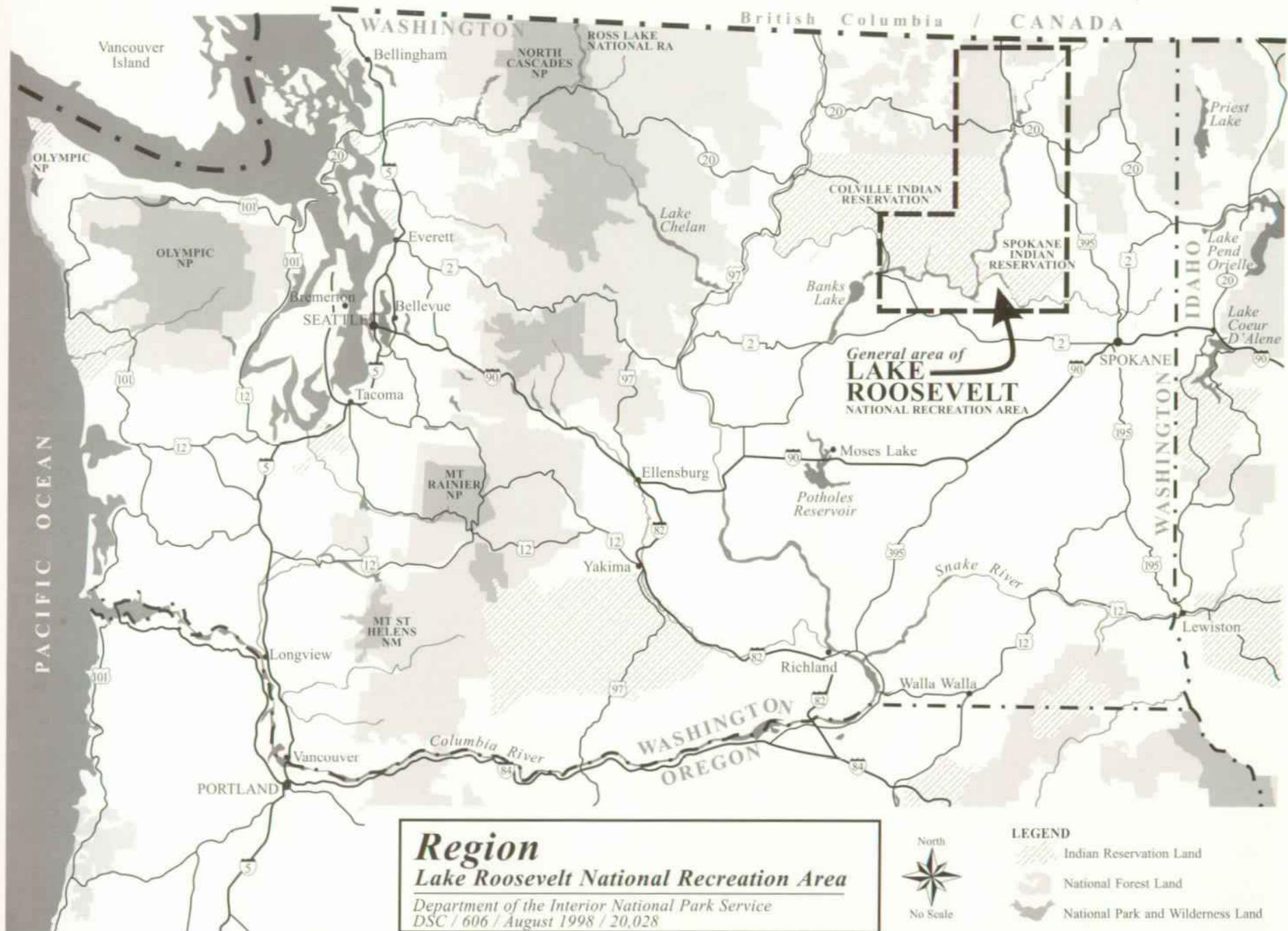
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*Introduction and
Background
for the Plan*



INTRODUCTION

Lake Roosevelt is one of the few large lakes or reservoirs in northeastern Washington that has a large amount of shoreline that is accessible to the public for recreational use (see Region and Vicinity maps). Guidance for managing a national park system unit such as Lake Roosevelt National Recreation Area (hereinafter referred to as the national recreation area or NRA) is usually done through the development of a general management plan. The last general management plan was approved in 1980, and because much has changed since then, a new management plan was needed. The *Draft General Management Plan / Environmental Impact Statement* for Lake Roosevelt National Recreation Area was printed and distributed for public review and comment in October 1998. The *Abbreviated Final General Management Plan / Environmental Impact Statement* for the national recreation area was printed and distributed in October 1999, and the "Record of Decision" was signed in January 2000 (see appendix A). The approved plan will guide management of the national recreation area for the next 15 to 20 years.

For easier use, this document presents the final approved plan without the environmental consequences and a few other sections that were about the planning process. If the reader is interested in the environmental consequences of implementing the plan or the planning process, they should refer to the October 1998 and October 1999 plans.

BACKGROUND

In 1946 the secretary of the interior, by his approval of an agreement between the Bureau of Reclamation, the Bureau of Indian Affairs, and the National Park Service, designated the National Park Service as the manager for the Coulee Dam National Recreation Area (see appendix B). The agreement 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 Nation." The name of the area was changed in 1997 to Lake Roosevelt National Recreation Area.

Initially, the National Park Service managed most of the shoreline of the reservoir as a national recreation area. This changed in 1975 as the result of a solicitor's opinion that was issued in February 1974. Interior Secretary Rogers C. B. Morton directed that management of all lands within the boundaries of the reservations that had been withdrawn and that were not needed for the operation of the reservoir be returned to the tribes, and that a new cooperative management agreement be developed.

In 1990 the "Lake Roosevelt Cooperative Management Agreement" was approved by the secretary of the interior (see appendix C). This agreement, signed by the Bureau of Reclamation, the National Park Service, the Bureau of Indian Affairs, the Spokane Tribe of Indians, and the Confederated Tribes of the Colville Reservation, confirmed the roles and the areas of management responsibility for the various parties.

BRIEF DESCRIPTION OF LAKE ROOSEVELT NATIONAL RECREATION AREA

Lake Roosevelt is a reservoir that was formed when the waters of the Columbia River were impounded by the Grand Coulee Dam. The reservoir is about 154 miles long along the main stem of the Columbia River and extends from the dam site at Grand Coulee, Washington, to near the Canadian border. At full pool, the lake's surface elevation is 1,290 feet, the surface area is about 81,389 acres, and the total shoreline is about 513 miles. For most of its length, the lake is in a deep gorge, so the width of the lake is fairly narrow for so large a body of water. The width varies from 0.5 mile to 1 mile in the main

body of the lake from Grand Coulee to the Kettle Falls area. It then narrows substantially in its upper reaches and along its tributaries.

Portions of the shoreline and water surface managed by the National Park Service include about 312 miles of shoreline, 47,438 acres of the 81,389-acre water surface, and 12,936 acres of land. It is about 132 miles from the dam to Onion Creek (south of Northport) where the national recreation area ends. The national recreation area also includes shoreline along about 29 miles of the Spokane River Arm of the lake and about 7 miles along the Kettle River Arm. Most of the remainder of the shoreline and surface area of the lake lies within the reservation boundaries of the Spokane Tribe and the Colville Confederated Tribes and is not a part of the national recreation area. (See appendix D for the Colville Tribe's position on its rights and interests in these lands.) The Bureau of Reclamation retains the management of the dam, its immediate area, and a few other locations that are deemed necessary for operating the reservoir.

The shorelands of the national recreation area consist primarily of a narrow band of land above the maximum high-water mark (which is 1,290 feet) that was originally purchased by the Bureau of Reclamation for construction of the reservoir. The bureau's original intent was to purchase only a sufficient amount of land that would allow them to operate the reservoir without adversely impacting adjacent landowners. Their initial target for purchase was all lands below the 1,310-foot contour interval. This would have given them approximately 20 vertical feet of freeboard from the maximum high water mark of the reservoir.

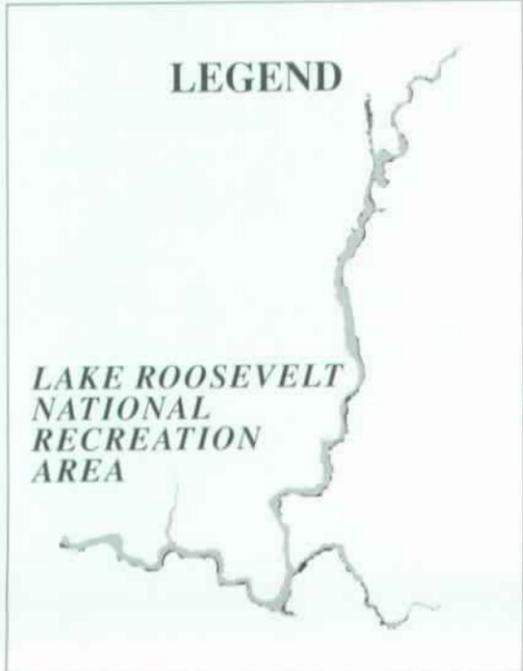
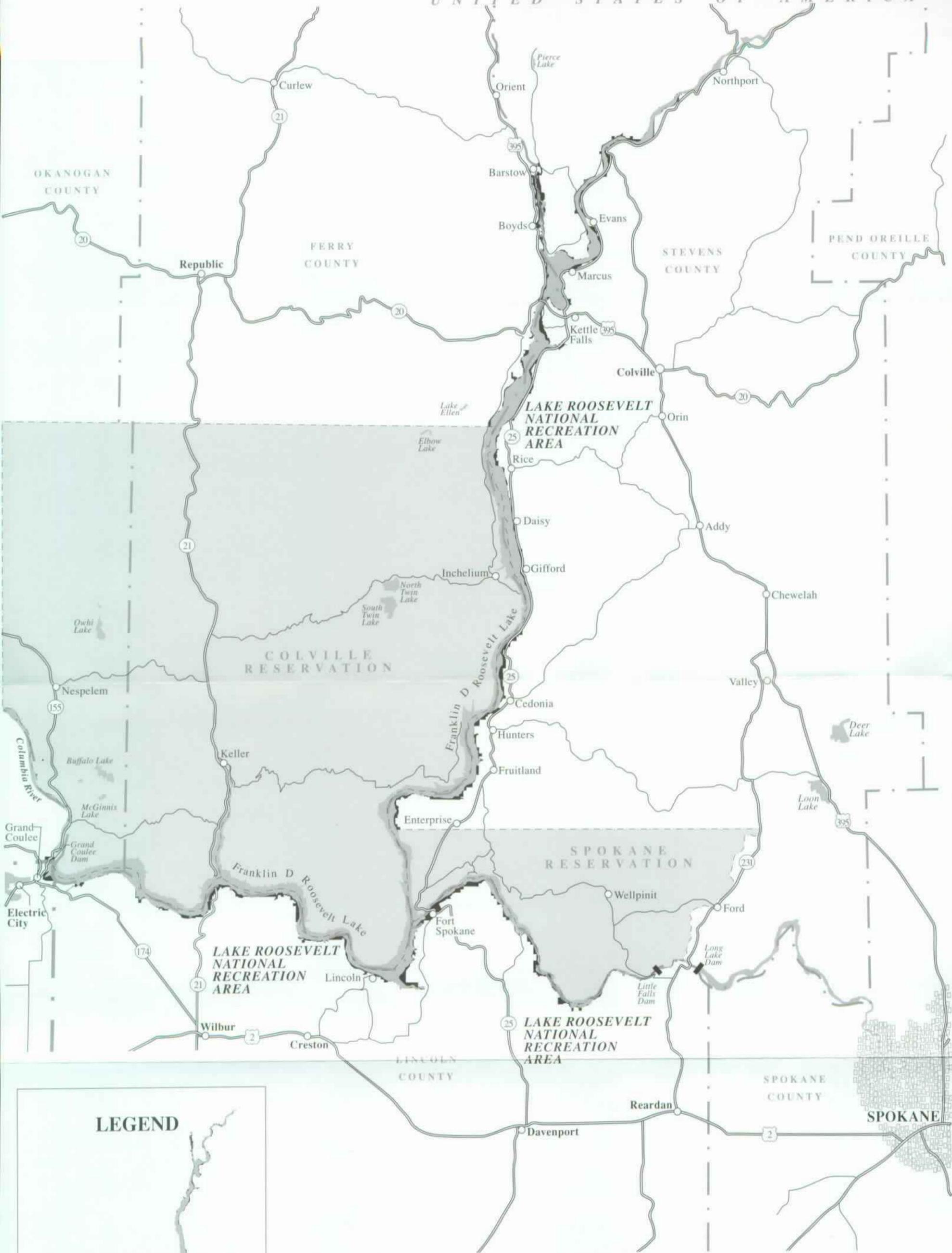
In actual practice the bureau found that often it was easier to simply purchase whole parcels rather than subdividing them at the 1,310-foot level. The result is a patchwork of ownership that varies in width along the margin of the lakeshore. The minimum amount of width is determined by the 1,310-foot contour, and the maximum ranges up to almost 0.5 mile in a few locations. The norm is a narrow strip of land that

is just a few hundred feet wide. This variation causes a lot of confusion about the nature of the NRA boundary and its exact location. A popular misconception is that the boundary of the national recreation area is the "1,310 line," which is also often called the "take line." Over the years, especially in areas where there have been disputes or other types of boundary problems, the Bureau of Reclamation and the National Park Service have marked large stretches of the boundary so that in many areas the location of the boundary is relatively easy to determine. In other areas, boundary location would require a surveyor.

The developed facilities that the National Park Service manages for the public include the following: 22 boat launch ramps with adjacent trailer and vehicle parking lots, 28 campgrounds (18 drive-in and 10 boat-in) containing 640 individual sites as well as several group campsites, swim beaches, three concessioner-operated marinas that provide moorage, boat rental, fuel, supplies, sanitary facilities, and other miscellaneous services. Lakewide, there are 38 campgrounds, including the 28 that are within the national recreation area.

Visitation at the national recreation area has been between 1.3 and 1.5 million people for the last few years. The area attracts some visitors from many parts of the United States and Canada, but most visitors come from the state of Washington and the immediate region, including Canada. 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.

The landscape of Lake Roosevelt is dominated by the immense valley and gorge that the Columbia River has created. The vegetation varies from the dry shrub steppes of the lower canyon to the more temperate forests of the northern part of the river. Evidence of the dynamic and unusual nature of the geology abounds. The river is entrenched along the



Vicinity
Lake Roosevelt National Recreation Area
Department of the Interior / National Park Service
DSC / 606 / August 1998 / 20,029



boundaries of the Okanogan Highlands, the Columbia Plateau, and the Kootenay Arc. In many locations the geology is completely different on one side of the lake than the other side; the geology is characterized by the granites of the Okanogan on the northwest side, the basalts of the Columbia at the south end, and the metamorphic rocks and former ocean-bottom

deposits of the Kootenay Arc on the northeast side. It is also easy to see the change caused by the immense floods that occurred during the last Ice Age — when floodwaters greater than those seen anywhere else on the face of the earth washed across eastern Washington from the collapsed ice dams of the Clark Fork Valley in Montana and Idaho.

PLAN FOUNDATIONS

PURPOSE OF LAKE ROOSEVELT NATIONAL RECREATION AREA

The reason(s) for which this area was established or set aside provides the most fundamental criterion for determining the appropriateness of actions in this management plan.

Purpose statements are based on the administrative history, other special designations, and NPS policies. The statements reaffirm the reasons why Lake Roosevelt National Recreation Area was established and is being managed as a unit of the national park system. Purpose statements provide the foundation and are central to the assumptions for how the national recreation area will be managed and used. They also provide a rationale against which the actions in the plan can be measured. Finally, they help neighbors, visitors, and other users understand the framework in which managers make decisions. The purposes of Lake Roosevelt National Recreation Area are as follows:

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

SIGNIFICANCE OF LAKE ROOSEVELT NATIONAL RECREATION AREA

The following statements define the significant attributes that related to the national recreation area's purpose and why it was established. Knowing the area's significance helps managers set protection priorities and determine desirable visitor experiences.

Significance statements capture the essence of the national recreation area's importance to the nation's natural and cultural heritage and the recreational opportunities the area provides. Significance statements do not inventory NRA resources; rather, they describe the area's distinctiveness and help place the area in its regional and international contexts. Understanding the area's significance helps managers make decisions that preserve the resources and values necessary to accomplish the purposes of the national recreation area. Lake Roosevelt National Recreation Area is significant because of the following:

- 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 the Ice Age floods.

INTERPRETIVE THEMES

Based on the recreation area's purpose, significance, and primary resources, the following interpretive themes are those ideas about NRA resources that are so important that every visitor should have the opportunity to understand them and hopefully develop an appreciation for these resources from the themes. The primary themes below cover those ideas that are critical to a visitor's understanding of the area's significance. (They are not a

comprehensive list of everything there is to interpret.)

Since 1946, the National Park Service has administered the national recreation area for the primary purpose of providing water recreational uses. Like the resources, the interpretive stories of the national recreation area are dominated by water.

The interpretive challenge is to help visitors understand that the national recreation area offers more than just recreational opportunities. With well-planned and well-delivered interpretive messages, visitors can understand that the resources along the lake's shoreline reveal many compelling stories — how the earth was formed in this region; why certain plant and animal species have adapted to its changing environment; and when humans came to live in this region and how their activities have impacted, and continue to impact, the land. These and other stories abound at Lake Roosevelt National Recreation Area.

These stories, or “interpretive themes,” fall within four major categories: geology, natural history, cultural history, and recreation. The primary interpretive themes — those ideas and concepts central to the national recreation area's purpose and identity that all visitors should receive — are listed below; secondary theme statements for each primary theme are presented in appendix E.

Geology: The layers and landscapes of the national recreation area show the geologic forces that shaped this scenery and the changes that happened through gradual uplift, erosion, and, occasionally, in sudden cataclysmic events.

Natural History: Lake Roosevelt marks a transition zone between the desert-like Columbia Basin to the south and the wetter Okanogan Highlands to the north.

Cultural History: Humans have been living along the Columbia River in the area where the national recreation area is located since the end of the last Ice Age, about 10,000 years ago.

Recreation: The immense size and scenic qualities of the national recreation area offer a rich variety of opportunities to safely recreate on its resources.

DESIRED FUTURES / GOALS FOR THE NATIONAL RECREATION AREA

Given the purpose, significance, and what visitors should have the opportunity to learn, desired futures/goals were developed to provide guidance in preserving and protecting what is significant and communicating the primary themes to visitors.

Desired Futures for the National Recreation Area

Desired futures are broad statements that define what the national recreation area and the visitor's experience should be like at the end of the 15- to 20-year planning period. These statements should reflect the area's purpose and significance; they should also respond to the issues and concerns (discussed later in this document) that were identified during the planning effort for this management plan. The desired futures are as follows:

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 to maintain 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 NRA experience with a broad understanding and appreciation of the area and its resources, safety issues, and how each visitor can participate in protecting NRA resources for

future generations. The stories of indigenous cultures, the area's geology, the impact of the Ice Age floods, and the history of the area after the arrival of the white man are told and interpreted in a factual, respectful manner.

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 NRA 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 experiences as well as protecting and preserving natural and cultural resources. Relations with NRA neighbors and other managing partners are conducted in a professional and cordial manner.

Desired Visitor Experiences

Programs and facilities provide interpretation and information at primary visitor contact points throughout the national recreation area. Through NRA interpretive programs and facilities, in 15 to 20 years visitors will be able to enhance their experience and help preserve the national recreation area's resources by the following:

1. Gaining an appreciation for the importance that the recreation area's natural and cultural resources have in their quality of life.
2. Recognizing the impact that their activities have on the recreation area's natural resources and their fellow visitors.
3. Understanding the reasons for protecting and managing the recreation area's natural and cultural resources for future generations.
4. Discerning that the national recreation area is a unit of the national park system.
5. Practicing safe techniques while recreating in the national recreation area to ensure the well-being of themselves, their family members, and other NRA visitors.

6. Identifying the natural resources that attracted people to the area more than 9,000 years ago, and relating how these and later human populations have produced a rich cultural heritage.
7. Describing the role of the Ice Age floods in forming the Grand Coulee and other regional landforms.

ISSUES AND CONCERNS

Having at least a broad understanding of why the area was set aside, what resources are significant, what the public should have the opportunity to learn, and what the goals and objectives are for the area, managers can look at issues and determine what the obstacles are to achieving those goals and objectives.

The issues and concerns identified during public scoping were broad and far ranging. There was disagreement on some issues and general agreement on others. Some of the issues identified were beyond the scope of the management plan.

Issues Addressed in the Management Plan

Management of the National Recreation Area. Some people were unhappy with the NPS style of management, especially those policies resulting from the 1990 *Special Park Use Management Plan*, which began the termination of permits that allowed private uses of the public lands (such as private docks, yards, grazing, and agricultural uses). Some people expressed the opinion that they thought that NPS enforcement of regulations was overzealous and that the regulations themselves were too complex. They expressed the opinion that the National Park Service was trying to manage the national recreation area similarly to the way a national park is managed. There was discussion about the Columbia Basin Act and how some of its provisions might apply to NPS management of the recreation area in relation to grazing and agriculture.

Other people said that they thought that NPS management of the recreation area is just fine, and they hoped that it would continue to be managed in the same fashion. Some people said that they thought that the National Park Service was lax in its enforcement of the regulations. They were concerned about the past practices of the National Park Service that permitted private uses on public land and said that these uses should be terminated immediately.

Lake Access. Access to the water was an issue that was often mentioned. People were concerned about the lack of access to the water during periods of extreme drawdowns, such as in the winter and spring of 1996 and 1997. They felt that either launch ramps should be extended or that new ramps should be constructed.

People were also concerned with the crowding that happens on weekends at popular facilities such as Porcupine Bay and Keller Ferry. Their primary areas of concern were a lack of camping spaces and crowding of launch ramps. Many adjoining landowners complained about the lack of convenient facilities for their use. They mentioned that often they must drive 30 miles or more just to launch their boats, and when they do get to the launch ramps, they are often crowded. They expressed the desire for more community-based facilities to address the needs of the growing population of people who live around the lake. Some people also expressed the need for better water access for the disabled.

Boating. There was a lot of discussion about boating. Many people felt that the level of boating and the quality of the experience are just fine and that no major changes in management are needed. Others felt that there are too many people who do not respect the regulations and create safety problems by speeding and operating their crafts in an unsafe manner. They felt that the National Park Service should step up its enforcement. Personal watercraft, such as jet skis, and other high-speed craft were discussed. Again, there was disagreement. Some felt that they are noisy, unsafe, and polluting, and that they should be controlled more. Others felt that they are not really a problem at this time.

Generally, it appeared that most people thought that despite some problem areas, the level of boating activity on the lake was acceptable and that, due to the size of the reservoir, there was still room for visitors to seek and find whatever type of experience that they prefer. Noise was identified as a problem in confined spaces such as in the Spokane Arm of the lake.

Houseboats. Houseboats were mentioned often. The general opinion expressed seemed to be that the existing level of houseboat use was about right. The primary concerns were the impacts on the shorelines from the large parties on the boats and the visual impact of the houseboats themselves.

Facility Development. Many people felt that the proposed marina at Crescent Bay was still needed and should be constructed as soon as possible. There was a general expression that the lack of facilities on the water at the south end of the lake is adversely affecting visitation. Most of the discussions of facilities dealt with crowding and the lack of adequate facilities rather than the type of facilities. The scarcity of fueling points on the water, inadequate moorage, stores for groceries and supplies, etc. were also identified as problems. The need for docks to provide access to commercial facilities such as restaurants, golf courses, etc. was mentioned.

Kettle Falls. The problems associated with the Kettle Falls marina were identified. During peak visitation (June–August), there is congestion at the boat launch. Cars with boats must wait in line along with those who just wish to park and use the picnic areas. The parking areas for cars and boat trailers are filled to capacity resulting in overflow parking along both sides of the access road. Congestion also results from the lack of temporary parking for those who have pulled their boat from the water and stop to unload, wash, and fasten down the boat. The fish cleaning station is difficult to access when traffic is backed up. Site amenities lack an overall design theme.

During annual spring drawdowns (>1,280 feet), the concessioner must relocate his houseboats to

deeper water. Rental boat docks are not available for up to six weeks during this time. There are also safety problems with the public day use boat traffic maneuvering in and out of the houseboat traffic next to the boat launch ramp.

Sewage (2,000 gal per day) is hauled to the city of Kettle Falls' sewage treatment plant daily because there is no pump-out storage. Marina operation at this site cannot be expanded, and the need for the offsite maintenance and storage yard increases operational expense and traffic.

Environment. There was discussion about the impacts that visitors were having on the shoreline. The primary problems identified were trash and sanitation related to human waste. Many people were concerned about the whole environment and wanted to make sure that the clear water, clean sand beaches, and picturesque scenery were maintained. The perceived danger of starting wildfires from campfires on the beach was mentioned frequently.

Issues beyond the Scope of This Management Plan

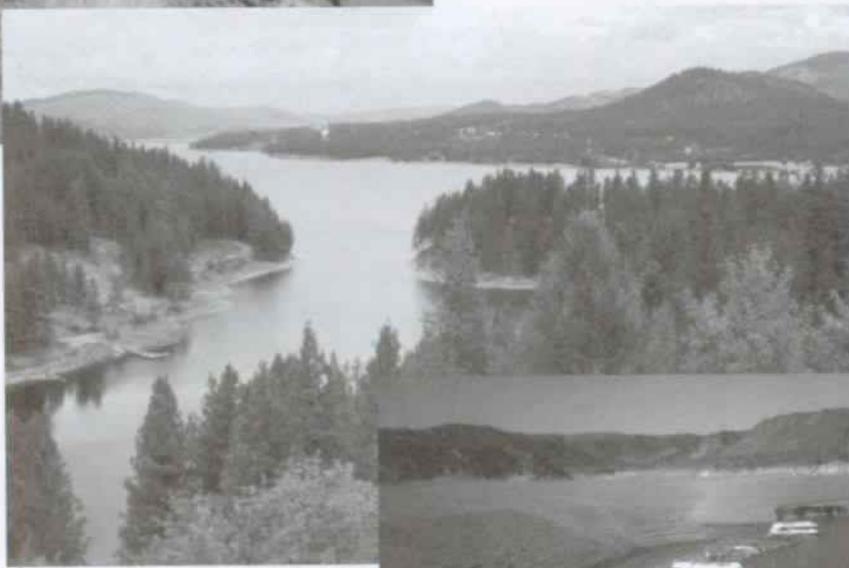
NPS Authority and Jurisdiction. NPS authority to manage the national recreation area and the discretion that it has to manage the area is determined by numerous laws, regulations, and policies (see appendixes F and G) for NPS authorities). These laws have a direct impact on the scope of a *General Management Plan*, and the National Park Service is bound to abide by them. Several issues raised during scoping would require legislation to modify the existing authorities of the secretary of the interior as delegated to the National Park Service for managing the national recreation area. Some of the proposals that would require specific authorization from Congress include (1) a change in managing entity to an organization other than the National Park Service, (2) shared management with other governmental entities, and (3) private uses of publicly owned lands (e.g., lawns, agriculture, and private docks and access to the lake, etc.). Because the management plan is an administrative document that outlines how the National Park Service would manage an area within

existing laws and regulations, these issues are considered to be beyond the scope of this management plan. This does not diminish the importance of these issues to the people that raised them; it is an acknowledgment that the National Park Service does not have the authority to approve such changes in management or activities without specific authorization from Congress. These issues will be identified in the management plan as having been raised during the scoping process for consideration by the appropriate decision makers.

Grazing and Other Agricultural Uses. Other issues identified during scoping are grazing and other agricultural uses within the national recreation area. The current NPS position, as reflected in the 1990 *Special Park Use Management Plan*, is that it does not have the authority to permit grazing or other agricultural uses on the public lands.

Operational Issues. Other issues identified were the control of beach fires, the enforcement of fishing and boating regulations, compliance checks for boat launch and camping permit violations, encroachments, the control of noxious weeds, and the protection of sensitive natural and cultural resources. All laws, rules, and regulations will continue to be enforced, and ongoing programs such as the protection of cultural resources and noxious weed control will remain. The level of effort in any of these areas will be dictated by the funding levels given to the national recreation area as part of the overall NPS budget. NRA managers will continue to request levels of funding that they think are needed to support these efforts; however, the final amounts appropriated are beyond their control.

Lake Levels. Another issue identified was the level of the lake. Lake Roosevelt reservoir will continue to be operated under the terms and conditions of the Columbia Basin Act. This means that lake levels will be determined primarily by the other federal agencies who are responsible for flood control, irrigation water, and power generation. There will continue to be



yearly and sometimes seasonal fluctuations in water levels as in the past (see appendix H). The 1995 "Biological Opinion" concerning consultation with the National Marine Fisheries Service about the operation of the federal Columbia River power system and the protection of threatened or endangered species of fish within the Columbia River drainage allows as much as 10 feet of water to be drafted from Lake Roosevelt from time to time to augment flows for downstream fisheries. This drafting has taken place most often in August, lowering the lake level to near the 1280-foot mark. At this elevation, some of the developed facilities on the lake are out of service during the peak recreation season because of the low water. Recreation and fisheries within the national recreation area will continue to be a secondary consideration for the overall operation of the reservoir.

Jurisdiction on the Spokane Arm. The surface jurisdiction of the Spokane River Arm was another issue that was mentioned. The 1990 "Lake Roosevelt Cooperative Management Agreement" recognized the ongoing dispute over the extent of the Spokane Reservation boundary on the Spokane Arm of Lake Roosevelt and did not resolve that issue.

Subsequent to the 1990 agreement, the Spokane Tribe obtained a final judgment in federal court confirming that it owns the beds and banks of the Spokane River as it existed before the flooding of Lake Roosevelt. The state of Washington and the United States were party to that lawsuit. The Spokane Tribe's ownership runs to the south bank of the Spokane River from Chamokane Creek to a point 1.5 miles upriver from the Columbia River. That 1.5-mile section is still subject to tribal claims, but status of the section was not resolved in that lawsuit. It is the Spokane Tribe's position that because it owns most of the lands within the Spokane Arm of Lake Roosevelt, the tribe should manage the entire Spokane Arm because it was the intent when the Spokane Reservation was created that the tribe control all waters of the Spokane River.

Off-Road Vehicle Use. Off-road vehicle use was another issue that was discussed. Driving on

the drawdown or in other off-road areas will not be allowed. The 1972 Executive Order 11644, "Use of Off-Road Vehicles on Public Lands," directs federal land management agencies to develop regulations for off-road vehicle use. In response to this order, the National Park Service developed regulations prohibiting the operation of a motor vehicle in any areas other than on designated park roads, in parking areas, and on routes and areas specifically designated for off-road use. No such areas are or will be designated within the national recreation area. The primary reason for this is the protection of archeological sites. Some of the sites within the national recreation area are considered to be among the most significant in the Pacific Northwest, with evidence of human occupation dating back 9,000 years.

Fishery Management. Fishery management within the national recreation area, another issue that was mentioned, will continue to be coordinated mostly by the tribes and the Washington Department of Fish and Wildlife. The Bonneville Power Administration has also been contributing money to this effort to help mitigate the impacts on the fishery that the construction of the dam caused and will probably continue to be involved in the future. The National Park Service will continue to coordinate and work with these other groups as an advocate for the resident fishery and the interests of recreational fishing on Lake Roosevelt.

RELATIONSHIP TO OTHER PLANS AND ACTIVITIES

There are several plans, ongoing planning efforts, and other activities that are relevant to this management plan.

Special Park Use Management Plan

A *Special Park Use Management Plan* was developed for the national recreation area in 1990. This plan identified all of the special uses that were permitted within the national recreation area at the time it was prepared and

developed and the policies that would be used for their management in the future. This document was instrumental in directing NPS management to begin terminating some special uses that had been allowed in the past but were found to be in conflict with applicable laws and NPS management policies. The plan also reflected a concern that the authorization of those facilities and activities amounted to a de facto privatization of public lands. The terminated uses included private lawns, private docks, grazing, and agricultural permits. This plan may need to be revisited and perhaps amended in the future, depending upon the results of some of the initiatives proposed within this management plan.

Concessions Management Plan

The 1991 *Concessions Management Plan* is an agreement between all of the managing partners on the lake — the National Park Service, the Colville Confederated Tribes, the Spokane Tribe of Indians, the Bureau of Reclamation, and the Bureau of Indian Affairs. This plan identified areas, types and levels of facilities, and responsible managing partners. The plan was for a 10-year period and remains in effect until January 1, 2001. Before 2001, the parties to the plan need to review the plan in light of additional experience with concession operations on the lake; marketing and actual business performance; changes approved for NPS facilities in this *General Management Plan*; and other concerns or issues that may have been identified during the planning process for the management plan. The public will have the opportunity to review and comment on any changes proposed to the *Concessions Management Plan*. (Please refer to a summary of the *Concessions Management Plan* in appendix I.)

Concessions Contracts

The National Park Service has existing concessions contracts for marina and houseboat operations at Kettle Falls, Keller Ferry, and Seven Bays. Negotiations are underway for a similar contract at Crescent Bay. These contracts,

except at Seven Bays, contain language that allows for the consideration of developing RV parks at a future date. The contracts at Crescent Bay and Keller Ferry also have provisions for a restaurant and lodging. At this time there are no plans to develop those types of facilities at either location. Any proposal for development by the concessioners would be subject to further planning, feasibility studies, and public review.

Strategic Planning

In accordance with the requirements of the Government Performance and Results Act, the National Park Service prepares strategic plans for Lake Roosevelt National Recreation Area and all other units of the national park system. This plan reflects the purpose and significance statements developed for the management plan as well as the desired futures. The Government Performance and Results Act primarily requires that the National Park Service develop performance goals and achievement targets. It also requires that a system for determining achievement levels for the goals be implemented.

Tribal Plans

The two tribal governments manage portions of the Lake Roosevelt reservoir and are land managers for large areas of lands adjacent to the shoreline within the boundaries of their respective reservations. The National Park Service recognizes the importance of coordinating its land management policies with those developed by the tribes and keeps abreast of ongoing planning efforts on tribal lands — such as the shoreline management plan that is currently being developed by the Colville Tribe and the designations of other special uses or zones within the reservations, such as designated game preserves, that could be affected by NPS management decisions.

County Plans

The National Park Service also recognizes the importance of coordinating with the county governments and complying, where possible, with the various plans that the counties produce — such as their shoreline management and comprehensive plans. Although the National Park Service is generally not required to submit

proposed projects to the permitting process of the local governments, it does recognize the need for notification and coordination. In those instances where authority to implement certain laws has been delegated by Congress to state or local governments, the National Park Service is obligated to submit to the permitting process, such as with water and sewer permits.



*The
General
Management
Plan*

INTRODUCTION AND ASSUMPTIONS

INTRODUCTION

Lake Roosevelt was originally designated as a recreation area, not as a preserve for sensitive resources. It has a very limited land and resource base. It consists of land assembled to provide freeboard area for the operation of the reservoir. Although the total length of the shoreline within the national recreation area is more than 312 miles, in most places the NRA land area is only a few hundred feet wide and, at its maximum, it is less than 0.5 mile wide. This configuration does not allow a multitude of options on how it could be configured for facilities and how they could be managed. Another factor is that the original planning for the national recreation area was very good. Developed facilities were placed in locations where they function well and generally do not cause undue resource impacts. The real need for a new management plan was to update the 1980 plan and put management decisions on a more resource and visitor experience basis so that in the future management will have better direction and justification for its decisions.

The plan discusses the types, levels of development, and general locations of facilities needed to accommodate visitation; however, it does not go into a design level of detail at any one site. This will be accomplished through the development of detailed site plans that are prepared for implementing specifications made in the approved *General Management Plan* and will depend upon the availability of funds.

PLAN ASSUMPTIONS

The following assumptions were used in the formulation of the plan:

- The National Park Service will continue to manage Lake Roosevelt National Recreation Area. The National Park Service does not have the authority to delegate or share management with another entity because it was directed to manage the area by acts of

Congress (see appendix G) and direction from the secretary of the interior, and it is assumed that it will continue to do so until otherwise directed.

- The decisions regarding lake levels are made by other agencies; primarily the Corps of Engineers for flood control; the Bonneville Power Administration for power generation; the Bureau of Reclamation for irrigation; and a number of other interests for fisheries mitigation. This plan does not address these issues.
- The National Park Service has limited authority to permit private uses of public lands. The National Park Service has been directed by Congress to manage the national recreation area as a unit of the national park system. Private uses are allowed only where they are specifically authorized by legislation or where permitted within the regulatory authority granted to the secretary of the interior. At the national recreation area those private uses are limited to water withdrawals, the summer cabins at Rickey Point and Sherman Creek, various types of easements (e.g., access and utility), and NPS concessioner facilities.
- The National Park Service has no authority on tribal lands and waters or other lands and waters outside of the NPS boundaries. The "Lake Roosevelt Cooperative Management Agreement" approved by the secretary of the interior in 1990 defined the parameters for managing the water surface of the reservoir and public lands that surround the lake. The land area within the confines of the two reservations and half of the adjacent water surface was delegated to the respective tribes; small areas of land and water needed by the Bureau of Reclamation for the operation of the reservoir, primarily at the dam, were retained by that bureau, and the remainder of the federal land and water was delegated to the National Park Service for

operation as Lake Roosevelt National Recreation Area.

- Day-to-day operational issues, such as law enforcement, debris removal, weed control, maintenance, safety, and other management activities, will not be addressed in this plan.
- This plan generally does not address in detail those issues that are lakewide in nature. Several issues were identified during scoping that will require lakewide plans to adequately address issues such as concessions, visitor services, and the regulation of personal watercraft. The collaboration and agreement of all of the managing partners on Lake Roosevelt will be needed to resolve these type issues.
- Detailed studies will be required to determine the carrying capacities of various developed areas within the national recreation area. Wherever possible, the issue of crowding will be addressed. There is a general lack of data for issues such as carrying capacity, personal watercraft, and water safety, which will not be addressed in detail in this plan.
- NRA staff will continue to be sensitive to American Indian concerns consistent with its federal responsibility to manage the national recreation area. The desire for cooperation and collaboration on a number of topics of mutual concern ranks high in how NRA staff and managers view their obligations to conduct government-to-government consultations.

THE PLAN

CONCEPT

The primary objective of the plan is to manage the national recreation area for the same broad range of recreational opportunities that were provided in the past while maintaining the quality of the experience and protecting the character and resources of the area. Existing developments will be analyzed for opportunities to expand or make them function more efficiently. New developments will be constructed, where appropriate, to accommodate additional visitors and will be sited at locations that will help distribute use more evenly at facilities within the national recreation area. New types of public access points will be provided to alleviate crowding at existing facilities. More active methods for visitor use management will be employed. The plan provides a more ecologically sensitive rationale and defensible basis for managing the area.

Controlling documents such as the 1990 "Lake Roosevelt Cooperative Management Agreement," the *Special Park Use Management Plan*, and the *Concessions Management Plan* will continue to provide management direction until modified through appropriate processes.

VISITOR EXPERIENCE

Visitors will continue to have opportunities to enjoy a range of activities and outdoor experiences. The national recreation area will provide undeveloped areas for those visitors who prefer more primitive activities and a range of developments to accommodate visitors with a taste for more structured experiences. Most types of boating will continue to be allowed, and provisions for alternate boating such as canoeing will be increased. As the number of visitors increases, opportunities for quiet and solitude will decrease but not disappear. More than half of the NRA shoreline will continue to be maintained in a natural condition.

INTERPRETATION/EDUCATION

The National Park Service will continue its interpretive programs and expand opportunities through an organized education outreach program. Interpretation will not be limited to ranger-led activities, and visitors will be exposed to various messages presented through a network of interpretive waysides and information kiosks. The National Park Service will continue its emphasis on the interpretive themes described in appendix E and improve the blend of all themes including stories of the aboriginal inhabitants and how the area was shaped and sculpted by the Ice Age floods. The National Park Service will seek to increase the level of participation and cooperation with the Colville and Spokane Tribes in telling their histories and stories at NRA facilities.

VISITOR USE MANAGEMENT

Visitor use is expected to increase to near the 2 million mark within the next 15 to 20 years from today's level of 1.4 million. Although this may seem like a large increase, many people familiar with the lake believe, because of its size, that the lake has the capacity to accommodate more than the projection. To accommodate this increase and ensure that there will be little degradation of the resources or the visitor experiences, a more proactive visitor use management system will be employed.

Managing Recreation Area Visitor Capacity

The carrying capacity of an area is defined as the number of visitors to a location that can be accommodated at one time without adversely impacting each other's experiences or creating undue resource impacts. The criteria for defining carrying capacity are very subjective and vary from location to location depending upon the sensitivity of the resources and differ from

individual to individual based upon their own expectations.

The sensitive resources within the national recreation area are primarily cultural and visual. The majority of the cultural resources are inundated during peak use periods and are not generally a limiting factor when determining the carrying capacity of a given area. During draw-downs these cultural resource areas are exposed and vulnerable to damage from visitors or relic collectors. There are usually few visitors present during the annual spring flood control drawdown. However, in more recent years, the reservoir has been drawn down in August for flow augmentation downriver as part of salmon recovery efforts. Should these drawdowns increase beyond the level of lake elevation 1,280 feet, cultural resources could be exposed during periods of heavy visitation.

The visual resources at Lake Roosevelt are also sensitive. The beautiful scenery is one of the primary attractions for most visitors, and new facilities will be carefully planned and located to minimize their impact on the scenery.

Carrying capacity at Lake Roosevelt is most often limited by the amount of area required for active water sports. Based upon conversations with park staff who are on the ground during peak use periods and information received from questionnaires mailed to the public, the areas that are most sensitive to overcrowding are the narrow reaches of the lake. In these areas, such as the Spokane River Arm of the lake, there is limited water surface available for active sports such as boating and skiing. No other narrow areas of the lake have been identified as currently having this problem.

To address this specific problem area, a multifaceted approach will be employed:

- First, no additional development will be planned for the Spokane Arm. The number of facilities available on the land will help regulate the number of users on the water.

- Existing rules and regulations will be more rigorously enforced to ensure that occupancy limits of the campground and boat launch areas are not exceeded. In the past, visitors were often allowed to exceed camping space design limits, and boaters were allowed to park trailers on the shoulder of the road when the parking lot was full.
- A more active information system will be put in place to provide visitors with more and better information about the availability of facilities on the Spokane Arm and their options for other locations on the lake. Reservations systems may be employed where needed to control crowding, and differential fees may be employed to encourage more use of less popular locations.
- Other developments will be improved, initially at Hunters, Keller Ferry, and Crescent Bay, to serve as magnets and attract visitors away from the Spokane Arm. Although some of these areas are now also crowded during peak use periods, they are all adjacent to much more expansive water areas that have much more unused capacity for active water sports. They all also have additional land that could be used for developing additional facilities.
- Other new areas can be developed to provide additional capacity if needed. However, no new areas will be developed until additional carrying capacity studies are completed.

Opportunities to develop new visitor facilities in cooperation with the Spokane and Colville Tribes will be explored through the revision of the *Concessions Management Plan*, which is scheduled in 2001. One area that has already been identified as a possible location for a new boat launch ramp is on the Sanpoil River Arm on the Colville Reservation. Another opportunity for new facilities will be the cooperative development of sanitation facilities at dispersed locations.

Houseboats

To help distribute houseboat use more evenly over the lake, the locations and numbers

identified in the Lake Roosevelt *Concessions Management Plan* will be used to guide the management of houseboats within the national recreation area. Currently, there are 40 houseboats operating out of Keller Ferry and 15 at Kettle Falls. Increases in these numbers will be approved only after careful analysis to determine that additional houseboats at a particular location or lakewide will not create unacceptable resource or visitor use impacts. A summary of the *Concessions Management Plan*, with more details, is included in appendix I.

Camping

Camping along the shoreline outside of undeveloped areas will continue to be allowed as long as it can be managed to keep resource impacts at acceptable levels. A process to assess damage and manage dispersed sites along the shoreline will be developed.

Boating

Boating will not initially be restricted beyond current rules and regulations within the open waters management area. If crowding becomes a problem, new controls can be implemented. New rules will be implemented for those areas designated within the passive waters management areas. Rules for managing the passive waters management area for the upper portion of the Spokane River will be developed in coordination with the Spokane Tribe.

Personal Watercraft

At the current time, no new controls for personal watercraft will be implemented; however, the National Park Service will continue to closely monitor their use and new controls can be implemented if needed, in coordination with tribes and state.

Hunting and Fishing

Hunting and fishing will continue to be allowed according to current state game management regulations.

Management of Special Uses

Private uses of the public lands will be allowed as specifically authorized by law.

Procedures will be developed to allow the issuance of joint incidental business permits with the Spokane and Colville Tribes; these permits will be valid on both tribal and NRA areas and allow the management of uses such as fishing guides, boat rentals, parasailing business, etc.

Crowded Facilities on the Spokane Arm

The Spokane Arm is near its carrying capacity, and no new NPS facilities will be developed in that area. All existing NPS facilities here will be evaluated to determine their individual carrying capacity and to determine if they should be redesigned to reduce impacts or function more efficiently. All proposals to modify facilities will be carefully evaluated to determine their effect on carrying capacity and visitor experience as well as resource impacts. A special emphasis will be placed on dealing with crowding in this area. Consultation with the Spokane Tribe will also be performed in conjunction with this effort to identify possible impacts on the reservation or other tribal interests.

Bradbury Beach

The camping facilities at Bradbury Beach will be removed, and the area will be converted to day use only. At this time there are only four campsites, and these are on very steep slopes adjacent to the water.

New Facilities

To help distribute visitor use over a larger area of the lake, the Hunters launch site will be expanded to provide a store, gas docks, and holding tank pump-out facilities. The *Concessions Management Plan* will need to be revised to accommodate this action. An analysis of the potential impacts on the Colville Reservation from the expansion at Hunters will be prepared as a part of the revision to the *Concession Management Plan*. This site may also be expanded to provide seasonal moorage if needed.

A full-service marina at Crescent Bay will be developed to encourage increased use at the south end of the lake.

New community access points can be developed within the developed recreation management area.

Kettle Falls

New deepwater moorage facilities will be developed at the Kettle Falls north marina site (about 0.25 mile upstream from the existing marina) to extend the season of the marina (see map in appendix J). Construction of these facilities will be funded by the concessioner. To help reduce crowding at the harbor, the houseboat operation will be moved to the new moorage site. The new floating dock structure will include covered slips for year-round moorage and uncovered seasonal slips, an 850-square-foot store with restrooms, an office, a service building, a fuel dock, boat storage (dry and wet), and houseboat operations (see appendix J). The campground, concrete boat launch ramp, parking, restrooms, fish cleaning station, and picnic facilities will be retained in their current location. A breakwater will be constructed to protect the deepwater moorage from high wind and waves. Land-based facilities, including parking for boats and cars, a comfort station, walkways, an access ramp and lift if needed, utilities, and other needed support facilities, will be on the bench adjacent to the moorage.

Access to the new north marina site will be from the Kettle Park road that intersects with State Routes 395 and 20, approximately 1 mile to the north. A new deceleration lane and intersection may be needed off the Kettle Park road. About 450 feet of the road that leads to the NPS residential area will be used as access to the marina site. A new paved entrance road to the car/trailer parking area will be developed. New sewage holding tanks will be required, and the possibility of a leachfield in the area will also be analyzed.

ACCESS

General Lake Access / Access during Drawdowns

All developed NPS access points will be maintained and evaluated for potential to extend launch ramps to lower elevations (although opportunities for this are very limited) and for potential to expand parking lots or increase efficiency. Facilities will be expanded as needed and where appropriate to accommodate growth in visitation. New NPS facilities can be constructed in appropriate management areas as needed to accommodate increased visitor demand. Before constructing new facilities or expanding existing facilities, a careful analysis will be conducted to ensure that the facilities are needed and that their construction will not negatively impact sensitive natural and cultural resources or the quality of the visitor experience on that section of the lake.

Access for the Disabled

All new facilities will be designed to be in compliance with all relevant laws and policies concerning accessibility for the disabled. Also, retrofitting existing facilities to bring them in line with current standards will be a high priority for all park facility repair and rehabilitation projects.

Community Access

Community access points will be allowed subject to the following criteria: they will provide

additional public access to the national recreation area, help relieve crowding at other developed areas, and serve established communities adjacent to the national recreation area that are not readily served by existing or planned NPS/concessioner-maintained access points or marinas. All facilities will be available to the general public. Types of facilities may include, depending upon need and location, moorage such as courtesy docks, boat slips, or buoys, launch ramps, parking area, and/or support facilities such as toilets, bulletin boards, garbage cans, etc. Locations for community access points will be limited to developed recreation management areas (see management area maps at the end of this section).

Proposals for community access points must be initiated by a local community organization, the county government, and/or the National Park Service. Early notification and coordination of any proposals in the initial planning stages will be required. Proposals from local community organizations will be submitted through the appropriate county government for approval before submission to the National Park Service for review and approval. Development and maintenance costs may be provided by the sponsoring community organization, the county, the National Park Service, or a combination thereof. The National Park Service normally will not develop or maintain moorage facilities beyond those directly associated with a launch ramp (e.g., courtesy docks). The community, in return for the nonexclusive use of public lands and waters, will be expected to contribute to the development and maintenance costs. A fee for the use of public lands and waters will also be assessed as required by law.

The plan does not propose new community docks, but rather a process where communities can propose a public access point that may include a launch ramp and appropriate support facilities. Where appropriate, the community could also propose to provide and maintain moorage to serve themselves and others. In essence, these will be small-scale marinas serving areas of the lake that are not readily served by the larger commercial marinas. Although most community access points will probably be located in areas that currently have

community dock systems, some existing areas may choose not to become a public access point or may not qualify for other reasons. In addition, there may be communities that do not currently have community docks that can qualify for a community access point.

Factors to be considered by the National Park Service in evaluating community access proposals and determining what facilities, if any, would be appropriate at a given location will include the following:

1. The size of the community to be served — For the purpose of community access points, a community will be defined as a developed area that borders the national recreation area that is of sufficient size and proximity to provide and maintain public access and facilities in cooperation with the county and the National Park Service on a long-term basis. (It is not the intent of this proposal to have access points that would primarily serve a small number of individual property owners.)
2. Remoteness — The proximity of other access points and facilities (including concessioner-operated marinas). Both driving distance and distance by water will be considered.
3. The availability of public access both from land and water.
4. Access roads — The availability and quality of public roads leading to the site. Issues to be addressed include whether the county will be required to upgrade the road to provide adequate public access and will the community need to grant the public access across private lands.
5. The availability of adequate land base (public and/or private) for parking and other support facilities.
6. The ability of sponsoring community to develop and maintain the facilities to standards specified by the National Park Service including compliance with applicable federal, state, and local laws and regulations. These standards will include maintaining all facilities in a safe and

usable condition and providing access to the disabled.

7. The willingness of the sponsoring community to have public use in and around their community.
8. The ability of the community to assume liability for public use of community provided and maintained facilities.
9. Proposals will not be approved if there is any chance that they would interfere with public access and use of public lands and waters.
10. Proposals will be accepted from established community organizations and county governments only. Proposals will not be accepted from individuals or private developers or based on speculation that a community might develop in the future.
11. Proposals for overnight moorage facilities that could adversely impact a concession-operated marina offering overnight moorage facilities will not be approved.

Plans and specifications showing location, layout, size, materials, construction details, topography, utilities, etc. will be required, as will operation and maintenance plans.

All proposals will be subject to public review and comment before a decision will be made on whether to approve, modify, or disapprove the proposal. In addition, all proposals will be evaluated for their potential impacts on natural and cultural resources, carrying capacity of the area, and the visitor experience.

To prevent the unintended proliferation of these community based facilities, help maintain the natural character of the shoreline, and avoid stimulating private development where it may not be desirable, the number of community access points will initially be limited to the existing number of community facilities currently under permit, which is 18. It is not assumed that all

communities that currently have permitted facilities will automatically qualify under these criteria or desire to have public access points in their communities. These numbers are not tied to any specific location. When the number of authorized community access points approaches the upper limit or 10 years from approval of the *General Management Plan*, whichever comes first, the National Park Service will review the program. In this review there will be full consultation and public review. There will be a determination as to whether the program is meeting its intended objectives, whether it should be continued, and if so under what conditions, including the number of additional access points that may be authorized.

Implementation procedures, reflecting the above considerations, will be developed.

RESOURCE MANAGEMENT

Sensitive natural and cultural resources will be protected and managed to ensure that they will not be adversely impacted by visitor use. Some environmental impacts caused by crowding and overuse will be addressed by distributing visitor use more evenly over the reservoir and providing more facilities for the disposal of human waste. The National Park Service will continue its participation with other agencies to monitor and reestablish native species that have been reduced or eliminated from their original ranges, such as the peregrine falcon. The National Park Service will continue to work as an advocate for other environmental issues that are important to visitors, such as air and water quality, with the appropriate regulatory agencies. The National Park Service will also continue to encourage local governments to implement controls on growth and development to ensure that they are managed in a fashion that would not adversely affect the natural beauty and rural character of the lands that surround the reservoir. Vegetation management programs, such as those to improve forest health and to control noxious weeds, will continue.

NRA OPERATIONS

Staffing

Staffing levels, 74 full-time equivalent employees at the current time, will need to rise proportionally to accommodate increased visitation and resource protection needs. If visitation did increase to the projected 2 million level, which is a 43% increase, then an additional 20–30 positions will be needed to provide support for the maintenance, visitor and resource protection, and interpretation and education programs.

Budgets

Park budgets would need to increase proportionally to support additional staff, new facilities that will be developed, new programs that will be implemented, or to account for inflation. In fiscal year 98 the national recreation area's base operating budget was \$3,321,000. About 85% of this was required for employee salaries. The remainder of the base budget was used to purchase supplies, materials, and equipment. In addition to the base budget, an additional \$200,000–\$500,000 of project funds were available for minor construction, rehabilitation of facilities, cyclic maintenance, and resource management.

If staffing levels rise to projected levels, the park base operating budget will need to increase by about \$1,000,000 at the maximum staffing level.

Project funds for minor construction, rehabilitation, and cyclic maintenance will need to increase to support increased use levels. Currently, the fee demonstration program generates a dependable source for some of these funds and is somewhat self-regulating because the amount of funds available would increase along with visitation. However, at this time, the future of this source of funds is not clear, beyond current authorizations. Regardless of the source of the funds, the annual funds needed will probably increase to the \$300,000 to \$600,000 range.

Project funds required for the development of new facilities needed to support growth in

visitation will come from two sources — congressional appropriations and concessioner funds. Congressional appropriations will be needed to rehabilitate and expand the facilities at Keller Ferry and at Hunters. Estimates of the costs for those facilities are \$1,750,000 at Keller Ferry and \$1,330,000 at Hunters. Other smaller amounts may be needed if it is decided that major rehabilitation or other improvements were needed in other areas.

Expansion costs for all new facilities associated with the new deepwater marina at Kettle Falls will be funded by the concessioner.

The new marina for Crescent Bay will also be funded by the concessioner, except for a percentage of the cost of paving the parking lot associated with the existing boat launch ramp, which will be funded by the National Park Service.

The new facilities at Hunters related to marina operations will be paid for by the concessioner.

Housing

If visitation increases to the 2 million level, as projected, and additional staff positions are funded, additional housing will be needed. The exact amount of new housing required will depend upon the nature of the new staff (seasonal versus permanent and maintenance versus protection or interpretive staff). Most likely there will be few new permanent staff, perhaps two or three positions, who will not require housing. The remainder of the new positions will likely be evenly split between maintenance and protection staff. Because most maintenance staff are hired from the local area, they will not normally require housing. Seasonal staff are often unmarried, meaning that about 10 to 15 additional bedrooms may be needed.

MINOR BOUNDARY ADJUSTMENTS

Federal lands managed by the National Park Service at Lake Roosevelt National Recreation

Area were acquired by the Bureau of Reclamation for the Grand Coulee Project without complete consideration as to how all the land would need to be managed as a recreation area. The resulting boundary included not only project purpose land (shoreline to the 1,310-foot level) and lands with potential for landslides, but also "squared off" sections of land that property owners sold as complete packages rather than just the portions that the bureau needed. The boundary line in instances is very irregular and includes small slivers of land that project into adjacent private property.

The National Park Service began managing Lake Roosevelt (formerly Coulee Dam) National Recreation Area in the early 1940s. At that time special use permits authorized grazing and agricultural use of public lands, along with other uses such as lawns. Over time, the federal laws applicable to the national recreation area were revised, and many of these permitted uses are no longer allowable. The *Special Park Use Management Plan* was approved August 30, 1990. This plan allowed existing permits for those uses that conflict with existing law, regulation, or policy, to be extended for up to 11 years and then be phased out.

This phaseout of previously permitted uses has created situations where the boundary configuration makes it expensive or impractical for the local property owner to continue their operation or make the best use their property. At the same time, the National Park Service has few options other than expensive fencing and/or enforcement to stop uses that had been formerly permitted. Many of these former permittees have expressed the desire to purchase, trade, or obtain easements for the public lands they had been using under the special permit system. Often, there is little practical recreational potential for many of these lands.

In other instances the National Park Service manages small parcels of property that are on the nonlake side of state and U.S. highways and/or the Burlington Northern Railroad line. Again, there is little practical recreational, resource, or project purpose for most of these parcels. Tres-

pass, waste dumping, and other impacts are occurring that require an NPS response and divert resources away from other areas.

In those instances where no practical alternative exists, the quantity of land is small and the federal lands are not needed for reclamation or recreation purposes, and there are no sensitive resources, the National Park Service and the Bureau of Reclamation will consider land exchanges, sale of public lands, or granting easements to resolve those issues. Boundary adjustments will not be used to resolve incidents of trespass on public lands.

Disposal or exchange of these very small parcels will proceed on a case-by-case basis pursuant to specific criteria that will allow flexibility in dealing with these long-standing lands issues that were previously addressed through the issuance of special use permits or where the administrative record indicates that the National Park Service was aware of the situation before the approval of the *Special Park Use Management Plan* in 1990 and intended to work with the adjoining property owner on resolving the matter. Normally adjustments will not be considered for lands that are below the 1,310-foot contour interval. All such actions would require BOR concurrence that the lands are not needed for project purposes, a determination by the National Park Service that the lands are not needed for recreation area purposes and do not contain sensitive cultural or natural resources, public notification, and consultation with tribal, state, and local governments.

MANAGEMENT OF SPECIAL USES

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; the Boy Scout Camp near Hanson Harbor; Camp NaBorLee, which is a summer camp for youth groups; various easements; and water withdrawals. New permits will continue to be considered and approved

as appropriate; however, no new summer cabins will be permitted.

MANAGEMENT AREAS

In developing the management plan for the national recreation area, decisions needed to be made on what visitor uses/experiences, facility development, and resource conditions would be appropriate or inappropriate in different parts of the national recreation area. Management areas meet those needs by identifying acceptable resource conditions, visitor use and experience, and appropriate types and intensity of development throughout the national recreation area.

Management area descriptions pertain only to the public lands in the national recreation area. They do not apply to adjacent property owners. The National Park Service will encourage tribal, state, and county governments as well as private property owners to manage their lands in a manner that is consistent with that of the national recreation area.

The management area descriptions for the national recreation area are shown in table 1, and the maps at the end of the document show the management areas in more detail. The management areas are prescriptive and clearly describe the intent for NPS management of the national recreation area. The NPS approach to managing some elements, such as cultural resources or sensitive plant and animal species, will be consistent across all management areas. These sensitive resources will be protected in a similar manner regardless of the management area within which they were identified.

The word natural as used in these descriptions is not meant to imply that the area would be completely undisturbed by humans. Most all of the lands surrounding and within the NRA boundaries have already been disturbed to varying degrees by human activities. Natural as used below means that the area is naturally appearing and it will not be obvious to the casual observer that there has been human disturbance. The area will be populated primarily by native species of plants even though they may have been modified in the past.

TABLE 1: MANAGEMENT AREAS

Dispersed Recreation	<p>In this management area, visitors will experience a primarily natural landscape. Visitors will have the opportunity to seek quiet and solitude in undeveloped areas; at a few small-scale developed areas experiences may be shared with a few other people. The range of development will vary from no facilities, where visitors will be challenged to provide all of their needs, to a minimal level of facilities (3 to 12 campsites) with facilities such as tent pads, fire rings or grills, picnic tables, and toilets. These developed areas will be similar to the boat-in campgrounds that now exist in the national recreation area. Most of this management area, however, will be undeveloped with no facilities. Access will be primarily from the water. Most of these areas will be located where the adjacent land is steep and inaccessible; they will not normally be sited adjacent to private property that has been developed.</p> <p>Resources will be managed to preserve or restore the area's natural character. The visual character of the landscape within the national recreation area will be predominately natural. Construction materials will emphasize native materials such as wood or stone to provide a rustic appearance. Nonnative plants or other species will not be introduced into these areas.</p>
Developed Recreation	<p>Visitors will find small planned developments that are designed to blend with the local environment. These small developments will be accessible from the land and water and will vary in density from as few as 12 camping units to as many as 30 units. Developments will generally be widely spaced so that large portions of this management area will remain in a natural state. Developments will accommodate cars and small RVs. Tent pads, picnic tables, grills, restrooms, water systems, small launch ramps, courtesy docks, and boat trailer parking will be provided. Most launch ramps will provide access only at higher water levels. Some developed areas might provide undeveloped swim beaches. Community based facilities could be allowed if they maintained the scale and character as described above. Some small commercial facilities such as courtesy docks for lakeside access to restaurants, stores, or wineries could be allowed if located in areas that did not detract from other recreation uses or interfere with reservoir management.</p> <p>New campgrounds, boat launch ramps, comfort stations, and other similar types of facilities could be added where needed to accommodate growth that cannot be adequately handled by expanding existing facilities. Before facilities are expanded or new facilities are constructed, carrying capacity studies will be conducted to ensure that the quality of the visitor's experience will remain high and that resources will not be negatively impacted.</p> <p>These management areas will normally be where the terrain is more gentle, access by existing roads is possible, or there is adjacent private development or the potential for development. Resources will be managed to maintain the natural character of the area and to enhance the visitor experience. The visual character of the landscape will be mostly natural. New developments will be designed to blend with the surrounding area as much as possible. Construction materials will feature natural materials and colors to blend with the landscape. Native plant species will be maintained in natural areas, but nonnative species can be used in developed area landscapes to resolve specific problems that cannot be addressed with native species.</p>
Concentrated Recreation	<p>All development in this management area will be accessible from the land and water. Development can include full-service campgrounds that accommodate large RVs and trailers and provide water, flush toilets, campground hosts, picnic areas, formal swim beaches, play equipment, and amphitheaters for interpretive presentations. Visitor contact stations may also be provided. The most extensive boat launch facilities, including multilane ramps, large boat trailer parking lots, ramps that extend to the lowest launch elevations, and extensive courtesy docks may be provided in these developed areas. Some areas might also have full-service marinas that provide fuel, supplies, moorage, boat rentals, food service, and other related services. Some areas can provide concessioner-operated RV facilities with water, power, and sewer hookups. This management area will provide the highest level of service and structured</p>

<p>Concentrated Recreation (cont.)</p>	<p>visitor activities. NPS developed areas at Spring Canyon, Fort Spokane, and Kettle Falls, among others, are representative of this type of management area.</p> <p>Resources will primarily be managed to enhance the visitor experience. The visual character of the landscape will be dominated by man-made elements. Maintaining the natural character of the landscape will still be important, but will be secondary to the development of the area. Construction materials and colors will be chosen to blend with the natural environment, but buildings and structures may vary in style. Maintaining native plant species will continue to be an emphasis, but nonnative species can be considered to resolve landscape problems.</p> <p>The following areas will be maintained as concentrated recreation management areas. Kettle Falls, Evans, Fort Spokane, Porcupine Bay, Seven Bays, Keller Ferry, and Spring Canyon. Two new locations for concentrated recreation will be the expansion of facilities at Hunters and new construction at Crescent Bay.</p> <p>All of the existing facilities in this management area will remain.</p>
<p>Open Waters</p>	<p>Most of the surface of the reservoir will be in the open waters management area, where people may operate any type of craft that meets appropriate licensing and safety requirements and in the manner prescribed by appropriate NPS and state regulations. Visitors will encounter all types and sizes of motorized and nonmotorized watercraft, including high-speed boats, personal watercraft, ski boats, fishing boats, cruise boats, and sailboats. The levels of use will vary dramatically over the surface of the management area, but typically the heaviest use will occur near the more intensely developed areas and the least use will be at the more distant locations. Due to the size and the location of development on the lake, visitors can reasonably expect to continue finding places with quiet and solitude.</p> <p>Use levels at this time do not warrant additional restrictions on boaters. The National Park Service will continue to monitor this and may, in conjunction with the tribes, impose additional restrictions in the future if some areas become overcrowded and visitor experience is negatively affected. Due to the physical configuration of the lake and the mixed jurisdictions of management along the shorelines, it will be very difficult for the National Park Service to implement and enforce more restrictive regulations than its neighbors.</p>
<p>Passive Waters</p>	<p>Those water surface areas where special rules and regulations will be imposed to protect resources or to provide opportunities for alternative types of recreational experiences such as canoeing will be included in this management area. Restrictions as to the type and size of craft, the use of engines, the manner of operation (including speed limits), and other restrictions as needed may be placed on users. Each area designated as a passive water management area will have an individual operating plan developed for it that defines the desired visitor experience for that particular area and the boating controls that will be implemented to achieve it.</p> <p>The National Park Service will increase the number of passive water management areas to provide alternative boating experiences. The areas at Crescent Bay Lake and the Kettle River above Napoleon Bridge will be maintained. Four new areas will be added. The area in the Kettle River will be extended from Napoleon Bridge to the first railroad bridge downstream from the Kettle River campground. Other areas will include the Colville River upstream from the State Route 25 bridge, the Spokane River downstream from Little Falls Dam to river mile 65 as shown on the NPS brochure, and the Hawk Creek arm from the waterfall near the campground downstream through the area known as the Narrows. Motorized craft will continue to be allowed on all areas except Crescent Bay Lake. No-wake zones will continue to be maintained in areas around marinas and other developed areas.</p>

<p>Historic and Interpretive</p>	<p>This management area will include locations where significant historic or cultural resources will be preserved and interpreted for the public. Visitors will expect to encounter a high level of visitor facilities, interpretive displays, interpretive trails, visitor contact stations, and similar types of facilities in these areas. The emphasis for the national recreation area in this management area will be to preserve and protect the resources and to educate and inform the public about the significance and meaning of the resources.</p> <p>Fort Spokane and designated sites in the Kettle Falls area, identified for a special emphasis in history and interpretation, will be in this management area.</p>
<p>Special Uses</p>	<p>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, Camp NaBorLee, and the Boy Scout Camp near Hanson Harbor. The log boom behind Boise-Cascade and the debris collection point at China Bend are managed by the Bureau of Reclamation, technically not part of the national recreation area, will also remain. All other existing special uses will continue to be managed as specified in the 1990 <i>Special Park Use Management Plan</i>.</p>

TABLE 2: SUMMARY OF THE PLAN

TOPIC	THE PLAN
Concept	Manage the area for the same broad range of opportunities that have been provided in the past while maintaining the quality of the visitor experiences and protecting the resources. Existing developments will be analyzed for opportunities to expand or make them function more efficiently. New developments will be constructed to accommodate additional visitors and will be sited at locations that help distribute use more evenly at facilities in the national recreation area. New types of public access points will be provided to alleviate crowding at existing facilities. More active methods will be used for managing visitor use.
Visitor Experience	Continue to offer high-quality experiences, but experiences will be more uniform throughout the national recreation area.
Interpretation/ Education	Continue interpretive and educational programs; seek opportunities to expand where possible. Emphasize stories of the aboriginal inhabitants of the area and the Ice Age floods
Visitor Use Management	
	Visitor use will continue to grow; to manage the growth and ensure little degradation of resources or visitor experiences, employ a more proactive visitor use management system.
Carrying Capacity	Permit no new development on the Spokane Arm. Enforce existing rules to ensure adherence to campground occupancy limits. Develop active programs to inform visitors about crowding on the Spokane Arm and opportunities to use less crowded areas. Develop new facilities in less crowded areas as needed, after implementing carrying capacity studies, to reduce pressure on the Spokane Arm. Consider reservation system for popular facilities and charging different fees for different areas to encourage more use at less popular facilities. Explore opportunities to develop new visitor facilities with Spokane and Colville Tribes.
Houseboats	Implement <i>Concessions Management Plan</i> .
Camping	Continue to allow camping along the shoreline outside of developed areas while keeping impacts at acceptable levels. Develop process to assess damage and manage dispersed sites along the shoreline.
Boating	Continue existing uses; if crowding becomes a problem, implement new controls. Implement new rules in areas designated as passive waters.
Personal Watercraft	Do not implement new controls; however, continue to closely monitor their use and implement new controls if needed, in coordination with the tribes and state.
Hunting and Fishing	Continue to allow hunting and fishing according to current regulations.
Management of Special Uses	Allow private uses of the public lands as specifically authorized by law. Develop procedures for issuing joint incidental business permits with the Spokane and Colville Tribes.
Crowding of Facilities on Spokane Arm	Construct no new facilities on Spokane Arm. Evaluate existing facilities to determine their carrying capacity and determine if they should be redesigned to reduce impacts or function more efficiently. Consult with the Spokane Tribe to identify possible impacts on the reservation or on other tribal interests.
Bradbury Beach	Remove campsites and convert to day use only.
New Facilities	Develop a store with a gas dock and pump-out facilities at the Hunters launch ramp; possibly expand to provide seasonal moorage. Prepare an analysis of potential impacts on the Colville Reservation from this expansion. Develop a full-service marina at Crescent Bay. Develop a deep-water moorage facility in the Kettle Falls area. Possibly add other new community access points.
Kettle Falls	Develop new deepwater moorage facilities at the Kettle Falls north marina site (0.25 mile upstream from existing marina) with year-round and seasonal boat slips; move houseboat operations, including store, office, service building, and fuel dock, to new floating facility at the new moorage site. Retain campground, fish cleaning station, launch ramp, parking, restrooms, and picnic facilities. Improve access to new site.

TOPIC	THE PLAN
Access	
General Lake Access / Access during Drawdowns	Evaluate NPS access points for potential to extend launch ramps, expand parking areas, and increase efficiency. After analysis, construct new facilities to accommodate visitor demand. Continue to identify opportunities to lengthen NPS ramps or build new ramps. Initial analysis indicates these opportunities are very limited.
Access for the Disabled	Design all new facilities to be accessible; make retrofitting of existing facilities a high priority.
Community Access	Allow community access points subject to criteria.
Resource Management	Manage natural resources to enhance the quality of the visitor experience. Protect sensitive natural and cultural resources. Address environmental impacts caused by crowding and overuse by distributing visitor use more evenly over the reservoir and providing more facilities for the disposal of human waste. Continue NPS participation with other agencies to monitor and reestablish species that have been reduced or eliminated. Continue NPS advocacy for water quality, fisheries, and other environmental concerns with the appropriate regulatory agencies. Continue NPS encouragement to local governments to manage growth appropriately.
NRA Operations	
Staffing	Increase staff levels proportionally to accommodate increased visitation, approximately 20 to 30 new positions for a level of 2 million visitors.
Budgets	Vary operation budgets depending upon staffing levels. Increase minor project funds to support new facilities and increased visitation. Require major project funding for expansions at Hunters and Keller Ferry. Use concessioner funding for facilities at Crescent Bay, Hunters, and Kettle Falls.
Housing	Increase housing to accommodate increases in seasonal visitor protection and interpretive staff.
Minor Boundary Adjustments	For lands that are not needed for reclamation or recreation area purposes and do not contain sensitive cultural or natural resources, allow disposal or exchange of small parcels on a case-by-case basis to resolve long-standing problems not addressed by the issuance of special use permits. Normally, allow no adjustments or land exchanges for lands below the 1,310-foot level.
Management of Special Uses	Continue to allow private uses of public lands as specifically allowed by law.
Management Areas	
Concentrated Recreation	Maintain Kettle Falls, Evans, Fort Spokane, Porcupine Bay, Seven Bays, Keller Ferry, and Spring Canyon as concentrated recreation areas, as well as developing Hunters and Crescent Bay as part of this management area.
Developed Recreation	Will contain the largest amount of land area. After evaluation, expand existing facilities.
Dispersed Recreation	Will contain the second largest land area, generally where there is little development.
Historic and Interpretive	Will contain Fort Spokane and designated sites in the Kettle Falls area.
Special Uses	Will contain the Boy Scout camp, Camp NaBorLee, and the summer homes at Rickey Point and Sherman Creek.
Open Waters	Will contain most of the surface of the reservoir.
Passive Waters	Will be developed to increase the number of passive water management areas to provide alternative boating experiences. Maintain Crescent Bay Lake and Kettle River area above Napoleon Bridge and add four new areas (Colville River, Spokane River, Hawk Creek, and extend the area in the Kettle River from Napoleon Bridge downstream to the railroad bridge below Kettle River Campground).

A dense field of white flowers, possibly daisies, with the text "Affected Environment" overlaid in the center. The flowers are in various stages of bloom, and the background is a soft, out-of-focus field of similar flowers. The text is in a serif font, italicized, and positioned in the upper right quadrant of the image.

*Affected
Environment*

SETTING: LAKE ROOSEVELT AND ENVIRONS

The upper Columbia River gorge, within which Lake Roosevelt is contained, stands in stark testimony to its geology and climate. The national recreation area spans three distinct physiographic provinces: the Okanogan Highlands, the Kootenay Arc, and the Columbia Plateau. The geomorphology of these three regions is radically different, and the juxtaposition of these landforms is a major factor that contributes to the unique character of the area. The other important factors that shaped the landscape were the Ice Age glaciers and floods. During the last Ice Age, glaciers descended from the north and gouged large valleys and canyons. Rivers and streams were blocked by the ice and huge lakes were formed. Some of the ice dams that created these lakes collapsed from the pressure of the water, resulting in floods that were the largest ever documented on the face of the earth. These floods scoured the landscape, creating the channeled scablands of the Columbia Plateau and the Grand Coulee.

The climate of the area changes appreciably from the south end to the north. The south is hot and dry in the summer with little rainfall. Average annual precipitation at the dam is around 10 inches. Vegetation is characterized by shrub steppe species such as sagebrush and bitterbrush. To the north in Colville, precipitation is around 17 inches per year, which is sufficient to support the ponderosa pines and Douglas-fir forests that are common to the area. Rainfall continues to increase as the lake approaches Northport.

From the north end of the national recreation area, the Columbia River generally follows the boundary of the Okanogan Highlands on the west and the Kootenay Arc on the east. The rocks within the Kootenay Arc were originally ocean-bottom sediments that were deposited in a trench formed as part of a subduction zone where the North American Continent overrode the Pacific Plate. The river is contained within a fairly narrow gorge for most of this distance, and it retains much of the character of a large river rather than a lake. In the upper stretches there is often an observable current due to the high flows in the river.

The river runs north to south for most of its length within the national recreation area. Just south of the confluence with the Spokane River, the Columbia turns west where it meets the flood basalts of the Columbia Plateau. Here the massive outpourings of lava forced the Columbia to change its course and form a large loop around the northern and western extent of the plateau. In this section, the geology is often very different from one side of the river to the other. One can often see where the basalts were deposited on top of the granites and then later eroded away by the Ice Age floods.

Along this section in Lincoln County, the Columbia River also borders the north end of the Palouse Hills. Here the basalts of the Columbia Plateau have been buried by wind-blown soils known as loess. Large areas were high enough that they were unaffected by the Ice Age floods, and the resulting deep soils provide some of the best wheat-growing lands in the country. The visual character of the landscape changes dramatically here from canyons and mountains to a wide-open country of rolling cultivated hills.

At the south end of the lake, the national recreation area adjoins the Grand Coulee. In this location the river meanders and flows almost directly north. During the Ice Age, the river was diverted from its normal course by a lobe of ice and was forced to flow to the southwest through the Columbia Plateau basalts. The force of the water from the various floods carved a huge canyon with vertical walls more than 800 feet high. The floor of the Grand Coulee is about 500 feet higher than the original river channel, and when the ice receded the river returned to its original channel leaving the Grand Coulee high and dry. The origin of the Grand Coulee and how it was formed was a geological mystery for many years, until J. Harlan Bretz first proposed his theories in the 1930s, and they still were not widely accepted until much later. In the Grand Coulee, one can best appreciate the magnitude and the power of the floods.

SOCIOECONOMIC ENVIRONMENT

REGIONAL SETTING AND LAND USE CHARACTERISTICS

Lake Roosevelt is the largest single geographic feature in the northeastern corner of Washington State. The surrounding countryside is mostly rural except for the small towns in the Kettle Falls and Coulee Dam areas. There are five counties and two Indian reservations that touch upon Lake Roosevelt National Recreation Area. Clockwise, starting at the northwest, the counties are Okanogan, Ferry, Stevens, Lincoln, and Grant. The western edge of this five-county area is included in the "apple and other fruit production" region of Washington. Grain, forestry, lumber, and mining are the principal economic activities of the balance of the region. The Colville Indian Reservation borders the national recreation area on the north and west for about 93 miles. The Spokane Indian Reservation borders the national recreation area on the east for about 8 miles north of the Spokane Arm / Columbia River confluence and on the entire length of the north shore of the Spokane Arm for about 28 miles.

North and west of the lake, the country is relatively mountainous and largely forested with a small amount of farmland. This area is thinly populated with about 3.2 persons per square mile. It is primarily national forest and the Colville Indian Reservation. Logging and mining dominate the economy.

East of the lake, the country is more mountainous than rolling and is a mixture of forest and farmland. The area is more densely populated than the other areas adjacent to the lake with 14.3 persons per square mile. Forest products manufacturing dominates the economy.

South of the Lake Roosevelt/Spokane Arm shoreline, the topography is generally flatland with low rolling hills. This area is thinly populated with a density of only 4.2 persons per square mile. Agriculture is the backbone of the economy, with wheat as the primary crop. Recreational activities, largely fishing, supplement the economy and are potentially significant.

Lake Roosevelt is one of the major focal points of recreation in a region that boasts an abundance of recreational opportunities. Within a radius of approximately 100 miles from Coulee Dam, there are four national forests, six other major lakes or reservoirs, several smaller reservoirs on the Columbia and Snake Rivers, North Cascades National Park, and Lake Chelan National Recreation Area. The national forests have a substantial complementary recreation potential, which consists of smaller lake and stream fishing, camping, hunting and winter sports. Lake Chelan, Lake Coeur d'Alene, Lake Pend Oreille, Priest Lake, Banks Lake, and Potholes Reservoir all offer similar opportunities for boating and fishing on a large body of water. The potholes country, to the south in the channeled scablands formed by the ancient Ice Age floods, also offers fish and game bird oriented activities. The Grand Coulee Dam itself is a tourist destination that attracts more than 400,000 visitors a year to tour the dam and watch the laser light show.

The sparse population of the region, together with the large amounts of public land and farmland (see tables 3 and 4 below), define unique rural environments that vary from one county to another around the national recreation area.

TABLE 3: SELECTED LANDOWNERSHIP, BY COUNTY (ACRES)

County	Total Area	Federal	State ^a	Private/Other ^b	% Public Ownership
Douglas	1,183,000	38,000	107,692	1,037,308	12%
Ferry	1,444,500	493,000	29,021	922,479	46%
Grant	1,786,500	326,000	94,822	1,365,678	24%
Lincoln	1,497,500	14,000	46,290	1,437,210	4%
Okanogan	3,401,500	1,561,000	302,737	1,537,763	55%
Stevens	1,626,000	296,500	162,601	1,166,899	28%
Six-County Total	10,939,000	2,728,500	743,163	7,467,337	32%

SOURCE: Wendy J. McGinnis, economist; U.S. Dept. of Agriculture, Forest Service, *Selected Economic and Demographic Data for Counties of the Interior Columbia River Basin*, Research Note PNW-RN-520, August 1996, Pacific Northwest Research Station.

a = calculated, not exact
b = Washington State, Department of Natural Resources

TABLE 4: SELECTED LAND USE, BY COUNTY (ACRES)

County	Total Area	Private Land Used for Agriculture				
		Total Farmland	Total Cropland	Irrigated Cropland	Pastureland	Woodland
Douglas	1,183,000	918,033	535,492	20,062	351,369	1,061
Ferry	1,444,500	748,088	29,787	N/A	N/A	526,976
Grant	1,786,500	1,086,045	752,487	410,552	284,444	2,311
Lincoln	1,497,500	1,465,788	888,059	55,679	509,261	53,897
Okanogan	3,401,500	1,291,118	138,062	49,471	605,913	505,352
Stevens	1,626,000	546,303	124,452	9,119	107,715	287,497
Six-County Total	10,939,000	6,055,375	2,468,339	544,883	1,858,702	1,377,094

SOURCE: Wendy J. McGinnis, economist; U.S. Dept. of Agriculture, Forest Service, *Selected Economic and Demographic Data for Counties of the Interior Columbia River Basin*. Research Note PNW-RN-520, August 1996, Pacific Northwest Research Station.

N/A = Data not available.

TRANSPORTATION / ACCESS

The primary east-west route through Washington connecting Spokane with Seattle is Interstate 90. This route is about 50 miles south and generally parallel to the Lake Roosevelt/Spokane Arm of the national recreation area. The primary east-west route serving the national recreation area is U.S. 2, which connects Spokane, Davenport, and Coulee City to points west. State Route 20, which extends from U.S. 395 at Colville to U.S. 97 through Republic to Tonasket, is the primary east-west route for the northern portion of the national recreation area.

Major north-south routes are U.S. 97, connecting Ellensburg, Wenatchee, Okanogan, and crossing the Canadian border north of Oroville; State Route 17, connecting Moses Lake, to Okanogan; and U.S. 395, connecting Spokane to Colville and crossing into Canada north of the national recreation area. Secondary north-south routes serving the national recreation area are State Route 155 from Coulee City to Grand Coulee and Coulee Dam, through Nespelem to Omak and State Route 25 from Davenport, crossing the Spokane Arm/Columbia River confluence north to U.S. 395 at Kettle Falls.

Distances from selected points on the highway system to the vicinity of the national recreation area are as follows:

- 55 miles from Omak to Coulee Dam via State Route 155
- 68 miles from Moses Lake to Coulee Dam via State Route 17
- 78 miles from Spokane to Wilbur via U.S. 2
- 84 miles from Spokane to Kettle Falls via U.S. 395
- 90 miles to Coulee Dam from Spokane via U.S. 2 and State Route 174
- 230 miles from Seattle via I 90 or U.S. 2

Spokane International Airport, served by a number of major carriers, is 79 miles from Grand Coulee Dam and 85 miles from Kettle Falls. Points on the national recreation area

between Grand Coulee Dam and Kettle Falls will be closer to the airport than these two extremes.

Rail service is provided by AMTRAK at Spokane, Ephrata, and Wenatchee. Mileages are as follows:

- Spokane (mileage noted above)
- Ephrata to Coulee Dam — 57 miles
- Wenatchee to Coulee Dam — 96 miles

VISITOR SERVICES AVAILABLE IN SURROUNDING AREAS

The towns of Coulee Dam, Grand Coulee, and Electric City, which are near Coulee Dam, offer support to the visitors to the national recreation area. Their combined population is about 3,500, and there are about 10 hotels/motels between them. Colville and Kettle Falls, with a population of about 6,000, are near the northern end of Lake Roosevelt and provide substantial support to visitors to that area. Information from Stevens County planning department, however, indicates that the motels and RV facilities fill rapidly, especially when the lake level supports the boat ramps. The number of visitors at Grand Coulee Dam exceeds the number of visitors at other individual NRA locations. These are predominately visitors to the Bureau of Reclamation's visitor center for the dam and the laser light show, most of whom do not use the national recreation area per se.

The rural area surrounding the national recreation area offers few choices in the way of food, lodging, fuel, etc. The nearby population centers of the Ephrata/Moses Lake region of Grant County, Spokane, Wenatchee, and the Okanogan/Omak region of Okanogan County, in addition to the Colville/Kettle Falls region of Stevens County, provide adequate services within two hours of the national recreation area.

The "gateway" communities are the cities and towns that are the closest points to the national

recreation area for visitors to obtain basic services like food, lodging, fuel, etc. The relatively small populations of these communities do not support the kind of diverse economy that other larger communities would support, and they often do not supply adequate support to even the current levels of recreation use of the area in the summer season.

Another view of the available regional visitor services is that the higher populations of the region, and consequently the majority of near-by visitor services, are strung out along the major highways. These are U.S. 97 in the Okanogan valley, U.S. 395 in Stevens County between Canada and Spokane, I-90 to the south, and State Route 17 between Moses Lake and Coulee City.

POPULATION

The population of Lincoln County has been generally decreasing during the three decades

from 1960 to 1990, but has been increasing slowly during the current decade (see table 5). Each of the other counties has increased steadily, at least since 1970. The population of the area is increasing at a higher rate than Washington, which has a growth rate higher than the national growth rate.

Spokane is the closest metropolitan area to the national recreation area. Spokane and Spokane County have a population of about 410,000, about double the aggregate population of the six-county area. Mileage for various routes from Spokane to the national recreation area is listed above under "Transportation/Access."

Table 6 shows how the population of the region is distributed between the unincorporated areas and the incorporated areas. This table also shows the state's medium population projections for each county.

TABLE 5: POPULATION AND POPULATION CHANGES FOR SELECTED YEARS
(in thousands or percentages)

County/State	1980	1990	1995	1996	1997	Nominal Change 1990-97	Annual		
							Rate of Change 1990-97	Nominal Change 1996-97	Percent Change 1996-97
Douglas	22.1	26.2	29.6	30.4	30.8	4.6	2.3%	0.4	1.3%
Ferry	5.8	6.3	7.1	7.2	7.3	1.0	2.1%	0.1	1.4%
Grant	48.5	54.8	64.5	66.4	68.3	13.5	3.2%	1.9	2.9%
Lincoln	9.6	8.9	9.7	9.8	9.8	0.9	1.4%	0	0.0%
Okanogan	30.7	33.4	36.9	37.5	38.4	5.1	2.0%	0.9	2.4%
Stevens	29.0	30.9	35.4	36.6	37.4	6.5	2.7%	0.8	2.2%
Six-County Total	145.7	160.4	183.2	187.9	192.0	31.6	2.6%	4.1	2.2%
Spokane	341.8	361.3	401.2	406.5	409.9	48.6	1.8%	3.4	0.8%
Washington	4,132.4	4,866.7	5,429.9	5,516.8	5,606.8	740.1	2.0%	90.0	1.6%
United States	226,546	247,718	262,145	264,557	267,633 ^a	19,915	1.1%	3,076 ^a	1.2%

SOURCE: Washington State, Office of Financial Management

a = Census Bureau, USA Statistics in Brief, State Population Estimates

TABLE 6: POPULATION DISTRIBUTIONS AND PROJECTIONS

Locale	POPULATION				Projections		
	1990	1995	1996	1997	(annual rate of growth from 1997)		
					2000	2005	2010
Douglas	26,205	29,600	30,400	30,800	32,700	36,600	39,600
Unincorporated	19,958	20,746	21,067	21,176	(2.0%	2.2%	2.0%)
Incorporated	6,247	8,854	9,333	9,624			
Ferry	6,295	7,100	7,200	7,300	7,600	8,200	8,800
Unincorporated	5,355	6,000	6,164	6,260	(1.4%	1.5%	1.4%)
Incorporated	940	1,100	1,036	1,040	City of Republic		
Colville Reservation		980	1,009	1,029	Native American only		
Grant	54,798	64,500	66,400	68,300	72,300	82,400	86,600
Unincorporated	26,406	32,405	33,037	34,455	(1.9%	2.4%	1.8%)
Incorporated	28,392	32,095	33,363	33,845			
Coulee City	568	630	630	625			
Electric City	910	960	970	975			
Grand Coulee	984	1,075	1,090	1,105			
Lincoln	8,864	9,700	9,800	9,800	10,100	10,300	10,900
Unincorporated	3,669	4,078	4,118	4,127	(1.0%	0.6%	0.8%)
Incorporated	5,195	5,622	5,682	5,673			
Creston	230	252	260	275			
Davenport	1,502	1,739	1,755	1,764			
Reardan	488	505	495	495			
Wilbur	863	885	895	895			
Okanogan	33,350	36,900	37,500	38,400	39,300	41,900	44,100
Unincorporated	19,294	21,764	22,128	22,908	(0.8%	1.1%	1.7%)
Incorporated	14,056	15,136	15,372	15,492			
Coulee Dam*	1,127	1,096	1,097	1,103			
Elmer City	297	310	310	310			
Nespelem	187	215	232	235			
Colville Reservation		3,438	3,526	3,579	Native American only		
Stevens	30,948	35,400	36,600	37,400	38,500	42,400	46,600
Unincorporated	22,644	26,253	27,305	27,972	(1.0%	1.6%	2.8%)
Incorporated	8,304	9,147	9,295	9,428			
Chewelah	1,966	2,322	2,338	2,380			
Colville	4,360	4,580	4,650	4,690			
Kettle Falls	1,275	1,465	1,495	1,550			
Spokane Reservation			1,416		Native American only		

SOURCE: Washington State, Office of Financial Management

*Okanogan 80%, Douglas 20%, Grant <1%.

ECONOMY

State and local government and services are within the top three economic sectors in all counties except Ferry County. Ferry County has such a small total economy and small population that the mining and manufacturing sectors are able to dominate the nongovernment part of the economy. Stevens County is dominated by its manufacturing sector, which includes a significant amount of wood product manufacturing. Lincoln County has a small total economy and population. Its largest sector is state and local government. Next is its services sector, which is comparable to those of the other counties. Its third largest sector is wholesale trade, which includes the sale of farm products.

The average per capita income for the area is less than the nation and Washington State. The unemployment rate for each of the counties, except Lincoln, is higher than that of the state. Lincoln, with its agricultural economy, is

lower in unemployment because of a low birthrate and small net migration. The six-county area is growing in population at a higher rate than the state as a whole, perhaps due to the very attractive rural nature of the area.

The ratio of population to housing units has remained quite stable in each of the counties during the period from 1970 to 1990. The low vacancy rates of 9% in Douglas County and 13% in Grant County have population to housing ratios of about 2.5, while the vacancy rates ranging from 22% to 28% in the remaining counties have population to housing ratios of about 2.0.

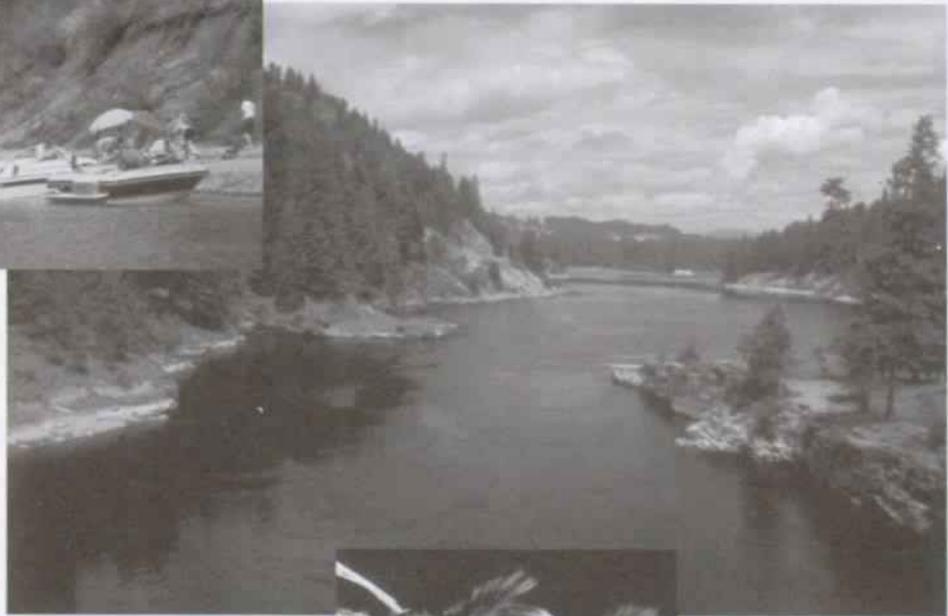
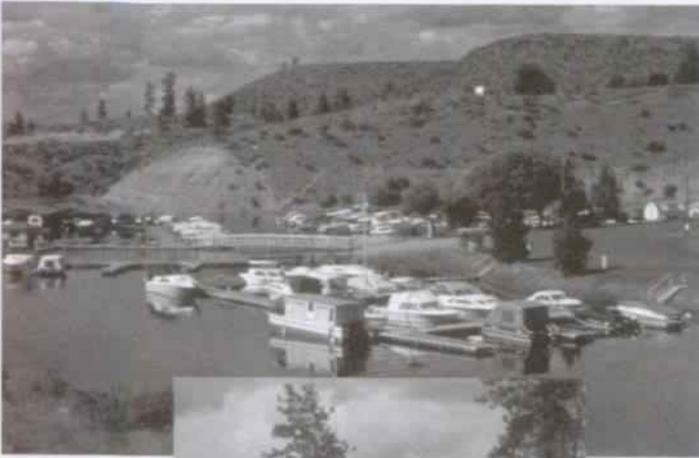
Table 7 gives the expenditures, payroll, and employment that are attributable to tourism. This table also shows the relationship of tourism employment to the total employment in each of the counties in the region.

TABLE 7: TOURISM: EXPENDITURES, PAYROLL, AND EMPLOYMENT IN THE SIX-COUNTY AREA, 1994

County	Tourism			Total Employment (jobs)	Tourism: % of Total Employment
	Expenditures (\$000)	Payroll (\$000)	Employment (jobs)		
Douglas	19,943	3,926	332	16,360	2.0%
Ferry	14,192	2,516	283	2,520	11.2%
Grant	118,882	22,934	1,996	28,860	6.9%
Lincoln	10,639	1,845	206	4,200	4.9%
Okanogan	99,614	18,341	1,819	20,110	9.0%
Stevens	35,187	6,289	699	14,690	4.8%

SOURCE: Washington State Community Trade and Economic Development Office, Washington State Tourism.

AFFECTED ENVIRONMENT



VISITOR USE

EXISTING VISITOR USE PATTERNS

Since 1987 Lake Roosevelt National Recreation Area has received more than one million recreation visits (defined in table below) each year. An annual characteristic of this use has been its dramatic fluctuations over the years (see table 8). Percentage changes have ranged from a +41% in 1990 to a -37% in 1992. The change from 1996 to 1997 was nearly 37% or about 400,000 recreation visits. During the time represented here, the average change has been a +6.4%. In 1992 the person-per-vehicle multiplier used to calculate visitor use was changed from 3.5 persons-per-vehicle to 2.1 persons-per-vehicle.

This accounted, in part, for the large drop in visitation from 1991 to 1992. Even so the average change in visitation since 1993 has been a +7.34%. Beginning in 1987, nonrecreation use (defined in table below) of the national recreation area has been reported as a constant 1,500 nonrecreation visits per month.

The national recreation area is open all year. As is the case with most national park system areas, visitor use is not evenly distributed throughout the calendar year (table 9). In 1997 visitor use dramatically increased in June, peaked in August, and precipitously fell in September and October. In August the national recreation area

TABLE 8: NRA ANNUAL VISITOR USE

Year	Recreation Visits ¹	Nonrecreation Visits ²	Total Visits
1997	1,431,960	18,000	1,449,960
1996	1,045,455	18,000	1,063,455
1995	1,341,016	18,000	1,359,016
1994	1,515,674	18,000	1,533,674
1993	1,198,605	18,000	1,216,605
1992	1,121,973	18,000	1,139,973
1991	1,771,420	18,000	1,789,420
1990	1,542,515	18,000	1,560,515
1989	1,097,136	18,000	1,115,136
1988	1,366,305	18,000	1,384,305
1987	1,067,001	18,000	1,085,001

SOURCE: National Park Service, Public Use Statistics Program Center

1. Recreation visits are the entries of persons, for any part of a day, onto lands or waters administered by the NPS for recreation purposes.
2. Nonrecreation visits include persons going to and from inholdings; commuter and other through traffic, trades people with business within the park; any civilian activity a part of or incidental to the pursuit of a gainful occupation (e.g., guides); government personnel (other than NPS employees) with business within the park; citizens using NPS buildings for civic or other local government business or attending public meetings; and outside research activities if independent of NPS legislated interests (e.g. meteorological research).

averaged 12,250 recreation visits each day. In contrast, for the least busiest month, February, the national recreation area had only an average of 845 recreation visits per day.

Nearly 75% of the NRA visitor use occurred during June through September. This pattern mirrors the summer vacation season and is to be expected at a water-based park where almost all the recreational use is focused on the

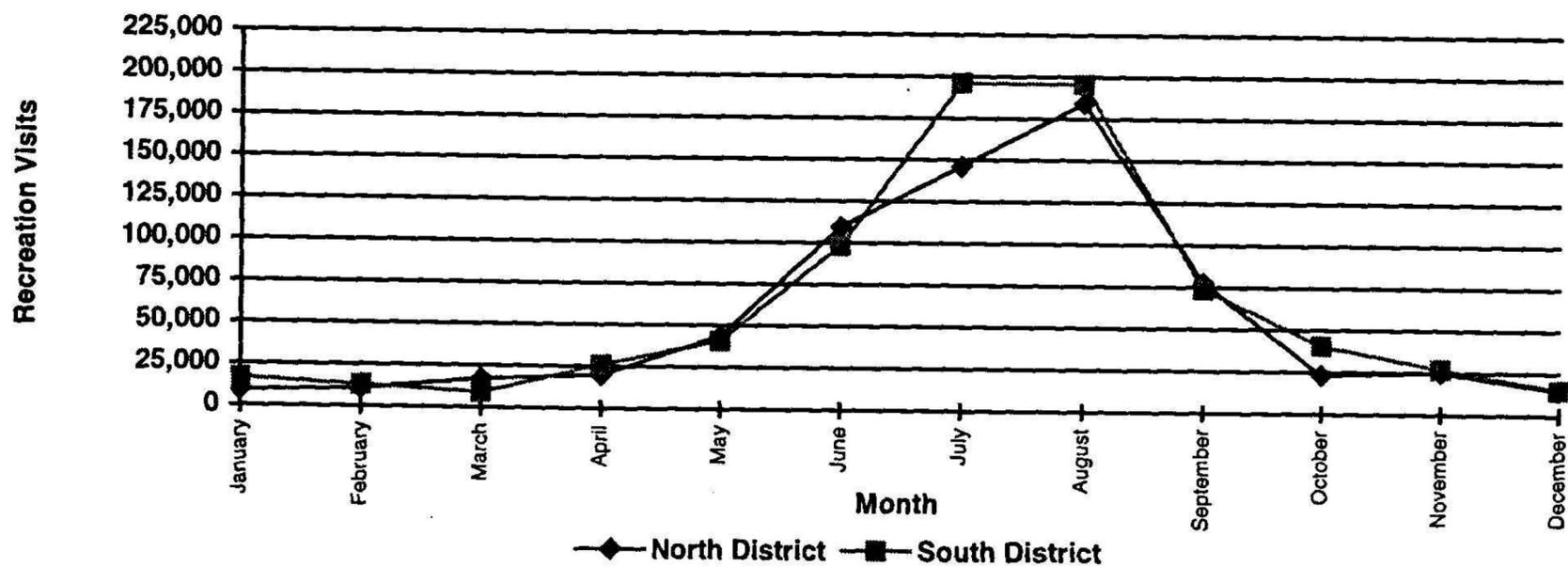
use of water in some manner. In 1997 visitor use of the two districts was quite similar in terms of numbers (see figure 1 below). The North District (that part of the national recreation area north of the Spokane Reservation) received about 47.5% of the total use while the South District (that part of the national recreation area south of the Spokane Reservation downstream to the dam) received about 52.5% of the recorded recreation visits.

TABLE 9: NRA 1997 RECREATION VISITS BY MONTH

Month	North District	South District	Total
January	9,198	16,701	25,899
February	10,721	12,950	23,671
March	17,016	8,974	25,990
April	19,859	26,093	45,952
May	43,520	40,665	84,185
June	109,503	98,320	207,823
July	146,018	196,022	342,040
August	184,175	195,587	379,762
September	77,388	73,749	151,137
October	23,169	40,466	63,635
November	25,019	26,939	51,958
December	14,680	15,228	29,908
Total	680,266	751,694	1,449,960

SOURCE: NPS Public Use Statistics Program Center

Figure 1. 1997 Recreation Visits by Month



Visitation at the national recreation area is unevenly distributed spatially as well as temporally. Table 10 shows NRA visitor use by district and location for 1997. The Kettle Falls camping area in the North District accounted for more than 21.2 % of the total NRA visitation (more than 300,000 recreation visits). At this site are a boat launch, campground, marina, and NPS ranger station. These services are part of the attraction of this location for visitors. The level of use at Kettle Falls far exceeded the use at any other location in the national recreation area (see figures 2 and 3). The next most visited location in the North District was Hunters camping area. This

area received a little more than 5.4 % of the total recorded NRA recreation visits. The 18 other areas for which visitor use was reported for the North District received between 0% and 3% of the total NRA recreation visits.

In the South District, visitor use is more evenly spread among several popular sites. Six locations each provided from between 4% to 8% of the total NRA visitor use, with four of these locations recording more than 100,000 recreation visits each in 1997. The other nine areas reporting visitor use accounted for 0.25% to 3% of the total NRA recreational use.

TABLE 10: NRA VISITOR USE DISTRIBUTION FOR 1997

North District		South District	
1997 Recreation Visits	Location	1997 Recreation Visits	Location
304,080	Kettle Falls ca	119,088	Fort Spokane VC
42,544	Evans ca	116,714	Fort Spokane ca
24,112	Haag Cove ca	41,068	Porcupine Bay
15,596	Kamloops Island ca	61,687	Hawk Creek ca
32,268	Marcus Is. ca	34,915	Lincoln Mill bl
10,380	North Gorge ca	12,895	Hanson Harbor
27,746	Bradbury Beach ca	8,186	Eden Harbor
16,409	Snag Cove ca	103,251	Spring Canyon ca
26	Napoleon	88,053	Keller Ferry ca
832	Daisy	21,965	Crescent Bay
46,154	Gifford ca	100,949	Seven Bays Marina
77,832	Hunters ca	6,948	Jones Bay
11,872	Kettle River ca	14,874	Fort Spokane Beach
8,131	St. Paul's Mission	17,554	Dry Falls VC
17,640	Colville Flats	3,547	Backcountry Use
5,649	Sherman Creek Hatchery	751,694	Subtotal
16,874	Cloverleaf		
10,269	French Rocks bl	Total Recreation Visits for 1997 1,431,960	
6,742	Barstow Flats		
5,110	Backcountry Use		
680,266	Subtotal		

SOURCE: NPS Public Use Statistics Program Center.

Note: ca = camping area, vc = visitor center, and bl = boat launch

Figure 2. Lake Roosevelt National Recreation Area
1997 Recreation Visits Distribution for the North District

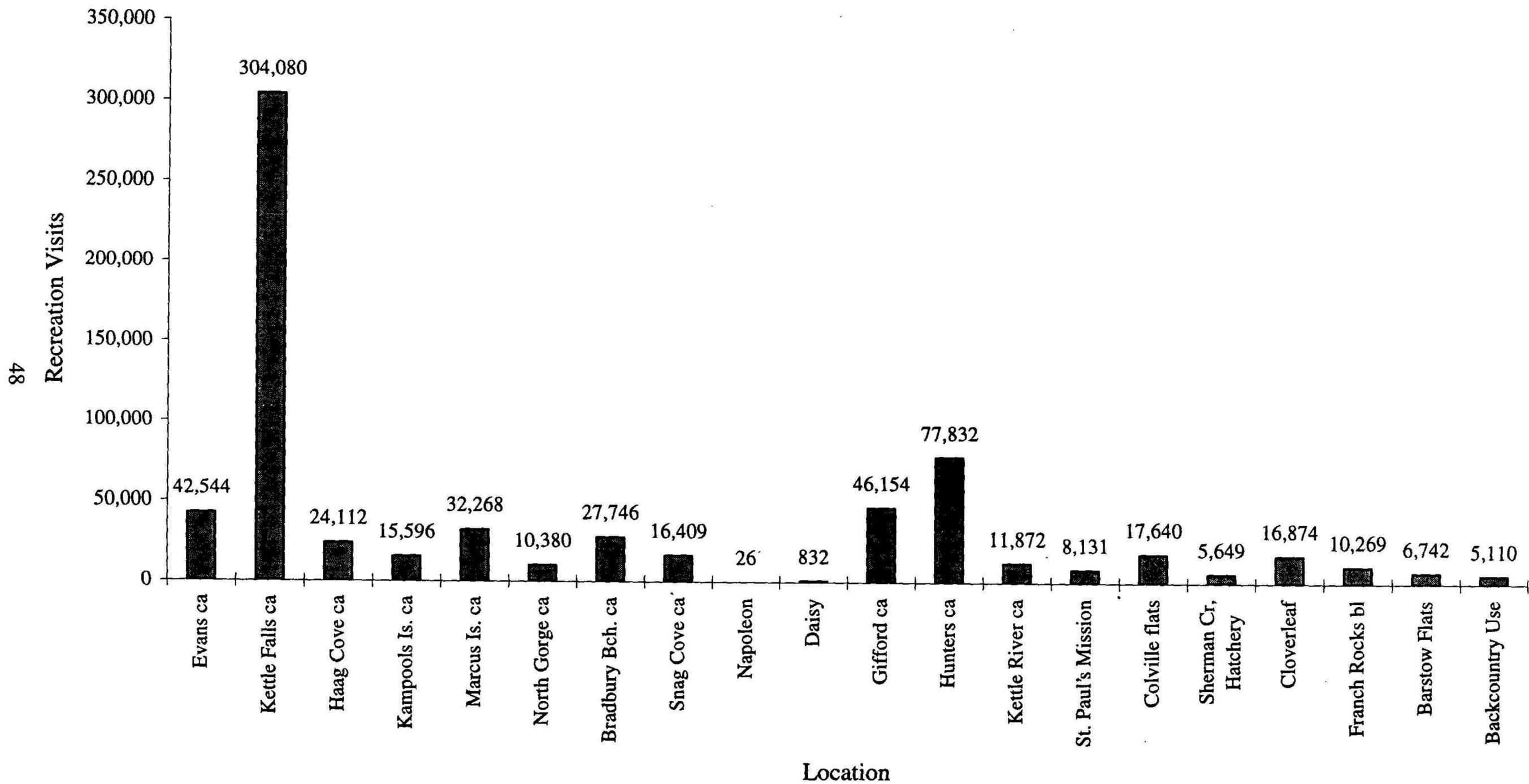
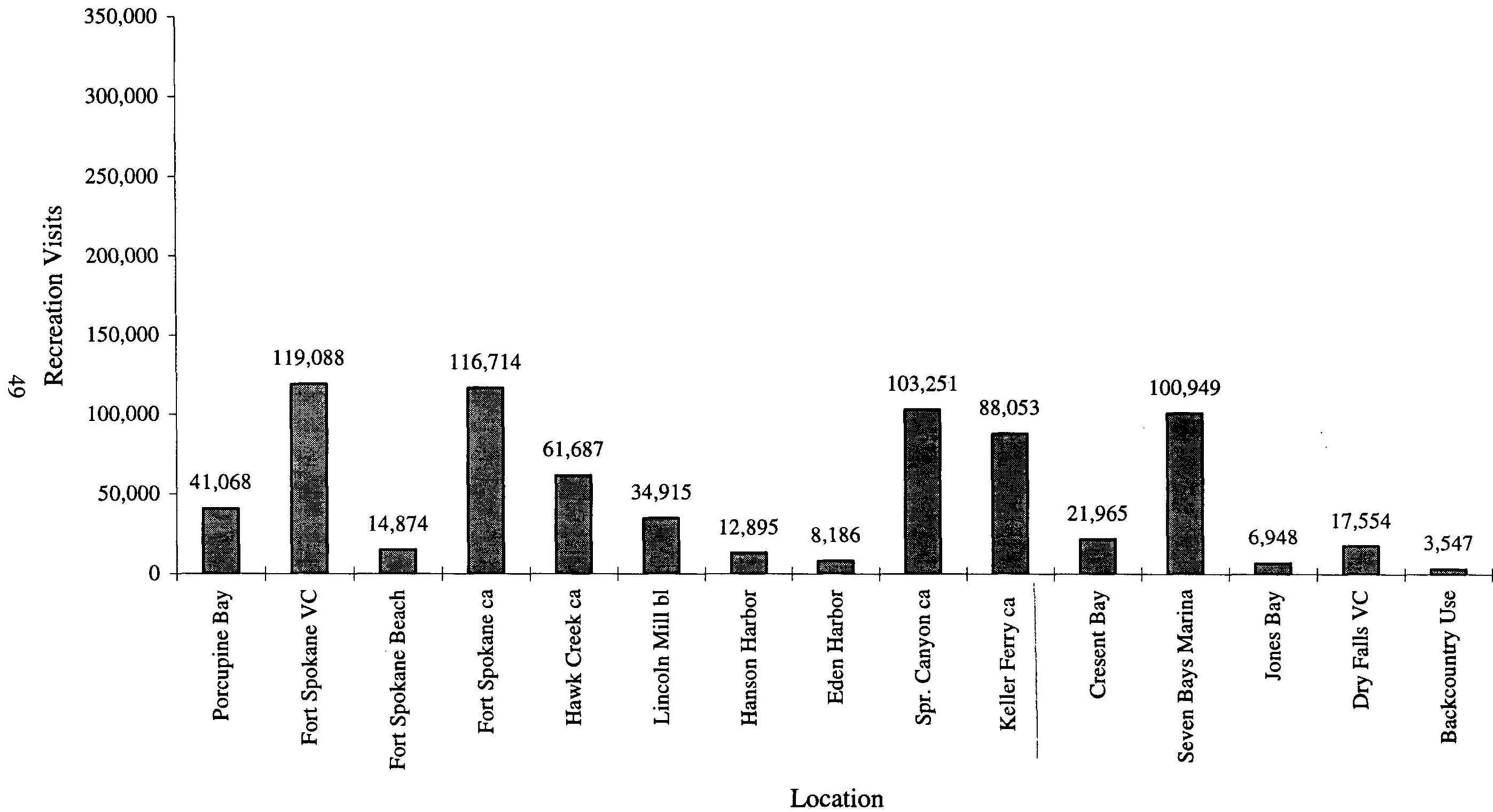


Figure 3. Lake Roosevelt National Recreation Area
Distribution of 1997 Recreation Visits for the South District



Overnight NRA visitor use is measured as overnight stays. An *overnight stay* is one visit or spending one night within the national recreation area for recreational purposes.

Overnight stays are counted separately from recreational visits, so they do not exactly correspond to recreation visits. Several kinds of overnight stays are recorded for the national recreation area as shown in table 11. Camping at a group camping area is reported as miscellaneous overnight stays.

In 1997 overnight stays have rebounded to 1994 and 1995 levels, after having fallen to a five-year low in 1996. Decreases in NRA tent, recreational vehicle, and backpacking use were the source of the decline in 1996 overnight use. In 1997 a large increase in concessioner lodging use accounted for most of the gain in overnight use in the national recreation area.

Tables 12 and 13 and figures 4 and 5 below show the distribution of overnight stays by district, location, and type of accommodations used. Recreational vehicles accounted for 33% of all overnight use at the national recreation area and were the most popular form of overnight accommodation used within the North District. Tent camping was the second most used form of overnight shelter used throughout the national recreation area, accounting for 27% of all overnight stays. In the South District, houseboats were most often used, followed by recreational vehicles and then tents. Houseboats contributed about 22% of the total overnight use, and group camping facilities accounted for 12% of the overnight

stays. Backcountry overnight use made up less than 6% of the total overnight stays.

VISITOR USE PROFILE

In 1996 a visitor use study was conducted at the national recreation area by the NPS Washington Office (Denver). Data were collected during a nine-week period in July and August 1996. Respondents were interviewed at Kettle Falls, Evans, Fort Spokane, Porcupine Bay, Keller Ferry, and Spring Canyon.

Survey results indicated that most respondents (62%) were between 15 and 44 years of age and were from the state of Washington (74%). About 13 % of the respondents were from Canada, and an additional 5% of the respondents were from other Pacific Northwest areas. Only about 7% of the respondents were from other parts of the United States, and less than 1% of the total respondents were from other foreign countries. About 46 % of the respondents were repeat visitors.

Although there are many things to see and do at this national recreation area, the most popular activities with the visitors represented by the survey (n=3,869) were camping in a developed campground (16 %), swimming (15%), motor boating (11%), and fishing (10%). Family gatherings (8%), picnicking (8%), sightseeing (7%), and water skiing (6%) were the next most frequent responses from those surveyed. Thirteen other activities had participation rates of less than 5%.

TABLE 11: NRA OVERNIGHT STAYS 1986-97

Year	Tent Camping	Recreational Vehicle Camping	Backcountry Camping	Miscellaneous	Houseboats	Total Overnight Stays
1997	48,523	59,615	8,657	21,513	39,052*	177,360
1996	44,329	63,804	4,866	21,816	10,811	145,626
1995	57,614	76,242	10,231	21,591	8,585	174,263
1994	55,808	77,721	9,610	17,811	10,950	171,900
1993	51,209	71,831	10,179	16,363	11,165	160,747
1992	45,040	72,483	8,647	8,021	8,382	142,573
1991	58,908	90,568	0**	0**	0**	149,476
1990	62,518	93,185	0**	0**	0**	155,703
1989	59,116	88,291	0**	0**	0**	147,407
1988	57,557	88,330	0**	0**	0**	145,887
1987	55,409	84,111	0**	0**	0**	139,520
1986	49,507	86,647	5,260	1,888	0**	143,302

SOURCE: NPS Public Use Statistics Program Center.

* Data collection methods changed. ** Data was not collected.

TABLE 12: DISTRIBUTION OF 1997 NRA OVERNIGHT STAYS FOR THE NORTH DISTRICT

North District						
Location	Tents	RVs	Backcountry	Group Camping	Houseboats	Totals
North Gorge	863	1,665				2,528
Evans	3,188	5,033				8,220
Kamloops	758	1,268				2,025
Kettle Falls	3,510	8,130		7,237	6,532	25,409
Bradbury Beach	785	505				1,290
Snag Cove	785	1,368				2,153
Kettle River	980	1,685				2,665
Marcus Island	1,398	2,353				3,750
Haag Cove	790	1,613				2,403
Gifford	3,055	4,045				7,100
Cloverleaf	1,395	288				1,683
Hunters	4,028	5,788				9,815
Summer Island			931			931
Enterprise			781			781
Dispersed Use 1			3,398			3,398
Camp Na-Bor-Lee				4,849		4,849
Hunter Group Camp				4,003		4,003
Totals	21,533	33,738	5,110	16,089	6,532	83,001

SOURCE: NPS Public Use Statistics Program Center

TABLE 13: DISTRIBUTION OF 1997 NRA OVERNIGHT STAYS FOR THE SOUTH DISTRICT

South District						
Site	Tents	RVs	Backcountry Use	Group Camping	Houseboats	Totals
Fort Spokane	6,323	7,858		782		14,962
Hawk Creek	1,648	1,403				3,050
Keller Ferry	6,050	4,860		2,734	32,520	46,164
Jones Bay	828	745				1,573
Spring Canyon	8,688	7,183		1,908		17,778
Porcupine Bay	3,453	3,825				7,278
Crystal Cove			56			56
Detillion			250			250
Plum Point			654			654
Ponderosa			194			194
Halverson Canyon			115			115
Penix			148			148
Sterling Point ca			185			185
Goldsmith ca			169			169
Dispersed Use 2			3,552			3,552
Scout Camp				0		
Totals	26,988	25,873	5,323	5,424	32,520	96,127

SOURCE: NPS Public Use Statistics Program Center

Figure 4. Lake Roosevelt National Recreation Area
Distribution of 1997 Overnight Stays for the North District

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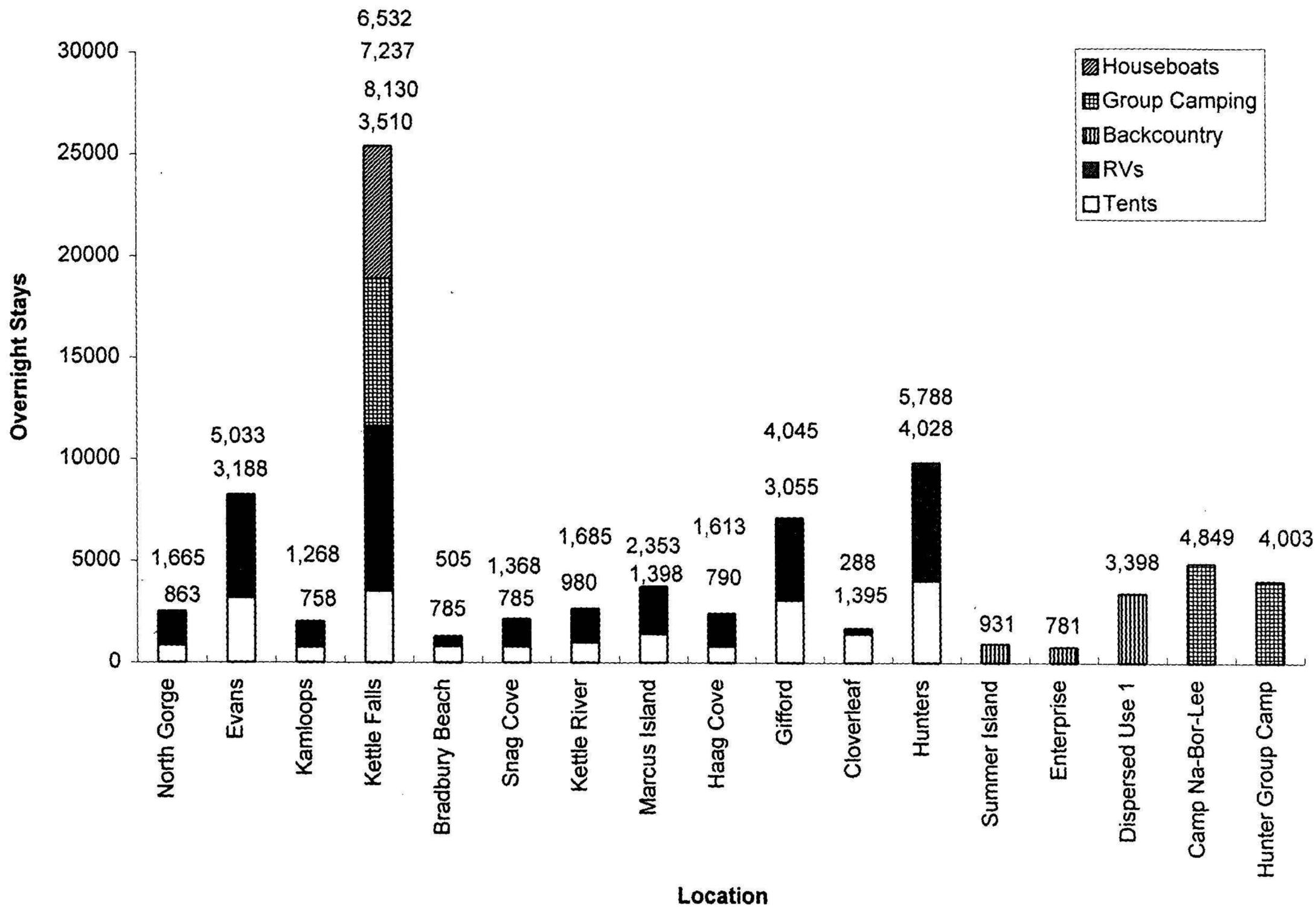
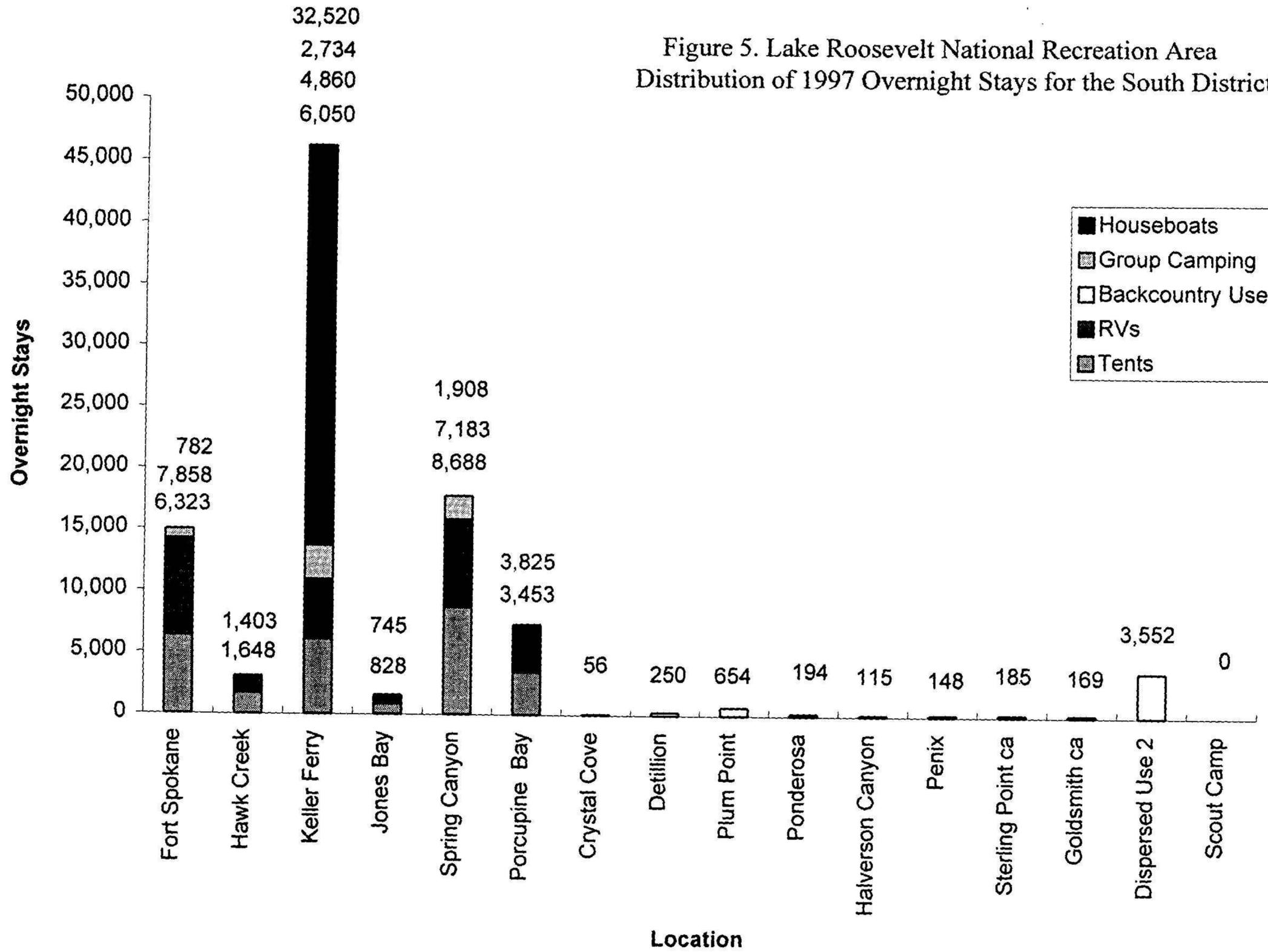


Figure 5. Lake Roosevelt National Recreation Area
Distribution of 1997 Overnight Stays for the South District



PROJECTIONS OF POTENTIAL VISITOR USE

NRA use is affected by a variety of factors. Forecasted use of the national recreation area was based solely on past use, which was then projected forward over time. This method implies that whatever factors influenced visitation in the past will continue to do so in the future, and that the changes in those factors will follow the patterns of the past. Extrapolation of a historic trend only forecasts a trend pattern and does not consider the causes of the trend.

It is assumed that visitation to Lake Roosevelt National Recreation Area, if unregulated, would probably increase over the long term; this seems to be the general trend for most units within the national park system. Forecasting was achieved using a simple straight-line projection based upon historic trends. Changes in visitor use have varied greatly from year to year. To provide a range of expected use in the future, growth factors of a -1%, 3%, and 7% were used to derive the low, medium, and high estimates of recreation visits. These rates of growth are based upon historic growth observed since 1987. These growth factor rates provide a range of projected visitation figures that is considered reasonable over the next few years. The further out in time one projects, the greater the range between the high and low projections and the less reliability that can be ascribed to them.

Forecasting in this manner is subject to a high probability of error because the method used is simplistic, relatively little data are available, and there is no cause and effect relationship between past use and future use. The addition of another year's visitation figures (additional data) might affect the projections. For these reasons, a range of values was reported and caution is warranted when interpreting and using the results.

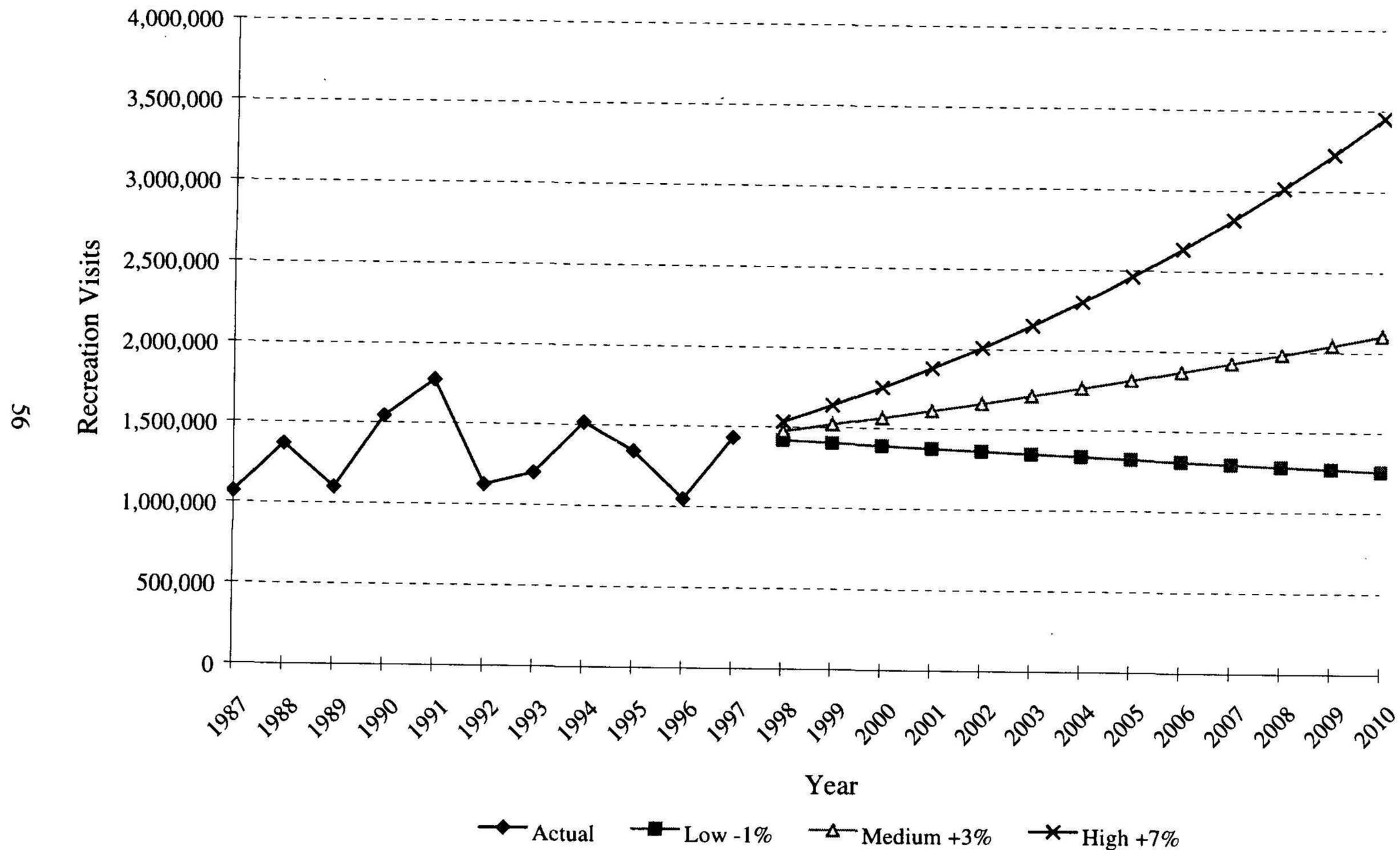
At the high rate of growth of 7%, compounded annually, the visitor use of the national recreation area would double in about 10 years. The medium growth rate projects an additional one-half million recreation visits in about the same time period. If a low rate of visitor use becomes a trend, the national recreation area would have fewer visitors in the future than now. However, a consistent downward trend is not expected in the long term. Future changes in the levels of visitation may require changes in NRA management to avoid negative impacts on NRA resources and visitor experiences. In all likelihood, visitor use of the national recreation area would have to be managed at levels that are sustainable both in terms of protecting the resources and providing quality visitor experiences. Table 14 and figure 6 present these projected visitation figures.

TABLE 14: NRA POTENTIAL RECREATIONAL USE, 1998-2010

Year	Projected Recreation Visits		
	Low (-1%)	Medium (3%)	High (7%)
2010	1,257,000	2,103,000	3,451,000
2009	1,269,000	2,041,000	3,225,000
2008	1,282,000	1,982,000	3,014,000
2007	1,295,000	1,924,000	2,817,000
2006	1,308,000	1,869,000	2,632,000
2005	1,321,000	1,814,000	2,460,000
2004	1,335,000	1,761,000	2,299,000
2003	1,348,000	1,710,000	2,149,000
2002	1,362,000	1,660,000	2,008,000
2001	1,376,000	1,612,000	1,877,000
2000	1,389,000	1,565,000	1,754,000
1999	1,403,000	1,519,000	1,639,000
1998	1,418,000	1,475,000	1,532,000

SOURCE: National Park Service, Denver Service Center, Resource Planning

Figure 6. Lake Roosevelt National Recreation Area
Actual and Projected Recreation Visits



NATURAL RESOURCES

AIR RESOURCES

Ambient air pollutant concentrations for Lake Roosevelt National Recreation Area are within national and state air quality standards. This attainment status may be attributed to the relatively low population density near the national recreation area and few major, older industrial sources. Air-quality related values, scenic vistas, and pollution sensitive resources have not been identified for the national recreation area (NPS 1997b).

Although air quality is generally very good in the national recreation area, it is affected by pollution emissions within and outside the unit and prevailing meteorological conditions. Sulfur dioxide, nitrogen oxides, and suspended particulate matter are the pollutants of concern from smelter plants and pulp and paper mills in the vicinity. The national recreation area experiences occasional episodes of high-suspended particulate matter from windblown dust from agricultural operations, unpaved roads, and exposed lake bottom during low-water periods. At times, air quality is also affected by smoke from wildland or management fires that may occur within the national recreation area and surrounding area. These short-term events affect visibility but have limited impact on other NRA resources. Urban industrial and transportation sources in the region also contribute to the air pollution.

The U.S. Environmental Protection Agency has set health-based standards for six air pollutants: ozone, oxides of nitrogen, fine particulate matter less than 10 micrometers in diameter (PM₁₀), carbon monoxide, lead, and sulfur dioxide. When ambient concentrations of these pollutants exceed the standards, health problems can result. The national recreation area is within a designated attainment area (i.e., concentrations below

the standards) for all criteria pollutants. This designation is based on representative ambient air quality monitoring from nearby monitoring stations. The closest monitoring station is at Kettle Falls, Washington.

The Prevention of Significant Deterioration Program is designed to allow growth in areas of good air quality without allowing pollutant concentrations to exceed the ambient air quality standards. The national recreation area is a class II area, which allows for moderate industrial growth near the unit. However, the neighboring Spokane Indian Reservation is a class I area, which has a higher level of protection.

GEOLOGICAL RESOURCES

Geology

Lake Roosevelt National Recreation Area is within the Okanogan Highlands physiographic province to the north, the Columbia Basin province to the south, and the Kootenay Arc to the east. Low mountain ranges trend north-south along upper Lake Roosevelt. They are composed primarily of pre-Tertiary metamorphic rocks, Paleozoic sedimentary rocks, and small outcrops of Mesozoic granites east of Lake Roosevelt. Beneath the upper reach of the reservoir are Triassic/Permian metasedimentary rocks, while south of Kettle Falls Carboniferous/Ordovician metasedimentary and metacarbonate rocks dominate. The middle reach of the reservoir curves from southeast to west around Tertiary/Cretaceous granitic bedrock before turning due west. The lower stretch of the reservoir follows the boundary between Tertiary granite, with thick accumulations of Quaternary deposits to the north and basalt flows to the south (NPS 1997c).

Soils

Soils in the upper Columbia watershed reflect the geology and climate of the area. Soils found in the mountainous areas are primarily entisols, while aridosols dominate the Columbia Plateau. The Natural Resources Conservation Service has prepared detailed, large-scale soil surveys for Ferry, Stevens, and Lincoln Counties. These surveys provide detail on soil types and distribution as well as information on land use, erosion hazards, and engineering properties.

Geologic Hazards

Hazards associated with hydrologic and geomorphic processes of most concern in the national recreation area are landslides. About 10% of the shorelines along Lake Roosevelt are composed of bedrock, while the remaining 90% are composed of thick, ice-age deposits (USGS 1961). Bedrock shorelines, found mainly on the south shore of the lower reach and in the Spokane Arm, are generally more stable than those composed of silt and sand. However, at least one landslide from the Columbia Plateau basalt has reached Lake Roosevelt (USGS 1961). Terrace deposits are particularly extensive on parts of the north shore of the lower reach of the reservoir near the Sanpoil River, in the middle reach near Nine-mile Creek, Cedonia, and at the mouths of the Kettle and Colville Rivers. These terrace slopes have failed at hundreds of sites over the last 54 years (USGS 1961 and Schuster 1979).

Landslides are believed to be caused primarily by rapid reservoir drawdown and reservoir levels below a 1,240-foot elevation (USGS 1961). Of 500 landslides studied between 1942 and 1953, about half occurred during the first two years the valley was flooded and about a third occurred during major drawdowns. Full pool elevation is 1,290 feet, while typical drawdown is in the range of 30 feet. Risk of

landslides is a minor concern for a 30-foot drawdown, a moderate concern for 30- to 50-foot drawdowns, and a major concern for drawdowns greater than 50 feet (NPS 1997c). The Bureau of Reclamation is attempting to minimize shoreline landslides by not lowering the reservoir elevation by more than 1.5 feet/day.

The landslides in and around Lake Roosevelt watershed have damaged public and private property, including cultural resources, roads, farms, and homes. In some areas, landslides also present a safety hazard. For example, a 1952 landslide at Reed Terrace on the Spokane Arm caused the shoreline to retreat nearly 2,000 feet in one day, claiming three roads and considerable agricultural land. This landslide also caused a 65-foot-high wave to cross Lake Roosevelt (USGS 1961). Large landslides have and could continue to cause large waves. On nearby Ross Reservoir, shoreline erosion claims 1.5 acres of land/year (NPS 1990c). Lake Roosevelt has nearly four times the shoreline, larger and more extensive glacial deposits, and higher rates of bank recession due to landslides, than Ross Lake. Therefore, it is estimated that bank erosion claims at least 5 acres/year on Lake Roosevelt (NPS 1997c).

Slower, more gradual rates of bank recession also threaten sensitive cultural resources, campgrounds, trails, and other facilities on lower terraces near full pool elevation. Wave erosion and freeze-thaw processes are probably the main cause of gradual shoreline erosion in northern reservoirs (U.S. Army 1985; NPS 1990c). Surficial processes such as rilling and gullying on shorelines without vegetation are also important. Vegetation is disturbed by construction of new homes. Rills can expand to gullies when landowners fail to control site runoff. Much of the problem originates from the land occupied by single-family homes and new development (NPS 1997c).

WATER RESOURCES

The Lake Roosevelt watershed drains about 44,969 square miles, 88% of which 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. Most of the water in the lake comes from glacial ice, lakes, and snow high in the Canadian Rockies. Major inflow to Lake Roosevelt comes from the Columbia River (89%) and the Spokane River (7%). The Colville, Kettle, and Sanpoil Rivers contribute the remaining 4% of the flow.

Lake Roosevelt first reached its maximum allowable elevation (full pool) in June 1942. Full pool elevation is 1,290 feet above sea level, and minimum pool elevation is 1,208 feet. Any excess runoff is discharged over the spillway at Grand Coulee Dam. 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. 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. At full pool, the reservoir surface covers about 81,000 acres with more than 500 miles of shoreline. Water depths range from 400 feet upstream from the dam to 14 feet below the international border. The national recreation area has two major tributaries, the 30-mile-long Spokane River in the south and the 15-mile-long Kettle River in the north.

Surface Water Quality

The waters of Lake Roosevelt are classified as AA (extraordinary) by the state's Department of Ecology, the maximum protection level under state water quality regulations (WAC 173,

Section 201A). This classification is seen as a goal that the state's Department of Ecology is working toward meeting on the reservoir rather than a nondegradation standard (NPS 1997c).

Water quality is a complex and critical resource management issue on Lake Roosevelt. The quality of water in Lake Roosevelt according to several studies is generally considered poor due to point and nonpoint sources of pollution (NPS 1997c). The lake is a repository for a wide range of organic and inorganic pollutants. The Columbia River drains a major sector of British Columbia's mining, smelting, and timber industries. The Spokane River serves most of the population of eastern Washington via the city of Spokane (population 200,000+) and a large portion of the Idaho Panhandle via the cities of Post Falls and Coeur d'Alene. Other tributaries entering the lake also drain a variety of landforms and land uses, including intensively used agricultural lands and commercial timberlands.

Point-source industrial pollution is the primary concern for the water quality of Lake Roosevelt. The two major sources of concern have been the Cominco lead/zinc smelter in Trail, British Columbia and the Celgar Pulp Mill in Castlegar, British Columbia. The presence of heavy metals such as zinc, cadmium, mercury, and lead in the water column and sediments and slag in the sediments of Lake Roosevelt have been primarily attributed to effluent and slag discharging and accidental spills into the Columbia River from Cominco (NPS 1997b and 1997c). Recently, the slag discharge has almost been eliminated and a new smelter was scheduled to come on line in early 1997 (NPS 1997b). This along with other improvements should reduce the amounts of metals being discharged to the Columbia River. Monitoring will be continued to verify these improvements.

Although few formal complaints have been received from visitors, water quality and visitor use of the lake is an increasing concern for park management. In 1994 the Washington Department of Health issued a health advisory to lake users recommending the consumption of fish be limited due to toxic substances, dioxins, and

furans in the lake water. These substances have been attributed to the Celgar Pulp Mill in Castlegar, British Columbia, which is about 60 miles north of Lake Roosevelt and discharges waste into the Columbia River. Celgar recently finished a multiyear upgrade of its facilities to reduce the possibility of certain dangerous dioxins and furans being released in the Columbia River. Several other contaminant parameters have shown improvement based on monitoring conducted at Celgar (NPS 1997b). Future monitoring will need to be conducted to confirm these reductions in the Columbia River and Lake Roosevelt.

Other sources that affect NRA water quality include sewage treatment plants, runoff from nearby agricultural, logging, and mining areas, shoreline erosion and development, campsite sewage, and air pollution deposition. The ongoing use of the area as an extensive transportation corridor for hazardous chemicals by rail and highway is also of concern (NPS 1997b). Motorboats may also contribute to water pollution; however, there is no evidence of a problem at this time.

Groundwater Quality

NRA and private recreational facilities around the lake use groundwater resources. The national recreation area maintains 20 wells at 19 development sites. The extent and quality of these resources, however, is poorly understood. Generally, there are numerous perched aquifers in the thick accumulation of glacial sediments adjacent to the reservoir. These relatively shallow, perched aquifers are prone to contamination through surface water connections.

The quality of the groundwater resources is highly variable. The U.S. Geological Survey (1969) examined samples from 35 development sites around the national recreation area. The groundwater is considered hard with a high iron content. Wells at Hunters, Hawk Creek, Spring Canyon, Keller Ferry, Fort Spokane, and Detillion recreation sites had high coliform counts in the early 1970s. Chlorinators and

iodinators were installed at these and other development sites to solve this problem.

Groundwater resources are also threatened by industry near Kettle Falls. Five wastewater disposal sites are being monitored for potential groundwater contamination. Although high concentrations of pollutants were found in soils at these sites, there has not been any confirmed contamination of groundwater to date (NPS 1997b).

Relatively few springs are in the national recreation area. The largest spring is within the Fort Spokane Military Reserve Historic District and supports domestic visitor and agency use and large-scale administrative and maintenance project needs. The proposed Wild Turkey RV park and other private developments adjacent to Fort Spokane cause concern for the long-term viability of this spring. The National Park Service recently filed a formal protest with the state's Department of Ecology against proposed large withdrawals, citing concern for the source of the water for the historic district's water system. NRA staff recently also began monitoring the spring's flow rates.

Wetlands

Wetlands have been mapped for the national recreation area by the National Wetlands Inventory Program (USFWS 1987). The two largest wetlands are at the mouths of the Kettle and Colville Rivers. Due to the fluctuating nature of the reservoir, few perennial wetlands exist along the shoreline. More common are intermittent wetland areas that flood seasonally. Two areas within the national recreation area have been evaluated and delineated as jurisdictional wetlands (meeting federal criteria). These include the Colville Flats in the northern portion of the lake and the Mill Creek inlet on the south side of the Spokane River. Other non-evaluated wetlands include an area west of Lincoln Mill along the south shore bluff, an area immediately below the Little Dalles on the west shore, and an area in the Kettle River corridor south of Barstow.

Floodplains

All areas within the national recreation area that are below 1,290 feet elevation are within the floodplain of Lake Roosevelt. The floodplain along the small tributaries in the national recreation area may be at slightly higher elevations. Flooding does not pose any special hazards because it is controlled at the Coulee Dam and at other upriver dams and thus it is predictable and it occurs slowly.

VEGETATION

Located within an Upper Sonoran life zone, vegetation along the 150-mile lake gradually changes from semiarid grassland and sagebrush (sage-steppe) communities in the south to forested communities in the north.

The lower lake valley between Grand Coulee Dam to Keller Ferry is dominated by disturbed sage-steppe and irrigated agricultural lands. The middle lake valley, between Keller Ferry and the Spokane River, runs through a gradual transition from sage-steppe to second-growth ponderosa pine forest. Common species along this section include grasses such as bluebunch wheatgrass, needle-and-thread grass, and hard fescue; forbs such as arrow leaf balsamroot, northern buckwheat, brittle prickly pear, alumroot, and lupine; shrubs such as sagebrush, bitterbrush, rabbitbrush, snowberry, greasewood, and serviceberry; and trees such as black cottonwood, ponderosa pine, and Douglas-fir. Dogwood and river birch are also along the tributaries.

Areas along the middle and upper lake, 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.

The upper valley, north of Kettle Falls to Onion Creek near the boundary, traverses a forest dominated by second-growth ponderosa pine, Douglas-fir, and western larch. Some lodgepole pine, grand fir, mountain maple, paper birch, and aspen can also be found. Among the pines, and in dry, rocky areas, a variety of shrubs occur, including mallow ninebarks, Oregon grape, elderberry, chokecherry, snow berry, deer brush, and buck brush. Dominant grassland species include wheatgrasses and spring sunflower.

Open-water habitat in the lake and its tributaries support numerous species of aquatic vascular plants. The most common of these include water starwort, waterweed, common watermilfoil (American watermilfoil), common hornwort (coontail), pondweeds, and pygmy weed.

The National Park Service manages vegetation to control forest pests and noxious weeds, reduce safety hazards, and maintain historic landscapes.

NRA staff annually carry out measures to control forest pests, with assistance from the U.S. Forest Service. Forest insect and disease infestations are a continuing problem in the ponderosa pine forests of Lake Roosevelt. The most prolific forest pests in the area are the western pine bark beetle and dwarf mistletoe, followed by pine bark beetle, red turpentine beetle, pine engraver beetle, and various root diseases. Decades of fire suppression, drought, soil compaction, and poor forest management practices have exacerbated the forest pest problem.

NRA staff also conduct noxious weed control activities in cooperation with county weed control programs, adjacent landowners, and other affected parties on Lake Roosevelt. However, the invasion of noxious vegetation continues to be a serious problem because control efforts have been limited by insufficient funding. The most common problem plants include Canadian, star, and Russian thistle, diffuse and spotted knapweed, dalmatian toadflax, cheatgrass, common mullein, wormwood, leafy spurge, houndstongue, rush skeletonweed, goat weed, and baby's breath. In addition, small

colonies of a noxious aquatic species, Eurasian watermilfoil, were found near the national recreation area (NPS 1997c). These aquatic colonies do not appear to be a threat to aquatic resources at this time.

NRA staff regularly identifies, monitors, and removes hazardous trees from developed sites in the national recreation area in accordance with the 1984 *Hazard Tree Management Plan*. The management plan needs to be updated to include new information on hazard tree management methods.

The National Park Service has developed site-specific vegetation management plans for restoring the historic grounds at the Fort Spokane Military Reserve Historic District. The plans call for rehabilitating the vegetative cover found there in the late 19th century. Funding has not been available to fully implement the plans.

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 here. Systematic inventories of vertebrates and invertebrates have not been conducted. The observations and research of other federal, state, and tribal biologists contribute most information about the occurrence, abundance, and distribution of species in the national recreation area.

Given the linear nature of the national recreation area, terrestrial habitat for wildlife is somewhat limited. Natural areas of ponderosa pine forests, sagebrush, grasslands with water resources, and tributary riparian areas hold 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 include the reduction of habitat as the result of increased development and agricultural

activities on adjacent lands, poaching, road kills, trespass livestock, illegal off-road vehicles, and the invasion of nonnative plant species. It is not known definitively at this time to what extent contaminated water resources affect local fish and wildlife.

Hunting is permitted within the national recreation area during established seasons. The Washington Department of Fish and Wildlife establishes the hunting seasons and related regulations. The National Park Service and tribal ranger staff, state game agents, and county sheriffs deputies enforce the hunting regulations.

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 will probably disperse into the national recreation area.

Small mammals found in the area include beaver, river otter, muskrat, mink, badger, raccoon, skunk, bobcat, coyote, and red fox. In addition, porcupine, cottontail rabbits, ground squirrels, chipmunks, yellowbelly marmot, pika, shrew, voles, bats, gophers, rats, and deer and house mice are common.

Birds

Perennial and intermittent wetland areas attract an abundance of avian species. Lake Roosevelt is within the Pacific Flyway and serves as a resting area during migration periods. Resident and migratory birds common to the area include large populations of waterfowl, shorebirds, gallinaceous birds, pigeons, woodpeckers, hummingbirds, raptors, and passerines.

Several species of raptors nest, roost, and forage in the area. Among these are the osprey, golden eagle, bald eagle, prairie falcon, red-tailed hawk, Northern harrier, and American kestrel.

Peregrine falcons migrate through the region seasonally. Peregrines have also been reintroduced in the Lake Roosevelt area in an effort to restore a breeding population to the area.

Snowy owls also 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.

Dozens of species of passerines 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.

Common waterbirds migrating through the area include surface feeding ducks (mallards, pintails, teal, and goldeneyes), diving ducks (redhead and canvasback), western grebe, coot, lesser scaup, common merganser, common loon, and Canada geese. Tundra and trumpeter swan also use the area occasionally. Wading and shorebirds in the area include plovers, northern killdeer, northern, great blue heron, spotted sandpiper, gulls, snipe, common egrets, and yellowlegs.

Common gallinaceous bird populations in the area include a combination of native and introduced species. Native species include western sage grouse, Columbia sharp-tailed grouse, mourning dove, blue grouse, and the band-tailed pigeon. Introduced species include the ring-necked pheasant, chukar, Hungarian partridge, and California quail. The elimination of natural sagebrush and bunch grass communities on adjacent lands has severely reduced populations of native grouse. Agricultural practices and elimination of fencerows have also reduced habitat for native and introduced species.

Reptiles and Amphibians

A systematic inventory of reptile and amphibian species in the national recreation area has not been conducted. Very little is known about species occurrence, abundance, distribution, or critical habitat. 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 populations of mollusks, crustaceans, etc. is limited due to lack of studies.

Fisheries

Lake Roosevelt and its tributaries in the national recreation area support a varied fish community that today is considerably different from the native fish community of the early 1900s. The changes over time were caused by the introduction of nonnative species, habitat alterations such as water pollution, the damming of rivers, and reservoir drawdowns. Today, there are possibly 28 native and 12 nonnative species that inhabit recreation area waters.

Native 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 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 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. Walleye alone account for 90% of the game fish caught in Lake Roosevelt (NPS 1997b). Carp and golden tench have also been introduced but are considered nuisance species.

Recreational Fishing. Between 1990 and 1996 the number of angler trips to Lake Roosevelt ranged from 171,725 to 594,508 per year. These angler trips had an estimated economic value ranging between \$5.3 million and \$20.7 million per year. Recreational fishing trips to Lake Roosevelt peaked in 1993 and have been declining since. The decline was partly attributed to the dewatering of boat ramps during the 1996 drawdown that prohibited anglers from accessing much of the reservoir. Walleye, rainbow trout, and kokanee were the fish most often caught and harvested by anglers (Spokane Tribe and Eastern Washington University 1997).

Fisheries Management. The tribes and the Washington Department of Fish and Wildlife are the primary agencies directly involved in managing the Lake Roosevelt fisheries. The Spokane Tribe is coordinating the development of a Lake Roosevelt fisheries plan, funded by the Bonneville Power Administration in cooperation with the Washington Department of Fish and Wildlife, the Colville Confederated Tribes, and other involved parties. The Bonneville Power Administration through the Northwest Power Planning Council provides guidance and assistance to help mitigate the loss of native anadromous fish runs due to federal hydroelectric development on the Columbia River. The Bureau of Reclamation manages fish habitat through control of flows and reservoir levels. The National Park Service works with the other agencies as an advocate of the fishery.

As part of the NPPC fish and wildlife mitigation program, two kokanee salmon hatcheries are operated by the Spokane Tribe (at Galbraith Springs) and the Washington Department of Fish and Wildlife (at Sherman Creek on Lake Roosevelt) to support the resident fishery in Lake Roosevelt. The hatcheries produce thousands of kokanee for release into Lake Roosevelt annually. The Spokane Tribe has also

initiated a program of rearing rainbow trout at its hatchery for release into the lake.

In addition to the hatchery operations, there are numerous rainbow trout net pens on Lake Roosevelt. These fish-rearing pens provide thousands of trout annually to support the recreational fishery. Initially, the pen program was a cooperative effort between the Washington Department of Fish and Wildlife and the Seven Bays subdivision developer. The Bonneville Power Administration partially funds the program as a mitigation project. The success of this project in providing catchable-size rainbow trout resulted in its expansion to more than 30 net pens in several locations on Lake Roosevelt by 1995. In addition, some of the net pens are now being used to rear kokanee before release.

THREATENED, ENDANGERED, AND RARE SPECIES, AND SPECIES OF CONCERN

At the time this plan was prepared, there were six species that may inhabit areas in or near the national recreation area that were protected by the Endangered Species Act. Of these, gray wolves (*Canis lupus*), peregrine falcons (*Falco peregrinus*), and woodland caribou (*Rangifer tarandus caribou*) were endangered, and the bald eagle (*Haliaeetus leucocephalus*), bull trout (*Salvelinus confluentus*), and grizzly bear (*Ursus arctos horribilis*) were threatened. The Canada lynx (*Felis lynx canadensis*), a proposed species for listing, may also inhabit lands in or near the national recreation area. The Canada lynx is not currently protected under the Endangered Species Act. No other proposed or candidate species for listing were known to inhabit areas in or near the national recreation area (USFWS 1998). The state of Washington also listed gray wolves, peregrine falcons, woodland caribou, and grizzly bears as endangered and the bald eagle and Canada lynx as threatened. (Note: In the summer of 1999, the peregrine falcon and the bald eagle were delisted by the U.S. Fish and Wildlife Service.)

Peregrine Falcons

Peregrine nests have been found in the area surrounding the Lake Roosevelt reservoir. Use of the area by peregrines normally occurs during spring and fall migrations. Peregrine falcon foraging and nesting habitats are usually associated with tall cliffs near water. Their diet consists primarily of waterfowl, shorebirds, and passerine species commonly found on and around lakes and streams.

The National Park Service, in cooperation with other agencies, reintroduced peregrine falcons in the area from 1993 to 1997. More than two dozen captive-produced fledglings from the Peregrine Fund hatchery facility in Boise, Idaho, have been released on Lake Roosevelt since the program began in July 1993. Releases continued until at least one breeding pair was established in the area. The project addressed the Northwest Power Planning Council's wildlife mitigation goals for this species for the Upper Columbia Subbasin and coincided directly with other federal and state peregrine falcon recovery goals of the Inland Northwest.

Gray Wolf

No confirmed gray wolf sightings have been documented in the national recreation area; however, numerous unconfirmed sightings have been reported in some surrounding areas in recent years. If wolves were in the area, they would depend on ungulates for food year-round. Elk, moose, and deer are the principal prey species and usually account for more than 90% of the biomass consumed by wolves. Smaller mammals are an important alternative to ungulates in the snow-free months (USFWS 1994).

Woodland Caribou

The U.S. Fish and Wildlife Service classified the Selkirk caribou population as endangered in 1983. Between 1987 and 1990, 60 woodland caribou were moved to northern Idaho from British Columbia to help bolster the existing

remnant herd. The herd has been augmented as recently as 1998. However, it is unlikely that woodland caribou would be found in the immediate vicinity of the national recreation area. Woodland caribou are known to occur in northeastern Washington; however none have been reported in the national recreation area. Most caribou remain in forested habitats year-round. Food sources include ground and tree lichens, shrubs, grasses, and willows.

Bald Eagles

Bald eagles maintain a large overwintering population (200+) in the area surrounding the Lake Roosevelt reservoir from November through March annually. More than 21 bald eagle nests are in the vicinity and appear to be becoming more productive each year. A maximum of 15 territories has been occupied in any one year. Bald eagle habitat is usually associated with large bodies of water that provide an abundant source of food. There is an excess of habitat on certain reaches of the river and an abundant prey base. Eagles feed primarily on fish, waterfowl, and carrion. Several bald eagles have been killed recently within the national recreation area and surrounding areas by poachers and by collisions with powerlines.

NRA staff works closely with other resource managers in the area in planning and implementing research projects and management plans. Annual bald eagle surveys are conducted, and foraging and roosting studies have been completed for several sections of the reservoir. Annual midwinter eagle surveys have been conducted since at least 1985. At least one survey is conducted in January of each year in coordination with the Washington Department of Fish Wildlife, the U.S. Forest Service, and the tribes.

Grizzly Bear

Although grizzly bears occur in the Selkirk ecosystem in northern Idaho and Washington, population levels are believed to be low (IGBC 1987). No grizzly bears have been recently

reported within the national recreation area. Grizzly bears eat a variety of food, from grasses to large mammals. Ungulates are important to bears because they provide a high-quality food source during early spring before most vegetal foods are available to bears. Grizzly bears feed on ungulates primarily as winter-killed carrion from March through May. In areas where animal matter is less available, roots, bulbs, tubers, fungi, tree cambium, and succulent herbaceous plants are eaten (USFWS 1982). Additionally, salmonids spawning in Columbia River tributaries may also provide a food source for grizzlies.

Bull Trout

Bull trout historically occupied a vast geographic area of the Columbia River. Today the remaining populations are isolated and remnant. Native bull trout have declined significantly in the last 10 years, in part due to predation by and competition with introduced species such as walleye (NPS 1997b). If bull trout are present, Lake Roosevelt and its tributaries could provide suitable habitat. Bull trout typically migrate from lakes in the fall to spawn in clear streams with flat gradient, uniform flow, and uniform gravel or small cobble. Bull trout feed on a variety of aquatic macroinvertebrates and small fish (Fraley and Shepard 1989). Bull trout can grow to more than 20 pounds in a lake environment.

Canada Lynx

Lynx have been seen near the northern end of Lake Roosevelt; however no evidence of resident populations have been documented (NPS 1997b). Lynx prefer the density of coniferous forests and swamp areas where their coloring allows them to be camouflaged from their prey. Snowshoe hares make up most of the lynx's diet, but lynx will also eat rodents, birds, and fish (WDFW 1991).

State Species of Concern

In addition to the above, another 24 animal species of concern to the state of Washington (WDNR 1998) or the U.S. Fish and Wildlife Service (1998) may occur in or near the national recreation area. These include the threatened ferruginous hawk (*Buteo regalis*); the candidates California floater (*Anodonta californiensis*), Columbia sharp-tail grouse (*Tympanuchus phasianellus columbians*), Columbia spotted frog (*Rana luteiventris*), loggerhead shrike (*Lanius ludovicianus*), northern goshawk (*Accipiter gentilis*), Pacific fisher (*Martes pennanti pacifica*), pale Townsend's (=western) big-eared bat (*Corynorhinus (=Plecotus) townsendii pallescens*), and Washington ground squirrel (*Spermophilus washingtoni*). State monitor species include the black tern (*Chlidonias niger*), California wolverine (*Gulo gulo luteus*), potholes meadow vole (*Microtus pennsylvanicus kincaidi*), and four species of *Myotis* bats.

Other species of concern identified by the U.S. Fish and Wildlife Service (1998) include the California bighorn sheep (*Ovis canadensis californiana*), Columbia pebblesnail (*Fluminicola (=Lithoglyphus) columbians*), northern sagebrush lizard (*Sceloporus graciosus graciosus*), olive-sided flycatcher (*Contopus borealis*), Pacific lamprey (*Lampetra tridentata*), western burrowing owl (*Athene cunicularia hypugea*), Westslope cutthroat trout (*Oncorhynchus (=Salmo) clarki lewisi*), and Yuma myotis bat (*Myotis yumanensis*). These species of concern are known to occur or historically occurred in northeastern Washington. However, limited information is available on the occurrence and abundance of remnant populations, if any, in the Lake Roosevelt area.

Rare Plants

No federally listed, proposed, or candidate plants are known to occur within the national recreation area. However, plant species of concern known to occur in the area include black snake-root (*Sanicula marilandica*),

Columbia crazyweed (*Oxytropis campestris* var. *columbiana*), crenulate moonwort (*Botrychium crenulatum*), giant hellborine (*Epipactis gigantea*), least bladder milk-vetch (*Astragalus microcystis*), little grape-fern (*Botrychium simplex*), Nuttall's pussytoes (*Antennaria parvifolia*), palouse milk-vetch (*Astragalus arrectus*), and pygmy weed (*Crassula aquatica*) (WDNR 1998). The U.S. Fish and Wildlife Service (1998) also identified several other rare

plants that may occur in the area including the triangle-lobed moonwort (*Botrychium ascendens*), Two-spiked moonwort (*B. paradoxum*), Cusik's lupine (*Lupinus cusickii*), Washington polemonium (*Polemonium pectinatum*), and Spalding's silene (*Silene spaldingii*). The list of special concern plants in the state is updated regularly by the Washington Natural Heritage Program

CULTURAL RESOURCES

NOTE: The following discussions of the basic chronology or cultural sequence of the area may be found in the following references — Chance 1986; Chance and Chance 1979, 1982, 1985, 1995; and Galm et al. 1996.

PREHISTORY AND HISTORY

Traditional Plateau Culture

The juxtaposition of rivers and their tributaries in country that is otherwise arid would seem to have attracted the prehistoric and historic peoples of the Columbia Plateau. The striking natural characteristics and resources of the Columbia and Spokane Rivers have defined the lengthy and complex history of the Lake Roosevelt area. For example, in Paleo-Indian times circa 7000 B.C. around Kettle Falls in what is now the national recreation area, the Shonikwu prehistoric period can be said to have

lasted for around one thousand years. These people used Kettle Falls as a base for most food gathering activities [as well as a summer fish source]; they were not widely ranging bands. They used local quartzite for almost all of their stone tools, of which chopping tools were the most important. For the next five hundred years, black agrillite becomes a more important material, and more small tools appear. . . . About 4000 B.C. . . . the use of a wider variety of resources appears (NPS 1980, 19).

The Ksunku period ranged from about 4000 B.C. to 1200 B.C. At about 2400 B.C. "there was a marked increase in the use of Kettle Falls" (NPS 1980, 19).

Somewhere between 200 B.C. and A.D. 200, Salish speaking people arrived at Kettle Falls. They camped year-round

and stored their food at the falls, but the population was very sparse. By A.D. 800 the number of people had increased substantially, and food gathering activity was more oriented to fish. This was probably the beginning of the Kettle Falls ethnographic subsistence pattern involving intense use of the salmon runs at particular times of the year. This tradition culminated in the Shwayip period of A.D. 1400 to A.D. 1800; the people became known as the Colville to the Euro-American settlers. The Shwayip period featured a fairly high population density that climaxed well before the epidemics of the [European] Contact period (NPS 1980, 19).

Just before European contact, subsistence patterns became more complex. Subsistence was based not only upon a rich fishery but also on gathering wild plants, manipulating plants by transplanting seedlings, and hunting small fauna as well as big game. This required a great deal of respect for and knowledge about different ecological/environmental zones and how their resources might be used. Fishing was important all along the Columbia River, but some areas had larger human populations, such as at Kettle Falls.

A Clash of Cultures Leading to Change: Trading Posts, Forts, Reservations, and Dams

The peoples now constituting the 12 Colville Confederated Tribes are the Colville, Lakes, San Poil-Nespelem, Southern Okanogan with a few Northern Okanogan, Moses/Columbia, Wenatchi, Entiat, Chelan, Methow, Palus, and the Chief Joseph band of the Nez Perce (Ackerman 1996, 19; Miller 1996, 130). In aboriginal times they occupied the lands from the crest of the Cascade Mountains to the current Washington-Idaho border and from

interior British Columbia to the Snake River in Washington and the Willowa-Imnaha drainage in northeastern Oregon (see Confederated Tribes of the Colville Reservation map). Their way of life was compromised by ever-increasing European-American incursions in the form of fur traders, settlers, miners, the military, and the government bureaucracy associated with reservations.

American and British traders built fur posts at Fort Spokane (1810), Fort Okanogan (1811), and Fort Colville (1825) [named after Andrew Colville, the British director of the Hudson's Bay Company]. Goods introduced at these locations added to the changes already introduced by the arrival of the horse around 1740. By 1800, Columbian groups traveled regularly to hunt bison in Montana. The newcomers also brought epidemics, which depopulated whole watersheds (Miller 1996, 130).

In 1872 President Ulysses S. Grant established the Colville Reservation by executive order. On January 18, 1881, a reservation was also established for the Spokane Indians by President James A. Garfield. In 1892 President Benjamin Harrison approved of land being removed from reservation status to open it to settlement by non-Indians. And during President Franklin D. Roosevelt's time in office, 1933-45, the Grand Coulee Dam was authorized and built, with generators first running in 1941. The Grand Coulee Dam left no hope for salmon returning to their original grounds at such mighty fishing places as Kettle Falls, which was covered by Lake Roosevelt.

Colville shamans had long made a practice of transplanting certain plants (roots, herbs, willows, and so forth) to places where they would be most useful. Therefore, when fur traders introduced corn, potatoes, and other crops, chiefs and shamans took the lead in establishing communal tribal

gardens on lakeshores (Miller 1996, 130).

The above is one example of effective adaptation to change. But, ultimately, a way of life was lost, especially with no salmon-run provisions for the Grand Coulee Dam.

Contemporary Native American Relations

NRA staff conduct government-to-government relations with the Colville and Spokane Indian tribal governments. As discussed elsewhere in this document, the NRA managers aim for effective communication and the sharing of information and knowledge about mutual interests in NRA planning and operations and in managing cultural and natural resources.

ARCHEOLOGICAL RESOURCES

Archeological reports, such as those edited by Jerry Galm (1994) of Archaeological and Historical Services of Eastern Washington University in Cheney and of J. Scott King and T. Webber Greiser of Historical Research Associates in Seattle (1995), give background information on the archeological resources in what is now the Lake Roosevelt basin. More study is needed to determine the long-term effects that the construction and operation of the reservoir has on cultural resources.

Archeological resources abound in what are now NRA lands. More than 400 documented ethnographic sites have been identified in the Lake Roosevelt area. Yet much has been lost, especially in terms of historical archeology because of the inundation of the valley floor following the construction of Grand Coulee Dam, which meant that in preparation for the creation of Lake Roosevelt that all surfaces expected to be submerged were virtually stripped clean of cultural features. Due to the fluctuating nature of the reservoir, even those elements that might have remained beneath the ground surface have most likely been

**Confederated Tribes
of the Colville Reservation**

Lake Roosevelt National Recreation Area

Department of the Interior / National Park Service
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destroyed or hopelessly altered. Overwhelmingly, the density of property types was greater closer to the [Columbia and Spokane] rivers. Therefore, a very high percentage of the cultural features contained in the Lake Roosevelt basin has been compromised, resulting in severely limited management possibilities. Nevertheless, additional sites may possess historic archeological research potentials (Galm 1994, 11.14).

What is true historically is also true prehistorically in that habitation and fishing sites tended to cluster along the lower terraces of the Columbia and Spokane Rivers and burial and sacred sites were often located on the higher benches. Other types of sites, such as those indicative of hunting and gathering, were/are more widely distributed and can be on both the lower inundated terraces and the upper terraces that are above the high-water line. Normal lake levels protect submerged archeological resources on the lower terraces, but the sensitive burial and sacred sites suffer potential exposure when drawdowns make them accessible, not only legally to archeologists undertaking excavation and data recovery, but also to looting and damage from vehicles illegally driven on the drawdown.

About 80% of the national recreation area above the minimum operating pool of the lake (1,290 feet) has been archeologically surveyed. About 200 archeological sites have been identified. The sites range from pictographs and petroglyphs to habitation and fishing sites and other evidences of human occupation, including cobble tools or modified core tools often found on upper terraces. Many sites are surface scatters with little depth, although some sites do have considerable depth. Much is known, therefore, about the types of sites that occur and about their patterns of form and distribution, both prehistorically and historically.

HISTORIC RESOURCES

Pertinent reports on the history and historic resources of what is now the national recreation area include the basic historic resource study of Gary Williams, Alan Newell, and Peter Steere (1980) and the cultural landscape reports of Cathy Gilbert and Renata Niedzwiecka (NPS 1984 and 1985) for Fort Spokane. The reconstructed wooden chapel of Saint Paul's Mission, which includes some original materials dating back to 1847, and Fort Spokane, are the prime historic resources (Williams et al. 1980, 226). Saint Paul's Mission was established in the Kettle Falls area near the 1825 Fort Colville trading post (with one "l" from the Hudson's Bay Company director Andrew Colville, as distinct from the double "l" in the name Colville Indians). Both the rock formation that created the falls and the fort site are now submerged under the lake.

St. Paul's Mission is the only intact historic structure associated with early Christian evangelism among Native Americans known to exist within the Lake Roosevelt basin. . . . The chapel at St. Paul's, built in 1847, was originally accompanied by a residence and outbuildings, none of which remain. Although its location, on a high bluff overlooking both Fort Colville and Kettle Falls, spared the building from inundation, many years of neglect [and a fire on July 8, 1910 (Williams et al. 1980, 226)] necessitated its reconstruction in 1939. This act, which rescued a valuable resource from the brink of destruction, does not detract from the site's value as a cultural landmark (Galm 1994, 11.15).

Fort Spokane served from 1880 to 1899 as a military fort to keep the peace on a dwindling Indian frontier. A substantial brick guardhouse survives, along with an equally substantial wooden mule barn of the fort's Quartermasters Division, a relatively small brick powder and ammunition magazine, the water reservoir, plus some foundations of other buildings like

the hospital and a few quarters for officers that stood around the periphery of the parade ground.

Saint Paul's Mission and Fort Spokane basically tell a story of federal Indian policy at the turn of the century with different types of Indian-white interaction, including the categories of trade, religion, education, and health care. An Indian agency, a school for Indians, and then a hospital for Indians were established at Fort Spokane, lasting institutionally in the latter role until 1929 (Williams et al. 1980; NPS 1984 and 1985; Galm 1994).

ETHNOGRAPHIC RESOURCES

The two sets of reservation lands are close to the national recreation area, literally across two respective arms of the lake. Desired Indian access to NRA lands is not so much for traditional use areas, which may be conveniently accessed on each reservation, but rather for land management concerns to further the conservation of their Indian heritage. In other words, the two Indian tribes seek to maintain an active role in resource management, especially cultural resource management.

With the ongoing dialogue between NRA staff and the tribes via meetings, telephone conversations, and written correspondence, it is possible that special places within the national recreation area — sacred places or other places of special cultural significance to Native Americans — might be discovered. No such places have yet been formally identified; however, the Colville Tribe is in the process of identifying ethnographic resources and documenting traditional cultural properties in the Lake Roosevelt area.

CULTURAL LANDSCAPES

Fort Spokane is managed as a historic cultural landscape (NPS 1985), creating a setting as true as possible to the 1880–99 period with the surviving historic buildings and parade ground

area. There are limited opportunities to identify or preserve other areas because most of them were inundated by the reservoir. More consultation needs to be done with the tribes to confirm this.

NATIONAL REGISTER PROPERTIES IN THE NATIONAL RECREATION AREA

Saint Paul's Mission archeological site, included in the Kettle Falls Archeological District in Stevens County, was listed on the National Register of Historic Places on November 20, 1974. Fort Spokane Military Reserve in Lincoln County was listed on November 23, 1988 (NPS et al. 1994, 874 and 878). These constitute the only properties in the national recreation area that are listed on the National Register of Historic Places.

An archeological site near Kettle Falls known as the Dead Horse site, which is primarily prehistoric with historic components, was found eligible for listing on the national register in February 1998 by way of a formal determination of eligibility by the state historic preservation officer. It is probable that other sites will be identified.

The Fruitland irrigation canal, which is in the national recreation area, needs to be formally evaluated for eligibility for listing on the National Register of Historic Places. This is an archeological feature of the early 20th century that centers around the mouth of the Colville River, where it took its water, and extends south parallel to what is now the lake for some 20 miles. Used for irrigation associated with growing fruit, this cultural feature needs to be further tested by historical archeologists. That testing could include remnants of habitations and agricultural operations, such as "ruins and foundations of homestead dwellings and outbuildings, and associated features . . . fences, dumps, and ditches" as part of the historic scene (Galm 1994, 11.14). A determination of eligibility requires treatment of a site or property as if it were listed on the national register.

In national register terms, no ethnographic traditional cultural properties have been identified in the national recreation area for nomination or a determination of eligibility. This could change, however, by way of the ongoing dialogue between the NRA staff and the tribes. Some fishing sites, for example, had

sacred qualities that might be eligible if the tribes wish to pursue the idea. NRA staff would cooperate with the tribes in researching and nominating ethnographic resources as possible traditional cultural properties to the national register.

NRA OPERATIONS

NRA headquarters is in Coulee Dam, Washington. There are also administrative offices and maintenance facilities at Fort Spokane and in Kettle Falls and a staffed office at Spring Canyon.

more thinly spread, resulting in less regular maintenance of facilities, decreased ability to address special programs and protect resources, fewer visitor programs and activities, and less presence on the lake for boating safety.

BUDGET AND STAFFING

Up until the last decade, operating budgets have generally been sufficient to maintain facilities to minimum standards and provide basic levels of visitor services and resource protection. The national recreation area's base operating budget for fiscal year 98 is \$3,321,000, with an authorized FTE (full-time equivalent) ceiling of 74. In addition, the national recreation area receives anywhere from \$200,000 to \$500,000 in special project funds, including those from recreation use fees, for minor construction and rehabilitation of facilities, cyclic maintenance, and resource management.

However, with the increasing visitation of the last decade, the addition of new facilities in the early 90s, and relatively flat operating budgets for the last several years, staff are becoming

INFRASTRUCTURE

The national recreation area maintains 22 launch facilities and 28 campgrounds spread over the shoreline. Seven new launch ramps with associated parking and comfort stations were constructed, and nine ramps were retrofitted within the last five years. Visitation to the area has grown from around 0.5 million in 1980 to near 1.4 million today. Funding for personnel during this period has remained essentially the same, so that routine maintenance for visitor facilities and essential visitor services such as boat patrols, foot patrols in campgrounds, and safety checks at launch ramps has suffered. The protection staff spends most of its time during high-use visitor periods on land dealing with visitor use management issues at parking areas and campgrounds.

TABLE 15: FACILITIES IN THE NATIONAL RECREATION AREA

Developed Area	# Sites	Day Use Picnic Sites	Comfort Stations	Toilets Vault	Fee Area	Water Yes/No	Launch Ramp	Launch Elevation	Boat Dock	Trailer Dump Station	Remarks
Bradbury Beach campground	4		No	Yes	No	Yes*	Yes SR	1,265'	Yes SD	No	
China Bend	0		No	Yes	Yes	No	Yes	1,280'	Yes SD	No	Boat launch only; no camping/picnicking.
Cloverleaf campground	9		No	Yes	Yes	Yes*	No		Yes	No	
Crescent Bay Lake	0		No	Yes	No	No	Yes		Yes	No	Nonmotorized craft only.
Crescent Bay	0		No	Yes	Yes	No	Yes	1,265'	Yes SD	No	
Crystal Cove campground	3		No	Yes	No	No	No		No	No	Boat-only campground. Pack in-pack out.
Daisy	0		No	Yes	Yes	No	Yes SR	1,265'	Yes SD	No	Launch ramp only.
Detillion campground	12		No	Yes	No	Yes*	No		Yes	No	Boat-only campground. Pack in-pack out.
Enterprise campground	13		No	Yes	No	No	No		No	No	Boat-only campground. Pack in-pack out.
Evans campground	43		Yes	Yes	Yes	Yes	Yes	1,280'	Yes	Yes	Comfort station open mid-April/mid-Oct. Weather permitting.

NRA Operations

Developed Area	# Sites	Day Use Picnic Sites	Comfort Stations	Toilets Vault	Fee Area	Water Yes/No	Launch Ramp	Launch Elevation	Boat Dock	Trailer Dump Station	Remarks
Fort Spokane campground	67 camp-sites; 2 group sites (45 each)	64 picnic tables	Yes	Yes	Yes	Yes	Yes	1,247'	Yes SD	Yes	Comfort station open mid-April/mid-Oct. Weather permitting.
French Rocks	0		No	Yes	Yes	No	Yes	1,265'	Yes SD	No	
Gifford campground	47		No	Yes	Yes	Yes	Yes SR	1,249'	Yes SD	Yes	
Goldsmith campground	3		No	Yes	No	No	No		No	No	Boat-only campground. Pack in-pack out.
Haag Cove campground	16		No	Yes	Yes	Yes*	No		Yes	No	
Halverson Canyon campground	1		No	Yes	No	No	No		No	No	Boat-only campground. Pack in-pack out.
Hanson Harbor	0		No	Yes	Yes	No	Yes	1,267'	Yes SD	No	Boat launch only, no camping.
Hawk Creek campground	21		No	Yes	Yes	Yes*	Yes	1,277'	Yes	No	
Jones Bay campground	9		No	Yes	Yes	No	Yes	1,282'	Yes	No	
Kamloops Island campground	17		No	Yes	Yes	Yes*	No		Yes	No	
Keller Ferry campground	55 camp-sites; 2 group sites (25 each)	15 picnic tables	Yes	Yes	Yes	Yes	Yes SR	1,229'	Yes SD	Yes	Comfort station open mid-April/mid-Oct. weather permitting.
Kettle Falls campground	76	25 picnic tables	Yes	No	Yes	Yes	Yes SR	1,234'	Yes SD	Yes	Comfort station open mid-April/mid-Oct. weather permitting.
Kettle River campground	13		No	Yes	Yes	Yes*	No		Yes	No	
Lincoln Mill	0		No	Yes	Yes	No	Yes	1,245'	Yes SD	No	Picnic area.
Locust Grove group campsite	only 2 group sites (50 each)		Yes	Yes	Yes	Yes	No		No	No	\$10.00 minimum, \$1.00 per person.
Marcus Island campground	27		No	Yes	Yes	Yes*	Yes	1,281'	Yes	No	
Napoleon Bridge	0		No	Yes	Yes	No	Yes	1,280'	No SD	No	
North Gorge campground	12		No	Yes	Yes	Yes*	Yes	1,273'	Yes	No	
Penix campground	3		No	Yes	No	No	No		Yes	No	Boat-only campground; pack in-pack out.
Plum Point campground	4		No	Yes	No	No	No		Yes	No	Boat-only campground; pack in-pack out.
Ponderosa campground	8		No	Yes	No	No	No		No	No	Boat-only campground, pack in-pack out.
Porcupine Bay campground	31		Yes	Yes	Yes	Yes	Yes	1,238'	Yes SD	Yes	Comfort station open mid-April/mid-Oct.
Seven Bays	0		No	Yes	Yes	Yes	Yes SR	1,262'	Yes SD	No	Restaurant and boat moorage.
Snag Cove campground	9		No	Yes	Yes	Yes*	Yes	1,265'	Yes SD	No	
Spring Canyon campground	87 camp-sites; 1	60 picnic tables	Yes	Yes	Yes	Yes	Yes SR	1,234'	Yes SD	Yes	Comfort station open mid-April/mid-Oct.
Sterling Point	5		No	Yes	No	No	No		No	No	Boat-only campground; pack in-pack out.
Summer Island campground	6		No	Yes	No	No	No		Yes	No	Boat-only campground; pack in-pack out.

* No water is available if the lake is below 1,265 feet. SD = skid dock; SR = snow removal

INTERPRETATION/ EDUCATION PROGRAMS

In the last several years the NRA interpretation and education programs have suffered because of flat budgets and higher priority programs in other NRA divisions. Current interpretive operations rely heavily on volunteers and interns. Interpretive displays in most developed areas are old and outdated. Only the largest campgrounds have scheduled interpretive programs due to staff limitations. Visitor contact facilities at Fort Spokane and Kettle Falls are operated on a limited basis.

Since 1992 the NRA staff have provided interpretive staff to help the Washington State Parks Department operate the Dry Falls visitor center at Sun Lakes State Park. Even though this area is a short distance outside the NRA boundaries, the theme interpreted there complements the NRA goal of making visitors aware of the Ice Age floods, and without NPS support the visitor center would have closed.

NRA staff have also developed educational outreach programs such as the floating classroom. In this program, high-school-age students are taken on the lake aboard houseboats where they are provided instruction about the ecology of the lake and the opportunity to participate in water quality testing and other similar activities.

HOUSING

Housing units at the national recreation area consist of eight two-bedroom units, eight

three-bedroom houses, and one one-bedroom house. The current park policy is to use park housing only for seasonal employees. The amount of housing needed varies with the size and type of the seasonal staff employed.

The numbers of seasonal employees and the length of their employment are driven by visitation and funding. Normally, the season is from May to September, with some extensions possible if special funding is received. The park hires both maintenance and ranger employees for these positions. However, it is unusual for park housing to be occupied by maintenance employees because most of those are hired locally and are residents of the surrounding communities.

Another factor that may affect the need for housing is that the Spokane Tribe of Indians is establishing an extensive casino, camping complex, and marina at the mouth of the Spokane River, which is directly across the river from Fort Spokane. It may be necessary, in light of that development, to convert some of the housing at Fort Spokane from seasonal use to permanent use to ensure an appropriate response time for security and other emergency services.

The need for housing within the national recreation area is affected by the housing market in the surrounding area. In the past, this has been very volatile. For example, in the 1970s during the construction of the third powerhouse at the Grand Coulee Dam, rental housing was extremely scarce. In the 1980s, that situation was repeated during the development of a mine by the Colville Tribes.

COMPLIANCE

COMPLIANCE WITH ALL RELEVANT LAWS AND NPS POLICIES

The National Park Service will comply with all relevant laws and policies that apply to managing Lake Roosevelt National Recreation Area, such as the National Environmental Policy Act, the Clean Air Act, the Clean Water Act, the Archeological Resources Protection Act, the Native American Graves Protection and Repatriation Act, the National Historic Preservation Act, the Endangered Species Act, NPS *Management Policies*, etc. Compliance with these acts is not optional for NRA management. A more complete discussion of some of the laws that are specific to the National Park Service and the national recreation area is given in appendix G.

LAKE ROOSEVELT COOPERATIVE MANAGEMENT AGREEMENT

The "Lake Roosevelt Cooperative Management Agreement," which was approved by the secretary of the interior on April 5, 1990, identifies the managing partners, defines their roles, and delineates the areas of their jurisdiction. This agreement charges the National Park Service to coordinate its management of the national recreation area with the other managing partners of the reservoir — the Bureau of Reclamation, the Colville Tribe, the Spokane Tribe, and the Bureau of Indian Affairs. The National Park Service will continue this coordination and cooperative management.

NATIVE AMERICAN RELATIONSHIPS / CULTURAL RESOURCE MANAGEMENT

As part of its stewardship, the National Park Service is mandated by Congress to preserve and protect resources within its jurisdiction, including cultural resources, according to the Organic Act of 1916 (USC title 16). This legislation established the National Park Service and was enacted

to conserve the scenery and the natural and historic objects and wild life therein and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations (act of August 25, 1916).

Other legislation also applies and covers cultural resources — the Antiquities Act of 1906 (16 USC 431); the National Historic Preservation Act of 1966 (Public Law 89-665), as amended, most recently in 1992 (16 USC 470, PL 102-575); the National Environmental Policy Act of 1969, as amended (42 USC 4321, 4331, 4332; PL 91-190); the Archeological Resources Protection Act of 1979 (16 USC 470; PL 96-95); and the Native American Graves Protection and Repatriation Act of 1990 (Public Law 101-601). In addition, the management of cultural resources is guided by the Advisory Council on Historic Preservation's implementing regulations (36 CFR Part 800) on the "Protection of Historic Properties"; by the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995); by the National Park Service's *Management Policies* (1988); and by the National Park Service's *Cultural Resources Management Guideline* (NPS-28, 1996a). Further guidance is offered by the 1995 "Programmatic Agreement among the National Park Service (NPS), the Advisory Council on Historic Preservation (ACHP), and the National Conference of State Historic Preservation Officers (NCSHPO)."

The National Park Service, in conjunction with the Colville and Spokane Tribes, the Bureau of Reclamation, and the Bonneville Power Administration, strives to survey, inventory, and evaluate all cultural resources on lands under its jurisdiction, that is, all archeological, historic, and ethnographic resources. Section 110 of the National Historic Preservation Act of 1966 requires that historic properties be identified and evaluated for their eligibility for listing on the National Register of Historic Places. Section 110

also stipulates that historic properties be managed in a way that preserves and protects their historic and cultural values, especially nationally significant values.

Section 106 of the National Historic Preservation Act of 1966 requires that federal agencies consider the effects of their actions on historic properties and that they seek comments from the state historic preservation officer and, if necessary, the Advisory Council on Historic Preservation. The purpose of section 106 is to avoid harm to historic properties or other cultural resources either listed on or eligible for listing on the National Register of Historic Places and to afford the state historic preservation officer and the advisory council an opportunity to comment and advise, especially if mitigation becomes necessary. The National Park Service also consults with the tribal historic preservation officers on all matters affecting cultural resources.

As stipulated by the October 1995 programmatic agreement among the National Conference of State Historic Preservation Officers, the Advisory Council on Historic Preservation, and the National Park Service, Mr. Ken Bonga, Ms. Adeline Fredin, Mr. David Hansen, and Ms. Claudia Nissley, were notified by letter dated July 30, 1997, about the commencement of the planning process concerning the general management plan and environmental impact statement being undertaken by the National Park Service for Lake Roosevelt National Recreation Area, Washington. Respectively, these people were the tribal historic preservation officer of the Spokane Tribe of Indians, the tribal historic preservation officer of the Colville Confederated Tribes, the Washington state historic preservation officer, and the director of the Western Office of Project Review of the Advisory Council on Historic Preservation. Each was invited to participate in the planning process, and each had an opportunity to review and comment on the draft document.

Native American consultations honor in particular the government-to-government relationship between the United States of America and those

tribal entities that are federally recognized, including the Confederated Tribes of the Colville Reservation, Washington (*Federal Register* 1997:55271), and the Spokane Tribe of the Spokane Reservation, Washington (*Federal Register* 1997:55273). The National Park Service is consulting with the tribal governments of these neighboring American Indian peoples through their duly elected representatives, namely, the Colville Tribal Business Council and the Spokane Tribal Business Council.

The necessity for consulting with American Indians and other Native Americans — such as Alaska Natives and Native Hawaiians — arises from the historic as well as current government-to-government relationship of the federal government with them and from the related federal trust responsibility to help conserve tribal resources. Tribal sovereignty is involved and supported by the government-to-government relationship. The government-to-government relationship stems from treaties, laws, and other legal entities, including presidential executive orders, proclamations, and memorandums; federal regulations; and agency management policies and directives. Examples are the Native American Graves Protection and Repatriation Act of 1990 (Public Law 101-601); the National Historic Preservation Act of 1966 (Public Law 89-665), as amended, most recently in 1992 (Public Law 102-575); the 1994 amendments (Public Laws 103-413, 103-435, and 103-437) to the Indian Self-Determination and Education Assistance Act of 1975 (Public Law 93-638); the Presidential Memorandum of April 29, 1994, entitled "Government-to-Government Relations With Native American Tribal Governments"; and Executive Order 13007 of May 24, 1996, entitled "Indian Sacred Sites."

The National Park Service consults with Native Americans to accomplish its programs in ways that respect the traditions, beliefs, practices, and other cultural values of indigenous peoples who have ancestral ties to the lands it manages. Lake Roosevelt National Recreation Area has a history of consulting with its American Indian neighbors and maintains an ongoing dialogue. NRA staff will continue to work with the tribes

of the Colville and Spokane peoples in ways such as the following:

- * consulting on any future NRA planning documents
- * consulting on NRA operations as they may affect any economic interests of the tribes
- * consulting on NRA operations as they may affect any joint law enforcement efforts or other intergovernmental concerns
- * consulting on resource management, especially cultural resource management such as identifying and protecting archeological and ethnographic sites
- * consulting on cultural matters, such as NRA interpretation of Indian history and heritage

Any archeological, ethnographic, and historical collections of Lake Roosevelt National Recreation Area would continue to be managed in accord with the *NPS Management Policies* (1988), its *Museum Handbook* (1990b), and its *Cultural Resource Management Guideline* (1996a). Any human remains of Indian affiliation associated with the national recreation area, now and in the future, would be treated under the regulations of the Native American Graves Protection and Repatriation Act of 1990, as would any artifacts of possible cultural patrimony.

In addition to its cooperative management responsibilities under the "Lake Roosevelt

Cooperative Management Agreement," the National Park Service recognizes the importance of the cultural resources that are within the NRA boundaries to the local American Indian peoples. The National Park Service will continue to coordinate its management of these resources with the appropriate tribal officials and to consult with them on any matters that might affect their interests. The National Park Service also recognizes the economic impact that its management decisions could have on the tribes and will continue to work and consult with the tribes on a government-to-government basis to ensure that their interests in these areas are properly considered before any relevant NPS decisions are made.

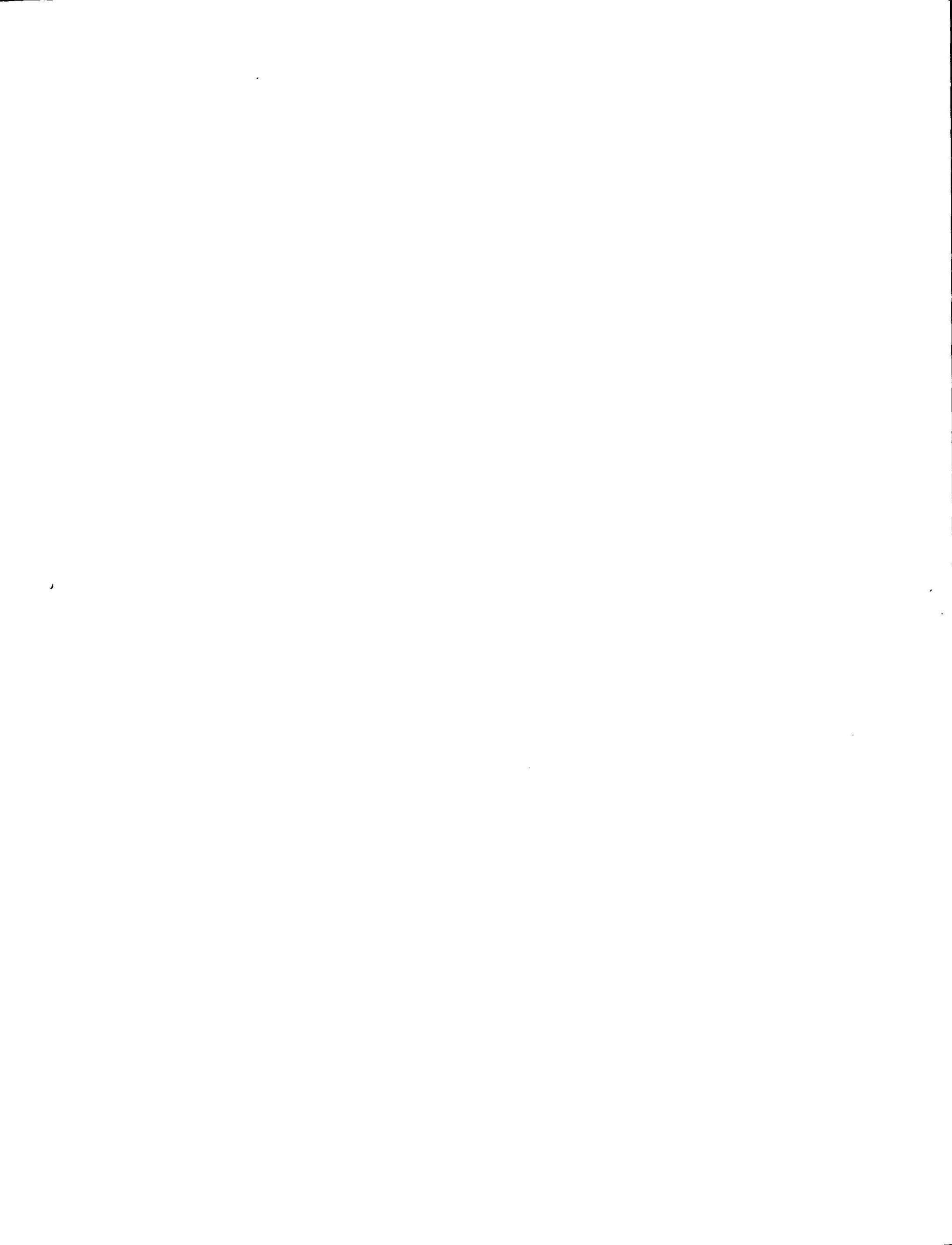
RELATIONS WITH STATE AND COUNTIES

The National Park Service will continue to work with the state and local governments where they have common interests. The National Park Service realizes that it cannot adequately manage Lake Roosevelt without the support and cooperation of these other partners. The National Park Service will seek to strengthen these relationships by increasing the amount of coordination and communication that it maintains with them.





Appendixes
Bibliography
Preparers



APPENDIX A: RECORD OF DECISION

**UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE**

RECORD OF DECISION

**FINAL ENVIRONMENTAL IMPACT STATEMENT
GENERAL MANAGEMENT PLAN**

**Lake Roosevelt National Recreation Area
Washington**

The Department of the Interior, National Park Service (NPS), has prepared this Record of Decision (ROD) on the Final Environmental Impact Statement (EIS) for the General Management Plan (GMP) for Lake Roosevelt National Recreation Area (NRA), Washington. This ROD is a statement of the decision made, other alternatives considered, public involvement in the decision making process, the basis for the decision, the environmentally preferable alternative, and measures to minimize environmental harm.

Pursuant to revised NPS planning guidelines, GMPs are to provide the policy guidance managers need to make decisions that support the purpose and significance of the unit based on current and anticipated conditions. Further planning and compliance will be required to implement many of the policies and proposals contained in the GMP. Due to the nature of how Lake Roosevelt is managed, many issues are lakewide in nature and will require continued coordination and consultation with the managing partners (Bureau of Reclamation, Bureau of Indian Affairs, Colville Confederated Tribes, and Spokane Tribe) and other interested parties.

DECISION (SELECTED ACTION)

Lake Roosevelt National Recreation Area will implement Alternative 1, identified as the action that best satisfies the Area and NPS missions, as well as the Area's long-term management objectives. Most actions remain consistent with those presented in the draft EIS. A few were modified in the final EIS to respond to public comments and concerns. The selected action recognizes both the need to protect natural and cultural resources and to provide appropriate opportunities for visitors and area residents.

The National Park Service will implement a new plan for managing the National Recreation Area that will emphasize maintenance of the existing visitor experience by increasing the capacity of existing facilities where feasible and redirecting other increases in visitation to less used facilities. Under this plan, the National Park Service will have more management options at its disposal to ensure that the mostly natural character of the shoreline will be maintained and that the public will continue to have access to this resource and to use it as they have in the past even if visitor numbers continue to grow. To assist in achieving this objective, the GMP forms a policy framework through the establishment of management areas with guidelines for appropriate levels and types of use and development. However, at some point in the future, if

visitation continues to grow beyond projections and/or resources can not be adequately protected, then new programs to control crowding and overuse would be needed.

Under this plan, the NPS will seek to preserve the quality of the visitor experience by ensuring that opportunities for diverse types of outdoor and water oriented recreation continue to be available within the recreation area. Various management area designations will be assigned to all areas within the NRA boundaries. These designations will identify the types and intensities of uses that would be allowed within the individual units and will identify the visitor experience and resource conditions that are important and how they should be managed. The individual management areas have been identified to ensure that a wide range and distribution of recreational opportunities would be maintained throughout the recreation area.

Most recreational facilities, use levels, and patterns of use will continue to be managed much as they are today. More than half of the NRA shoreline will continue to be maintained in a natural condition. Special programs will inform visitors about ways to avoid crowded areas. Some facilities will be modified to add increased capacity or to make them function more efficiently. The Spokane Arm of the reservoir will be identified as being near its carrying capacity, and no new NPS facilities will be developed in that area that will increase overall use of the Arm.

Most types of boating would continue to be allowed, and provisions for alternative boating such as canoeing would be increased through the designation of passive waters. Houseboat use will be distributed more evenly over the lake as per the Concessions Management Plan. No new controls on personal watercraft are proposed at this time. However, new regulations on boating and other uses to address safety and/or resource concerns will be proposed as the need is identified.

A full-service concession operated marina is proposed for Crescent Bay. The launch site at Hunters could be expanded to provide a store, gas docks, and pump-out facilities. Also, a new deepwater facility is proposed for the Kettle Falls marina.

The NPS will continue to maintain and evaluate all developed NPS access points for potential to extend launch ramps to accommodate lower lake elevations and to expand parking areas or increase efficiency.

Community access points will be allowed subject to specific criteria.

On a case-by-case basis and with tribal consultation and public notification, where the current boundary configuration makes it impractical for local property owners to continue operation or effectively use their property, no feasible alternative exists, the quantity of land is small, the federal lands are not needed for reclamation or recreation purposes, and there are no sensitive resources, the NPS and the Bureau of Reclamation will consider land exchanges, sale of public lands, or the granting of easements to resolve those issues. Normally adjustments will not be considered for lands that are below the 1,310-countour interval.

Interpretive and educational programs will continue and be expanded through an organized educational outreach program.

Hunting and fishing will continue to be allowed according to current state regulations.

Private uses of public lands will be allowed as authorized by law.

OTHER ALTERNATIVES CONSIDERED

In addition to the proposed action, one other alternative, the "no action" alternative, was examined. Under this alternative, management of the National Recreation Area would continue according to the 1980 General Management Plan. There is the probability if this alternative is implemented that at some future point many of the national recreation area's facilities would become overcrowded for increasingly long periods of time. The quality of the visitor experiences would begin to fall, and NPS management would not have the tools that alternative 1 provides to address those issues.

Although a wider range of alternatives is usually presented for managing a national park system unit, analysis of comments and issues identified during the development of the plan led to the conclusion that no other alternatives for managing the national recreation area beyond what is presented in this document were feasible.

Comments were received on the draft GMP expressing the position that more specific development proposals and alternatives that would, among other things, place a cap on recreational development be included in the GMP. As discussed above, revised NPS planning guidelines call for GMPs to provide policy guidance and a framework for future decision making rather than detailed proposals.

It is recognized in the GMP that lakewide plans are needed that identify specific proposals in terms of the number, locations and type of recreation development that will be allowed on Lake Roosevelt in the future. To address this need, the GMP recommends that an approach similar to what was successfully used to develop the lakewide Concessions Management Plan approved in 1991 be used for both public and commercial facilities.

As to placing a cap on recreational development, the GMP proposes very few completely new developments. The primary new development would be a concession operated marina at Crescent Bay which has been proposed and approved in previous plans. What the GMP does propose is that the NPS look at existing facilities (including concession facilities) for possible expansion or retrofitting to better accommodate existing levels of use and fluctuating lake levels.

BASIS FOR DECISION

After careful consideration of public comments throughout the planning process, including comments on the draft EIS, the selected action best accomplishes the purposes of the Area and balances the statutory mission of the NPS to provide long-term protection of the Area's resources and significance, while allowing for appropriate levels of visitor use and appropriate means of visitor enjoyment. The selected action also best accomplishes identified management goals and desired future conditions, with the fewest environmental impacts.

ENVIRONMENTALLY PREFERABLE ALTERNATIVE

The alternative which causes the least damage to the cultural and biological environment, and that best protects, preserves, and enhances resources is Alternative 1.

MEASURES TO MINIMIZE ENVIRONMENTAL HARM

All practicable measures to avoid or minimize environmental impacts that could result from implementation of the selected action have been identified and incorporated into the selected action. Implementation of the selected action would avoid any adverse impacts on wetlands and any endangered or threatened species, or that would result in the destruction or adverse modification of critical habitat of such species.

Additional evaluation and compliance as required will be conducted as part of any site specific planning.

PUBLIC INVOLVEMENT

Public comment has been requested, considered, and incorporated throughout the planning process in numerous ways. A Notice of Intent to prepare an EIS was published in the *Federal Register* on May 2, 1997.

An intergovernmental planning team consisting of members from the NPS, Bureau of Indian Affairs, Bureau of Reclamation, tribal governments, and surrounding county governments was formed to assist in the development of the plan. Public workshops with the planning team were held throughout the process.

Public meetings were also held throughout the process including during scoping (July/August 1997), review of the draft alternatives (March 1998) and the draft GMP/EIS (November/December 1998).

Four newsletters were distributed to keep the public apprised as the plan was being developed.

The draft plan was mailed to the public the last week of October 1998. The public review and comment period began on November 1, 1998, and ended on January 31, 1999. Approximately 1,400 copies of the draft plan were distributed. A total of 154 comment letters were received

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during the comment period, as well as numerous comments and questions presented verbally at the public meetings. All comments received were reviewed and considered by the NPS in the preparation of the final EIS. Of these, 156 comments were deemed substantive and warranted a response which was included in the final EIS.

Consultation with the U.S. Fish and Wildlife Service (USFWS) on Section 7 of the Endangered Species Act was undertaken to identify listed plant and animal species that may occur within the Lake Roosevelt National Recreation Area. In addition, a copy of the draft plan was sent to the USFWS for concurrence that the broad-scale elements of the proposed action would not adversely affect any listed species known or suspected to be in the planning area. Additional consultation will be conducted on specific proposals prior to implementation.

Consultation also occurred with the Washington State Historic Preservation Office, the Advisory Council on Historic Preservation, and the Tribal Historic Preservation Offices. A copy of the draft plan was sent to each of these offices to initiate and plan for coordination of survey, eligibility, effect, and mitigation of cultural resources in the Area. Additional consultation will be conducted on specific proposals prior to implementation.

Consultation also occurred throughout the development of the plan with the Colville Confederated Tribes, the Spokane Tribe, the Bureau of Reclamation and the Bureau of Indian Affairs who are managing partners on Lake Roosevelt and the adjoining county governments. Additional consultation will be conducted on specific proposals prior to implementation.

The final GMP/EIS was released to the public in November, 1999. The EPA Notice of Availability of the final GMP/EIS was published in the *Federal Register* on November 26, 1999 (vol. 64, no. 227, pg. 66474); the NPS Notice of Availability appeared on November 23, 1999 (vol. 64, no. 225, pg. 65723). The final document included a summary of the comments received at the public workshops and from written responses.

Recommended: Vaughn E. Baker Date: Jan 10, 2000
Vaughn E. Baker, Superintendent
Lake Roosevelt National Recreation Area

Concurred: William C. Walters Date: JAN. 18, 2000
William C. Walters, Deputy Regional Director
Pacific West Region

Approved: John J. Reynolds Date: January 18, 2000
John J. Reynolds, Regional Director
Pacific West Region

APPENDIX B: BRIEF ADMINISTRATIVE HISTORY

ADMINISTRATIVE BACKGROUND

Lake Roosevelt National Recreation Area was originally established as Coulee Dam National Recreation Area. The name was changed in 1997 to better reflect the purpose and focus of the national recreation area, which is on the lake and shoreline and not the dam.

The construction of the Grand Coulee Dam began in the mid-1930s as a public works project to bring jobs to a depressed area. Originally, the primary purpose of the dam and reservoir was to provide for flood control, irrigation storage, and power generation, but early on the potential benefit that tourism and recreation could provide were also identified.

The NPS presence at Lake Roosevelt began in the early 1940s. In response to the Park, Parkway and Recreational Area Study Act passed by Congress in June 1936 which "authorized and directed the National Park Service to make a comprehensive study of the public park, parkway, and recreational area program of the United States and of the several states and political subdivisions thereof . . . to aid the several states and political subdivisions thereof in planning such areas therein, and in cooperation with one another to accomplish these ends," the secretary of the interior on August 8, 1941, approved the negotiation of an inter-bureau agreement to begin planning the transfer the responsibility for recreation development and management of special use permits on the federal lands acquired for the Grand Coulee Dam project to the National Park Service.

The Bureau of Reclamation, through its Committee on Problem No. 26, Joint Investigations Columbia Basin Project, issued a report in April 1942 in which it established certain policies governing planning and development of the various resources of the Columbia River Reservoir area. "The study involved an analysis of many factors relating to the various desirable land uses of the area. It also involved a plan for the development and use of its recreational resources, correlated with the beneficial use of its other resources in the best local, regional, and national interests." One of the main objectives of the study was: "To broadly classify and zone all federally owned reservoir area shorelands according to their best social and economic use." The committee also made a recommendation concerning administrative authority:

It is moved that this Committee engaged in the Study of Problem No. 26, through the established channels of the joint investigations request the Director of the National Park Service to assume responsibility for the development and administration of the Columbia River Reservoir Area for recreational use.

The chairman of this committee, which was an interagency group, was Charles Greider, an NPS recreation planner, who would later become the first superintendent of the recreation area.

An interbureau agreement between the National Park Service and the Bureau of Reclamation was approved on July 22, 1942, by Assistant Secretary of the Interior Oscar L. Chapman. This agreement was intended as a temporary arrangement for the administration and development for recreational use of the Grand Coulee Dam reservoir area pending the establishment of a permanent agreement by the Bureau of Reclamation, the Office of Indian Affairs, and the National Park Service. The agreement was structured to expire in June 1943 but appears to have been renewed for several subsequent years before a permanent agreement was signed. The agreement provided that

[t]he National Park Service will undertake and perform the functions necessary in connection with area planning, handling applications for use permits, supervising current uses, negotiating agreements, and submitting recommendations of general administrative policy for the recreational use of Grand Coulee Dam Reservoir Area.

From some of the NPS correspondence files, it appears that the National Park Service had a landscape architect stationed in Coulee Dam as early as 1942 who was dealing with the management functions mentioned in the previous paragraph. The person continued to work at Coulee Dam through the subsequent temporary inter-bureau agreements until the permanent agreement was signed.

On August 7, 1946, Congress passed an act that allowed the National Park Service to enter into cooperative agreements with other federal agencies for "administration, protection, improvement, and maintenance of areas, under the jurisdiction of other

agencies of the Government, devoted to recreational use pursuant to cooperative agreements" (60 Stat. 885; 16 USC 17j-2(b)). On December 18, 1946, a Tri-Party Agreement between the National Park Service, the Bureau of Reclamation, and the Bureau of Indian Affairs was signed. The agreement quotes the "Columbia Basin Project Joint Investigations, Problem 26," stating that Franklin D. Roosevelt Lake and adjacent lands "offer unusual opportunities through sound planning, development, and management for health, social, and economic gains for the people of the Nation." The agreement used the term Coulee Dam Recreational Area to designate the portion of the reservoir and surrounding lands that were designated for NPS management, delineated the Indian zones, and established the roles of the three government agencies in the managing the reservoir area. Claude E. Grieder, who had been an NPS recreation planner working at Coulee Dam, was appointed the supervisor of the recreational area.

In 1949-50, the correspondence files indicate that Mr. Grieder had begun to use the term Coulee Dam National Recreation Area and the title of superintendent.

A letter that Mr. Grieder wrote to a reporter at the *Wenatchee World* in 1952 summed up the NPS philosophy for managing the recreation areas at the time:

The Secretary's policy, with reference to reclamation reservoir recreational areas, has been that the Park Service should make studies, and prepare development plans, in cooperation with the prospective administering agency; that we should undertake the development and management of only those areas which, because of their spectacular scenery, or other attractions, are considered to be of national significance, that the reservoir recreational areas that are primarily of State or community significance should be administered by the appropriate State or community agencies. Over a period of years, we have studied, reported upon and prepared plans for several hundred reservoir recreational areas in various parts of the United States but we are actually administering only three that we consider to be of national significance, namely Lake Mead, Shadow Mountain and Coulee Dam National Recreation Areas. (Note: Shadow Mountain has since been transferred to the U.S. Forest Service.)

Mr. Grieder went on to say the following:

Our approach to reservoir recreation areas, and our thinking and policies concerning them, are less restrictive and rather different from our thinking and policies concerning the national parks. We realize fully that the reservoirs themselves are artificial features and we look upon the reservoir recreation areas as places where more man-made attractions can justifiably be developed than would be appropriate in the national parks. Our plans cover a wide range of recreation facilities, including swimming beaches, boating areas, seasonal homesites, campgrounds, lodges, landing fields, fishing, hunting, water sports such as boat regattas, and a number of interpretive devices such as museums, trailside exhibits, and naturalist services.

It is also interesting to note that even during these early years the planning process for Lake Roosevelt was not a unilateral federal process. In a letter to the file dated April 14, 1943, summarizing the notes from a meeting with the National Park Service, Thor Torkelson, a Bureau of Reclamation engineer, noted that the National Park Service recommended the formation of an advisory committee to review the plans and studies that would include representatives from the State Planning Council, State Park Board, State Department of Game, and State Health Department in addition to the National Park Service, Bureau of Reclamation, U.S. Fish and Wildlife Service, and the Office of Indian Affairs.

Executive Order 11017 of April 27, 1962, established a Recreation Advisory Council to coordinate policy regarding outdoor recreation. The council's policy, Circular No. 1, declared that national recreation areas should be areas "offering a quality of recreational experience which transcends that normally associated with areas provided by state and local governments." The circular went on to say that "outdoor recreation use is the dominant or primary purpose."

Initially, the National Park Service managed all of the lands surrounding the lake that had been acquired or withdrawn by the Bureau of Reclamation for constructing the reservoir. This was based upon a solicitor's opinion concerning the language in the act of June 29, 1940 (54 Stat. 703), entitled Acquisition of Indian Lands for Grand Coulee Dam. In May 1975, following direction in Solicitor's Opinion, 84 I.D. 72, issued February 2, 1974, regarding Indians'

jurisdiction within the Spokane and Colville Reservations, Interior Secretary Rogers C. B. Morton directed that management responsibility be returned to the tribes for all of those lands within the boundaries of the reservations that had been withdrawn by the bureau and that were not still needed for the operation of the reservoir and that a new cooperative management agreement be developed.

After lengthy negotiations spanning almost 16 years, an accord was reached and the "Lake Roosevelt Cooperative Management Agreement" was approved by the secretary of the interior on April 5, 1990. The overriding purpose of the agreement was to confirm

and establish management authority for the two Indian tribes over portions of the reservoir and related lands within the boundaries of their respective reservations. The agreement does not require joint management, but it does require the entities to coordinate their efforts and to standardize their policies as much as practicable. It also clarifies the roles and areas of management responsibility for the National Park Service, the Bureau of Reclamation, the tribes, and the Bureau of Indian Affairs. The agreement also recognizes that Lake Roosevelt National Recreation Area is an existing unit of the national park system and is subject to all NPS laws, regulations, policies, and guidelines.

APPENDIX C: LAKE ROOSEVELT COOPERATIVE MANAGEMENT AGREEMENT

LAKE ROOSEVELT COOPERATIVE MANAGEMENT AGREEMENT

I. RECITALS

- A. Whereas, the Bureau of Reclamation (hereinafter Reclamation) in connection with its responsibility for the construction, operation, and maintenance of the Columbia Basin Project has withdrawn or acquired lands or the right to use lands and may acquire additional land under the federal reclamation laws, Act of June 1902, 32 Stat. 388, and acts amendatory thereof or supplementary thereto, including the Act of March 10, 1973, 57 Stat. 14, and the Act of August 30, 1935, 49 Stat. 1028, 1039; and
- B. Whereas the parties recognize (1) that some of the land acquired, withdrawn or used by Reclamation is located within the boundaries of the Colville Indian Reservation and the Spokane Indian Reservation; (2) that those reservation boundaries were not changed as a result of the acquisition or use of land within either reservation for the Columbia Basin Project; and, (3) that the Confederated Tribes of the Colville Reservation and the Spokane Tribe retain certain governmental authority and responsibility within the exterior boundaries of their respective reservations; and
- C. Whereas, Congress and the President have each recognized certain sovereign and governmental powers of Indian tribes within their respective reservations, and support the tribal sovereignty of Indian tribes to exercise their full measure of governmental authority within their respective reservations; and
- D. Whereas, on Lake Roosevelt, consistent with the express policies of the United States, the Colville and Spokane tribes have an interest in and certain regulatory authority within their reservations over fish and wildlife harvest and habitat protection, recreation, environmental protection, protection and management of cultural, historical and archaeological resources, and the development and utilization of resources on reservation, including economic development and management thereof; and

- E. Whereas, the parties agree that the recreational and other natural resources of Lake Roosevelt and adjacent lands which through sound coordinated planning, development, and management of the Lake Roosevelt Management Area (LRMA), offer unusual opportunities for recreation and other activities for the people of the nation, and the members of the Confederated Tribes of the Colville Reservation and Spokane Indian Tribe; and
- F. Whereas, lands acquired by Reclamation for Lake Roosevelt within the Colville and Spokane reservations are available for public recreation and other development; however, the management and development of those lands may pose unique and difficult problems because of the cultural, religious, and competing social uses to which the tribes have committed their reservations; and
- G. Whereas, the parties recognize that development in areas of Lake Roosevelt located off the Colville and Spokane Reservations will affect and impact reservation lands and resources, and because the lake area was the ancestral home of the Colville and Spokane Indians, such development could impact off-reservation archaeological, historical or religious sites; likewise, reservation activity will affect similar sites off the reservation within the LRMA; and
- H. Whereas, there is an inter-relationship between the development of recreational and other natural resources of the LRMA; and
- I. Whereas, the Coulee Dam National Recreation Area is an existing unit of the National Park system and subject to all NPS laws, regulations, policies and guidelines; and,
- J. Whereas, the National Park Service has special skills and experience in planning, developing, maintaining and managing areas devoted to recreational uses, and is authorized to coordinate with other federal agencies in developing recreational programs (16 U.S.C. §§ 17j-2(b), 4601-1); and
- K. Whereas, the Confederated Tribes of the Colville Reservation and the Spokane Indian Tribe have significant interests in the use and development of those lands within the LRMA, particularly within their respective reservations, and have demonstrated the willingness, capability and experience to

manage those lands and resources within their reservations for beneficial purposes including public recreational uses, and the conservation of the resources; and

- L. Whereas, the respective parties to this Agreement are in a position to provide the services herein identified and, it has been determined to be in the interest of the United States Government to use such services, and the participation of the Confederated Tribes of the Colville Reservation, and the Spokane Tribe as set out herein is consistent with the Indian Self Determination Act of 1975, P.L. 93-638, as amended; and
- M. Whereas, it is recognized and understood among the parties hereto, that nothing contained herein shall affect the authority of any party to commit federal funds as provided by law; and
- N. Whereas, the protection, curation and ultimate disposition of archeological and historical resources (hereafter collectively resources) located within the LRMA is an important responsibility under this Agreement; and in several areas, investigation or preservation activities have occurred in the past but conditions have since changed; and the parties recognize it is important to learn more about these resources; and
- O. Whereas, there exists a dispute on the extent of the Spokane Indian Reservation on the Spokane River Arm of Lake Roosevelt; and whereas, nothing in this Agreement shall be interpreted to affect that issue; and
- P. Whereas, the Secretary of the Interior has a trust duty to tribes and has an obligation to exercise his/her authority consistent with statutory responsibilities and that trust duty, and to interact with tribes on a government-to-government basis.

NOW THEREFORE, the parties hereto, hereby mutually agree as follows:

II. AUTHORITY

1. This Agreement is entered into by the Department of the Interior pursuant to the authority of the Act of August 30,

1935, 49 Stat. 1028, 1039, the Act of March 10, 1943, 57 Stat. 14, 43 U.S.C. §§ 373, 485i (1982). Nothing in this Agreement shall be construed to modify or annul the Secretary's authority under these Acts.

2. The Confederated Tribes of the Colville Reservation has authority to enter into this Agreement pursuant to Article V, Section 1, Part (a) of the Colville Constitution, adopted February 26, 1938, and approved by the Secretary on April 19, 1938.
3. The Spokane Tribe has authority to enter into this Agreement pursuant to Article VIII of the Spokane Tribal Constitution, adopted June 27, 1951, as amended.

III. PURPOSE

The purpose of this Agreement is to allow the parties to coordinate the management of the Lake Roosevelt Management Area (hereinafter referred to as LRMA), and to plan and develop facilities and activities on Lake Roosevelt and its freeboard lands. The parties acknowledge and recognize management of the LRMA is subject to the right of the Bureau of Reclamation to accomplish the purposes of the Columbia Basin Project.

IV. GENERAL PROVISIONS

A. Parties:

The parties to this Agreement shall include as governmental parties the National Park Service (NPS), the Bureau of Reclamation (Reclamation), the Bureau of Indian Affairs (BIA), the Confederated Tribes of the Colville Reservation (Colville Tribes), and the Spokane Indian Tribe (Spokane Tribe). Unless the context of the Agreement requires otherwise, the Colville and Spokane tribes shall be referred to collectively as "tribes."

B. Area Subject to Agreement:

This Agreement shall cover the management of the LRMA as depicted in Exhibit 1 attached hereto. The LRMA includes Grand Coulee Dam and its appurtenances on Lake Roosevelt, the surface area of Lake Roosevelt up to elevation 1290 msl

(hereinafter Lake area) and all freeboard lands surrounding Lake Roosevelt above elevation 1290 msl owned by or used by the United States pursuant to any agreement for purposes of the Columbia Basin Project.

C. Management Zones:

For the purpose of coordinating the management of the LRMA, and for allocating the appropriate use of resources available in and around Lake Roosevelt, three management zones shall be established.

1. Reclamation Zone: That part of the LRMA surrounding Grand Coulee Dam as set out in Exhibit 1 and marked in blue.
2. Recreation Zone: That part of the LRMA lying outside of the Reclamation and Reservation Zones as set out in Exhibit 1 and marked in green.
3. Reservation Zone: That part of the LRMA lying within the boundaries of the Colville Indian Reservation or Spokane Indian Reservation all as set out in Exhibit 1 and marked in orange. Provided, that for purposes of management only, in those areas where the Colville Indian Reservation and Spokane Indian Reservation lie across from each other and on the Spokane River arm, there shall be a right of navigational passage. This right shall be defined as the right to pass through that portion of the Reservation Zone defined in this Part to a destination point outside that portion of the Reservation Zone.

D. Management and Regulation of the LRMA:

The parties to this Agreement agree that the management and regulation of the LRMA set out below are not intended to nor shall they interfere with or be inconsistent with the purposes for which the Columbia Basin Project was established, is operated and maintained; those purposes being primarily flood control, improved navigation, streamflow regulation, providing for storage and for the delivery of stored waters thereof for the reclamation of public and private lands and Indian reservations, for the generation of electrical power and for other beneficial uses, nor is it intended to modify or alter any obligations

or authority of the parties. Consistent with the above statement, the management and regulation of the LRMA shall be as follows:

1. Reclamation shall have exclusive operational control of the flow and utilization of water at the Grand Coulee Dam and Project facilities operated by Reclamation, and of all access to the Grand Coulee Dam and Project facilities operated by Reclamation; and complete and exclusive jurisdiction within the Reclamation Zone, including authority over and responsibility for the Grand Coulee Dam and Project facilities operated by Reclamation, and such project lands adjacent thereto as the Commissioner of Reclamation with the approval of the Secretary determines to be necessary for Project purposes. Provided, that the parties shall retain the right to take any action otherwise available to challenge any action undertaken by Reclamation under the authority recognized under this Part, including but not limited to action dealing with irrigation, lake level, flows, and storage.
2. 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 this 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.
3. The tribes shall manage as follows:
 - a. The Colville Tribes shall manage, plan and regulate all activities, development and uses that take place within that portion of the Reservation Zone within the Colville Reservation in accordance with applicable provisions of federal and tribal law, and subject to the statutory authorities of Reclamation, and consistent with the provisions of this Agreement subject to Reclamation's right to make use of such areas of the Reservation Zone as required to carry out the purposes of the Columbia Basin Project.

- b. The Spokane Tribe shall manage, plan and regulate all activities, development, and uses that take place within that portion of the Reservation Zone within the Spokane Reservation in accordance with applicable provisions of federal and tribal law, and subject to the statutory authorities of Reclamation, and consistent with the provisions of this Agreement subject to Reclamation's right to make use of such areas of the Reservation Zone as required to carry out the purposes of the Columbia Basin Project.
 - c. In those portions of the Reservation Zone where the Colville Indian Reservation and Spokane Reservation abut, the tribes shall determine as between themselves the allocation of management responsibility.
4. The BIA shall assist the tribes in carrying out the tribes' management of the Reservation Zone, and undertake such other activities as are authorized by law in support of the tribes.

E. Coordination of LRMA.

- 1. Each party to this Agreement shall designate a representative who will meet periodically with representatives of the other parties to coordinate the independent management of each within the LRMA, consistent with this Agreement.
- 2. The Parties shall:
 - a. Review, coordinate, communicate and standardize the management plans, regulations and policies developed by the tribes and NPS for their respective management areas to manage and regulate (1) recreation activities, (2) commercial and private development, including major new or significantly expanded development, and (3) the protection of the environment of the LRMA, all consistent with the special interests identified by the parties for their respective management areas, to the extent possible.

- b. Develop a method to incorporate the plans developed by the tribes and NPS to provide to the extent practicable uniform management in the LRMA. Implementation of such plans shall be carried out consistent with the purposes of the Columbia Basin Project.
 - c. Review, coordinate, communicate and standardize use permits within the LRMA to the extent practicable, taking into account the cultural and religious interests of the tribes and other parties, and the need to have the standards uniformly applicable in the LRMA.
 - d. Monitor, once per year, compliance with this Agreement.
 - e. Involve and receive the comments from other interested state, local, county or regional governmental entities and private individuals, or citizen groups or entities with respect to activities related to the management of the LRMA.
 - f. Coordinate the development of annual operating budgets and proposals for funding.
 - g. Undertake such other Lake Roosevelt activities that the Parties agree to undertake consistent with applicable law.
3. Dispute Resolution Process:
- a. Any party to this Agreement that is aggrieved by any action of another party related to this Agreement, or the failure of a party to act consistent with this Agreement may request that the issue be resolved under this part.
 - b. Any party shall prior to initiating any procedure under Part c of this Part, request: (1) a meeting of all Area/Regional Directors and tribal council representatives, to see if the problem can be resolved, and (2) if the process under Part (1) of this subpart is not successful any party may request that officials of the next higher level of BIA, NPS and Reclamation and area/regional

Directors meet with tribal council representatives to consider the issue and attempt to resolve it.

- c. The aggrieved party or parties may request that a mediator be appointed to help resolve the issue. The parties shall agree on a mediator, or in the absence of agreement, the presiding Judge of the United States District Court for the Eastern District of Washington shall be requested to appoint a mediator. The parties shall develop procedures to insure that mediation is expeditious.
- d. The dispute resolution process set out in this part shall be in addition to any other rights of a party to seek enforcement or interpretation of this Agreement.

F. Funding:

1. All parties shall cooperate in the development of all budget components and cost data and in the sharing of the necessary technical information so that each party can make realistic budget estimates necessary for that party to adequately manage the LRMA.
2. Each party to the Agreement shall seek funding for its share of this Agreement. The Superintendent of the Coulee Dam National Recreation Area, the Project Manager of Grand Coulee Dam and the Colville and Spokane Agency Superintendents of the Bureau of Indian Affairs will make a good faith effort to request funds needed by them to manage the LRMA. The BIA agency superintendents shall request funds needed by the tribes to adequately carry out their management responsibilities as identified under this Agreement. These requests shall only be developed and proposed consistent with and subject to budgetary practices and procedures of the United States, including, but not limited to the direction and policies of the President, OMB, and the Secretary of the Interior. Except as required under this paragraph or applicable law, parties to this Agreement shall support the need to provide adequate funding to the tribes to allow the tribes to carry out their responsibilities under this Agreement.

3. Upon approval of the requests for submission to the Congress as part of the President's budget, each party shall to the extent practicable, identify these funds in their respective congressional justifications and continue to support their own and each other's funding requests when testifying before Congress to the extent that such requirements are identified in the President's budget.
4. This Agreement shall not create an obligation on the part of any party hereto to expend funds that have not been lawfully appropriated by Congress or the Colville or Spokane tribes. The failure to take action otherwise required because funds were not appropriated shall not constitute a breach of this Agreement.
5. Nothing in this part shall prohibit or limit the right of the tribes to independently seek funding from whatever source is available to carry out their management and regulation within the Reservation Zone.
6. To the extent allowed by law, and consistent with the activity being undertaken and the terms of the Agreement, if additional funds from sources other than congressional appropriation become available to Reclamation, NPS or the BIA for purposes of undertaking any activity addressed by this Agreement, the agencies shall attempt to assure an equitable portion of those funds will be available to the tribes for compliance with this Agreement.
7. When the BIA submits its proposed budget it shall specifically identify for the Colville and Spokane tribes funds to cover the Lake Roosevelt Management Agreement.
8. Funding for the curation of any Indian resources transferred to the Colville and Spokane tribes will be included in the tribes' budget for management of LRMA unless other means become available for curation.

G. Coordination of Recreation:

1. The NPS and tribes shall coordinate their respective activities to the end that in the implementation of

their independent management and regulation of the LRMA they achieve to the extent practicable, a uniform system of recreation management including law enforcement throughout the LRMA taking into account the special needs or circumstances identified by the tribes or the NPS within the Reservation or Recreation Zones, respectively.

2. The NPS and tribes shall develop and implement a procedure that informs the recreating public of all facilities, resources, and concessions located within the LRMA, and the limitations on their use, and further informs the recreating public of the rules applicable in the various Management Areas of the LRMA, including anti-pollution rules.
3. The NPS and tribes shall work with Reclamation in the development of any recreation management or resource plans for the LRMA consistent with Federal law.

H. Development and Utilization of Resources:

1. The tribes shall retain within those parts of the Reservation Zone within their respective reservations the right to beneficially develop and utilize the natural resources and to develop economic enterprises that are compatible within the character of the LRMA, subject to federal statutory requirements. Use of the freeboard lands as allowed under this subpart H.1. shall be with the permission of the United States, which shall not be unreasonably withheld.
2. Should operations of the Columbia Basin Project cause damage to the natural resources on the freeboard lands within the Reservation Zone for which mitigation is required by law, the mitigation shall take place on the Reservation within which the damage took place to the extent practicable. Nothing in this part shall relieve any party from liability for past impacts to the natural resources of any party on either the Colville or Spokane Reservations.

I. Reservation of Rights:

This Agreement shall not be construed as waiving any rights the parties have under any applicable Act of Congress,

Executive Order, treaty, regulation, court decision or other authority.

J. Protection and Retention of Historical, Cultural and Archaeological Resources:

1. The parties to this Agreement shall prepare a Cultural Resources Management Plan that provides for the identification, and protection of Indian archaeological and historical resources (as identified in 16 U.S.C. 470bb(1), and 16 U.S.C. § 470w(5) (hereafter Indian Resources) located within the LRMA, and a procedure for the most expeditious transfer of title and return to the tribes of Indian Resources removed from the LRMA by the United States or with the United States' authority and which are within the United States' possession or under its control, consistent with the tribes' ability to properly curate or provide for the curation of the Indian Resources as required by law.
2. The Cultural Resources Plan shall contain provisions requiring the Federal parties to notify and consult with the tribes during the planning process and prior to authorizing or undertaking any survey, monitoring, or removal of Indian Resources from the LRMA, and shall provide an opportunity for the tribes to participate in, or if consistent with the activity to undertake any such activity.

K. Duty to Comply:

It shall be a violation of this Agreement for any party to take any action or authorize any other person or entity to take any action that is inconsistent with or in violation of the terms and conditions of this Agreement, or to fail to take any action otherwise required by this Agreement.

V. MISCELLANEOUS PROVISIONS

A. Effective Date:

This Agreement shall become effective on the date it is approved by the Secretary of the Interior.

B. Modification of Agreement:

This Agreement may be modified only in writing, signed by all the parties and approved by the Secretary.

C. Termination:

This Agreement shall remain in effect until terminated by the Secretary of the Interior. Any party may request that the Secretary terminate this Agreement. Within 30 days of the receipt of a request to terminate, the Secretary shall establish a mechanism to assist the parties to the Agreement in reconciling differences under this Agreement or to negotiate a new Agreement. The Secretary shall terminate this Agreement 180 days after the mechanism required under this part is established if no agreement between the parties is reached.

D. Judicial Enforcement:

Without regard to any other dispute resolution process set out in this Agreement, any party may seek review of any provision of this Agreement to determine the rights or obligations of the parties under this Agreement or to seek judicial enforcement of any provision of this Agreement or of a party's failure to carry out any duty provided for under this Agreement. Nothing in this Agreement shall be interpreted or construed as a limitation upon any party's right to seek judicial or administrative enforcement or review of any matter based upon treaty, Federal or state law or Executive Order, or to take any other action allowed by law.

E. Implementation of Agreement:

1. The tribes and the NPS shall independently exercise their individual and separate management and regulation of the Reservation and Recreation Zones respectively, consistent with the consultation and coordination responsibilities set out in this Agreement, and consistent with the legislated purposes of the Columbia Basin Project and applicable Reclamation Law.
2. Reclamation, in exercising its statutory oversight authority in the LRMA, shall not interfere with the management and regulation of the tribes or NPS as set

out in Part IV.D of this Agreement except where the actions of either the tribes, the NPS, or both are inconsistent with the legislated purposes of the Columbia Basin Project or interfere with the ability of Reclamation to carry out its legislated responsibility for the Columbia Basin Project.

F. Visitor Center:

Reclamation shall work with the tribes and NPS to incorporate their suggestions into the development of an interpretive program to the extent of available resources, for changes to the visitor's presentations. The resulting program should depict the purpose and operation of the Columbia Basin Project, the Indian history, government, and culture of the area, the impact of the Columbia Basin Project on the tribes, and the available recreational resources and benefits. This may include the display and distribution of literature/information applicable to the LRMA.

G. Contracting:

There are or may be activities carried out by contract by the Federal parties that take place within the LRMA under this Agreement that could be contracted by the tribes. The Federal parties will provide notice to the tribes of all contracting opportunities within the LRMA and will coordinate on contracting options, which may be available to tribes, either directly or through another Federal agency, within the LRMA, prior to the obligation of appropriated funds consistent with their statutory authorities. The parties to this Agreement shall use their best efforts to contract with the tribes consistent with the continued execution of their agency directed duties, to the extent allowed by statutory authority. Likewise, there may be opportunities for the tribes to contract for services or

facilities with the other parties. Nothing in this Part shall limit a party from utilizing bidding procedures.

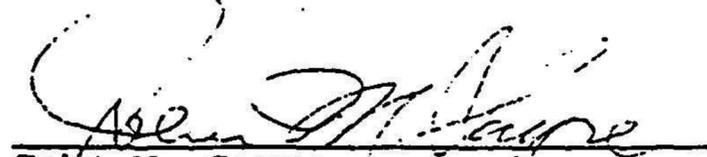
APPROVED:

APR 20 1990

DATED: APR 20 1990

DATED: _____

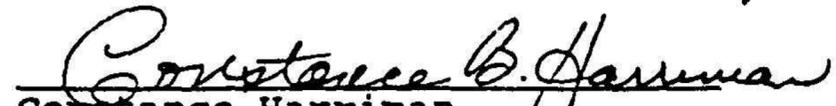

Jude C. Stensgar
Chairperson
Colville Business Council


John M. Sayre
Assistant Secretary for
Water and Science

DATED: APR 20 1990

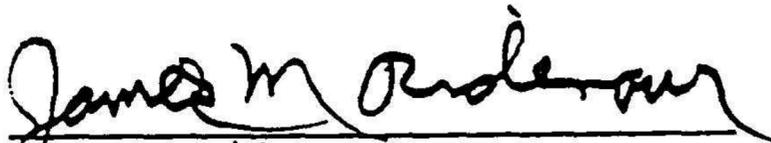
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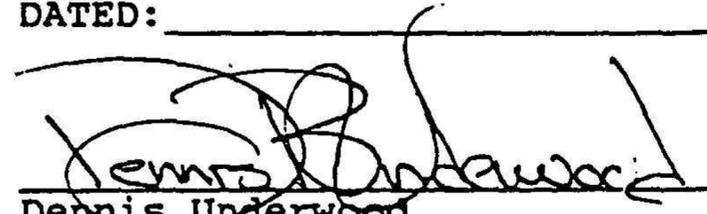

Joe V. Flett
Chairperson
Spokane Indian Tribe


Constance B. Harriman
Assistant Secretary for
Fish, Wildlife and Parks

DATED: APR 10 1990

DATED: APR 20 1990

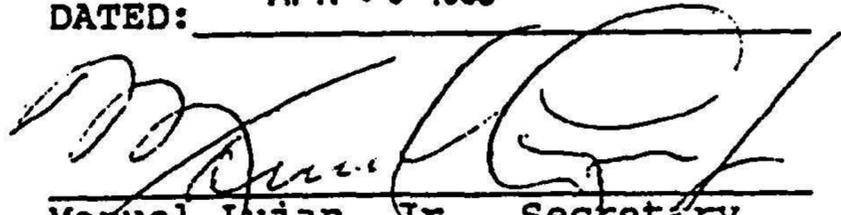

James M. Ridenour
Director
National Park Service


Dennis Underwood
Commissioner
Bureau of Reclamation

DATED: APR 20 1990


Eddie F. Brown
Assistant Secretary for the
Bureau of Indian Affairs

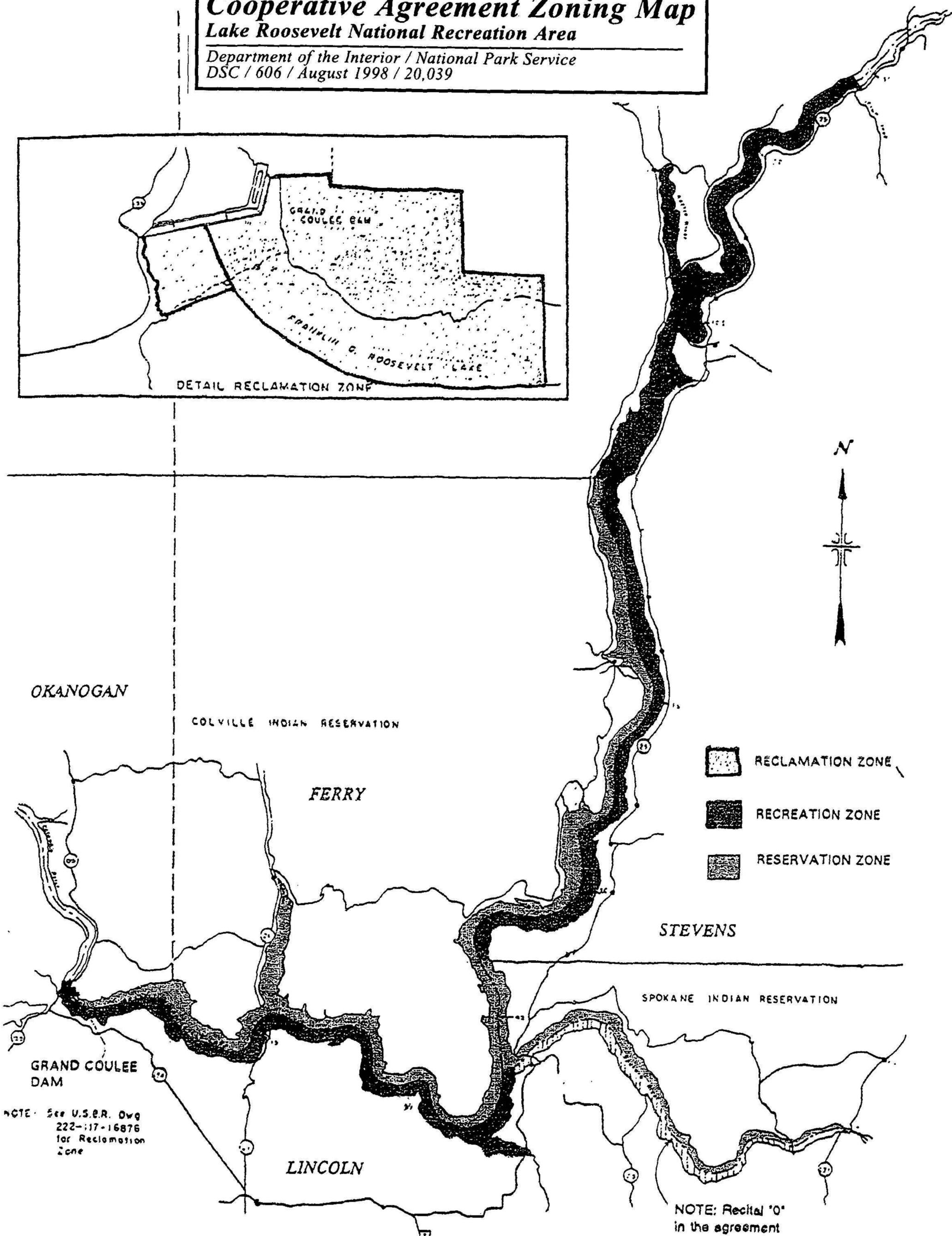
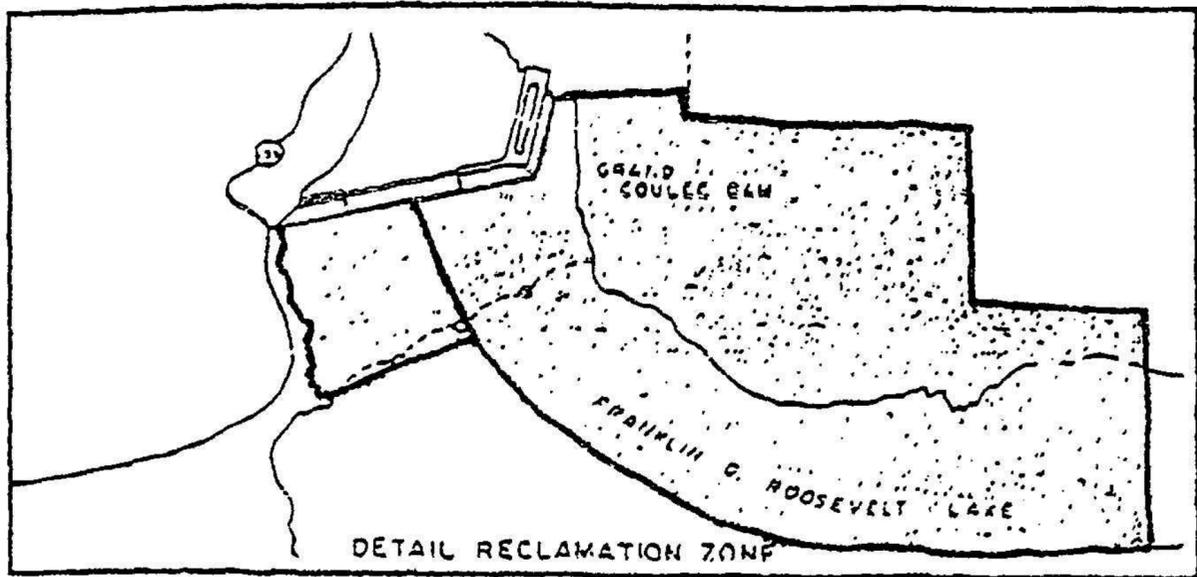
DATED: APR 05 1990


Manuel Lujan, Jr., Secretary
Department of Interior

Cooperative Agreement Zoning Map

Lake Roosevelt National Recreation Area

Department of the Interior / National Park Service
DSC / 606 / August 1998 / 20,039



- RECLAMATION ZONE
- RECREATION ZONE
- RESERVATION ZONE

NOTE: See U.S.B.R. Dwg 222-117-16876 for Reclamation Zone

NOTE: Recital 'O' in the agreement

APPENDIX D: POSITION OF THE COLVILLE TRIBES ON THEIR RIGHTS AND INTERESTS IN ANCESTRAL HOMELANDS

**STATEMENT
FOR INCLUSION IN THE GENERAL MANAGEMENT PLAN/
ENVIRONMENTAL IMPACT STATEMENT
FOR THE
LAKE ROOSEVELT NATIONAL RECREATION AREA**

The lands and waters of the Lake Roosevelt National Recreation Area are the ancestral territory of the Lakes, Colville, San Poil and Nespelem Tribes of the Confederated Tribes of the Colville Reservation (Tribes). These tribes occupied this land and have reserved rights, including fishing, on the Columbia River since the beginning of time.

The original Colville Reservation was established by Presidential Executive Order of April 9, 1872. This Reservation was established for the Methow, Okanogan, San Poil, Lake, Colville, Calispel, Spokane, Coeur d' Alene, Palouse and Nespelem Tribes and "scattering bands." The boundaries of this Reservation were from a point at the mouth of the Spokane River up the Columbia River to the International Boundary, eastward to the point where the Pend Oreille River crosses the International Boundary, up the Pend Oreille River to the Idaho border, south to where the Little Spokane River crosses the Idaho border, down the Little Spokane River to where it joins the Spokane River, and down the Spokane River to its mouth.

On July 2, 1872 the Original Colville Indian Reservation was restored to the public domain and the land bounded by the Columbia River, the Okanogan River and by the British possessions (Canada) was set apart for the Indians specified in the First Colville Indian Reservation ". . . and for such other Indians as the Department of the Interior may see fit to locate thereon."

On July 1, 1892, the Congress of the United States restored to the public domain that portion of the Colville Indian Reservation that lies north of the township line between townships thirty-four and thirty-five north, an area of approximately one

million five hundred thousand acres. This land is commonly referred to as the North Half of the Colville Reservation.

Traditional and ancestral lands that lie between Grand Coulee Dam and Hawk Creek are ceded lands of the Tribes.

Thus it can be seen that all of the lands of the NRA were, at some time, designated either the Colville Indian Reservation or ceded traditional and ancestral lands.

In the 1940's, the United States took lands of the Colville Reservation and ceded lands for the Grand Coulee Dam Project. This land was taken without compensation and against the wishes of the Tribes. This land forms a large part of the Lake Roosevelt NRA.

In the past, the United States arbitrarily and unilaterally established and subsequently reduced the boundaries of reservations and took reservation lands for the Grand Coulee Dam Project. The United States must now provide for the legitimate rights and interests of the Tribes in their traditional and ancestral homelands. The Tribes have relinquished none of their claims, rights or interests at any time. The reserved rights and other concerns of the Tribes and the trust responsibilities of the United States to the Tribes must be fully recognized and provided for in any management plan for the Lake Roosevelt NRA.

Submitted by Marla Bigboy, Reservation
Attorney for the Colville Tribes, on 8-27-98.

APPENDIX E: INTERPRETIVE THEMES

Following are the primary (bold) and secondary interpretive themes for the national recreation area.

Geology: The layers and landscapes of the Lake Roosevelt area show the geologic forces that shaped this scenery and the changes that happened through gradual uplift, erosion, and, occasionally, in sudden cataclysmic events.

During millions of years, intermittent lava flows created the Columbia Basin, and tectonic action uplifted these basalt layers and nearby mountains that form the landscape within which Lake Roosevelt is located.

The gradual erosion of these rock layers changed over time as the Cascade Mountains rose, forming a "rain shadow" that reduced the amount of precipitation in the Columbia Basin and the nearby Okanogan Mountains.

During the last Ice Age, a series of massive floods – the greatest scientifically documented floods in North America – scoured the coulees (gorges), channels, scablands, and other landforms in the Columbia Basin.

Natural History: Lake Roosevelt marks a transition zone between the desert-like Columbia Basin to the south and the slightly wetter Okanogan Highlands to the north.

Fish inhabiting Lake Roosevelt continue to adapt to their altered environment: dams have stopped salmon and sturgeon "runs," the lake's depth fluctuates seasonally because of snowmelt runoff, the water temperature changes at different depths and locations, and human-introduced species like kokanee and walleye compete for food and habitat.

Much of the shoreline around Lake Roosevelt supports conifer forests, grasslands, and scrublands that provide habitat for an estimated 75 species of mammals (including human beings), 200 species of birds, 15 species of reptiles, and 10 species of amphibians.

The area's plant and animal species have changed, and continue to change, over time, adapting to gradual transitions in the area's climate.

Cultural History: Human beings have been living among the coulees and cliffs of the Columbia Basin since the end of the last Ice Age, about 10,000 years ago.

The importance of the river economies notwithstanding, traditional land use, the seasonal round, and lifeway heritage of many groups of Salish speakers of the area are fertile ground for interpretive exploration. Explaining various survival strategies and focusing on plant and animal resources are but two ways of explaining why culture changed so little over great expanses of time in the area.

The salmon fishery at Kettle Falls became the center of human activity in the Inland Northwest as evidenced by more than 9,000 years of American Indian occupation and 19th century Euro-American fur trade and missionary efforts.

Interpreting standard archeological research and results of geoarcheology studies provides a topical source of information on efforts to understand and preserve the record of man's presence in the area, especially for the eras before Euro-American contact.

The Spokane Tribe of Indians and individual bands and tribes of the Colville Confederated Tribes continue a cultural heritage that stresses cooperation.

The activities of St. Paul's Mission and Fort Colville's fur trading shaped the Euro-American culture and history of the upper Columbia River during the mid-1800s while changing the culture of the surrounding native tribes.

The U.S. Army established Fort Spokane in 1880 to provide a buffer between American Indians and settlers of the Inland Northwest; later, its use as an Indian boarding school and hospital exemplified the United States' military and federal Indian policy of forced acculturation.

The construction of the Grand Coulee Dam and the resulting impoundment of the Columbia River to create Lake Roosevelt greatly affected the area's water, fish, and shoreline resources as well as numerous ferries, towns, roads, and railroads that had to be relocated out of the lake's floodplain.

Recreation: The immense size and scenic qualities of Lake Roosevelt offer a rich variety of opportunities to safely recreate on its resources.

Lake Roosevelt's open water and hundreds of miles of shoreline give visitors the chance for solitary reflection, group activities, or anything in between.

More than 30 species of game fish found in the waters of Lake Roosevelt continue to challenge the skills of anglers of all ages and skill levels.

Scenic roads that connect most of the area's facilities offer an alternative to visitors without boats to experience many of the area's resources.

Recreation is one of the four original by-products from the construction of Grand Coulee Dam; the other three are irrigation water, flood control, and hydroelectricity.

APPENDIX F: JURISDICTION

The state of Washington ceded concurrent jurisdiction to the federal government in March 1939 through an act passed by the state legislature for all of the lands purchased or condemned before that date for the construction of the Grand Coulee Dam and the Columbia Basin Irrigation Project (see appendix K). There are a few parcels that were purchased subsequent to that date for landslide control, and the 331 acres comprising the Old Fort Spokane Military Reservation that were administratively transferred to the National Park Service in 1960 that have proprietary jurisdiction.

The national recreation area is managed under concurrent jurisdiction, which involves many agencies in matters of mutual concern, particularly sanitation and law enforcement. Several federal agencies other than parties to the 1990 "Lake Roosevelt Cooperative Management Agreement" have jurisdiction because Lake Roosevelt is formally designated as navigable water. With that designation, both the Army Corps of Engineers and the Coast Guard, for example, also have jurisdiction within their program areas. Other agencies with jurisdiction include the Washington State Department of Fish and Wildlife and county organizations such as the Tri-County Health Department and county sheriffs departments.

The applicability of state and local laws to federal lands is determined on a case-by-case basis and depends on such factors as whether Congress has delegated authority to the states to enact state plans that are based on federal law, as is the case with the Clean Air and Clean Water Acts, or whether Congress has directed federal agencies to be consistent with state programs such as those developed under the federal Coastal Zone Management Act.

As a matter of policy, the National Park Service complies with state and local laws as long as they are consistent with federal law.

Because the lands within the national recreation area are federally owned, decisions as to how the area will be managed rest with the federal land manager subject to applicable federal and state laws.

The 1935 Act authorizing the Grand Coulee Dam specifically identifies the following purposes for the project:

- controlling floods
- improving navigation
- regulating the flow of the streams of the United States
- providing for storage and for the delivery of the stored water thereof
- reclamation of public lands and Indian reservations
- providing other beneficial uses
- generating electrical energy as a means of financially aiding and assisting such undertakings

"Other beneficial uses" are not specifically defined in the statute. However, other uses, such as recreation, fisheries, and agriculture, are considered when federal agencies make management decisions affecting Lake Roosevelt.

The National Park Service entered into a memorandum of understanding on June 6, 1996, with the Colville Confederated Tribes concerning law enforcement and emergency response on Lake Roosevelt. There are several provisions of this agreement, but the major one is that tribal and NPS rangers can be cross deputized to enforce the rules and regulations of the other party within the other party's jurisdictional area. A similar agreement with the Spokane Tribe was signed on May 27, 1999.

The 1990 "Lake Roosevelt Cooperative Management Agreement" states the following:

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."

Fishing regulations on Lake Roosevelt vary with the managing entity. A Washington State or Colville Tribe fishing license is required to fish on Lake Roosevelt within the NRA boundaries. Those portions of Lake Roosevelt within the boundaries of the Colville and Spokane Indian Reservations are subject to applicable tribal laws and regulations.

APPENDIX G: OVERVIEW OF NPS AUTHORITIES

Congress set aside Yellowstone in 1872, the world's first national park, as "a public park or pleasuring-ground for the benefit and enjoyment of the people." Congress also charged the secretary of the interior, who would be responsible for managing the park, with the "preservation, from injury or spoilation, of all timber, mineral deposits, natural curiosities, or wonders within said park, and their retention in their natural condition." Other park management functions were to include the development of visitor accommodations, the construction of roads and bridal trails, the removal of trespassers from the park, and protection "against the wanton destruction of fish and game" (16 USC 21-22).

In 1916 Congress created the National Park Service in the Department of the Interior to "promote and regulate the use of the Federal areas known as national parks, monuments, and reservations . . . by such means and measures as conform to the fundamental purpose of said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historical objects and the wildlife therein and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations" (NPS Organic Act, 16 USC 1).

On August 7, 1946, Congress passed an act that allowed the National Park Service to enter in to cooperative agreements with other federal agencies for "administration, protection, improvement, and maintenance of areas, under the jurisdiction of other agencies of the Government, devoted to recreational use pursuant to cooperative agreements"(60 Stat. 885; 16 USC 17j-2[b]).

The General Authorities Act of 1970 defines the national park system as including "any area of land and water now or hereafter administered by the Secretary of the Interior through the National Park Service for park, monument, historic, parkway, recreational, or other purposes" (16 USC 1c(a)). It states that "each area within the national park system shall be administered in accordance with the provisions of any statute made specifically applicable to that area" (16 USC 1c(b)) and in addition with the various authorities relating generally to national park system areas, as long as

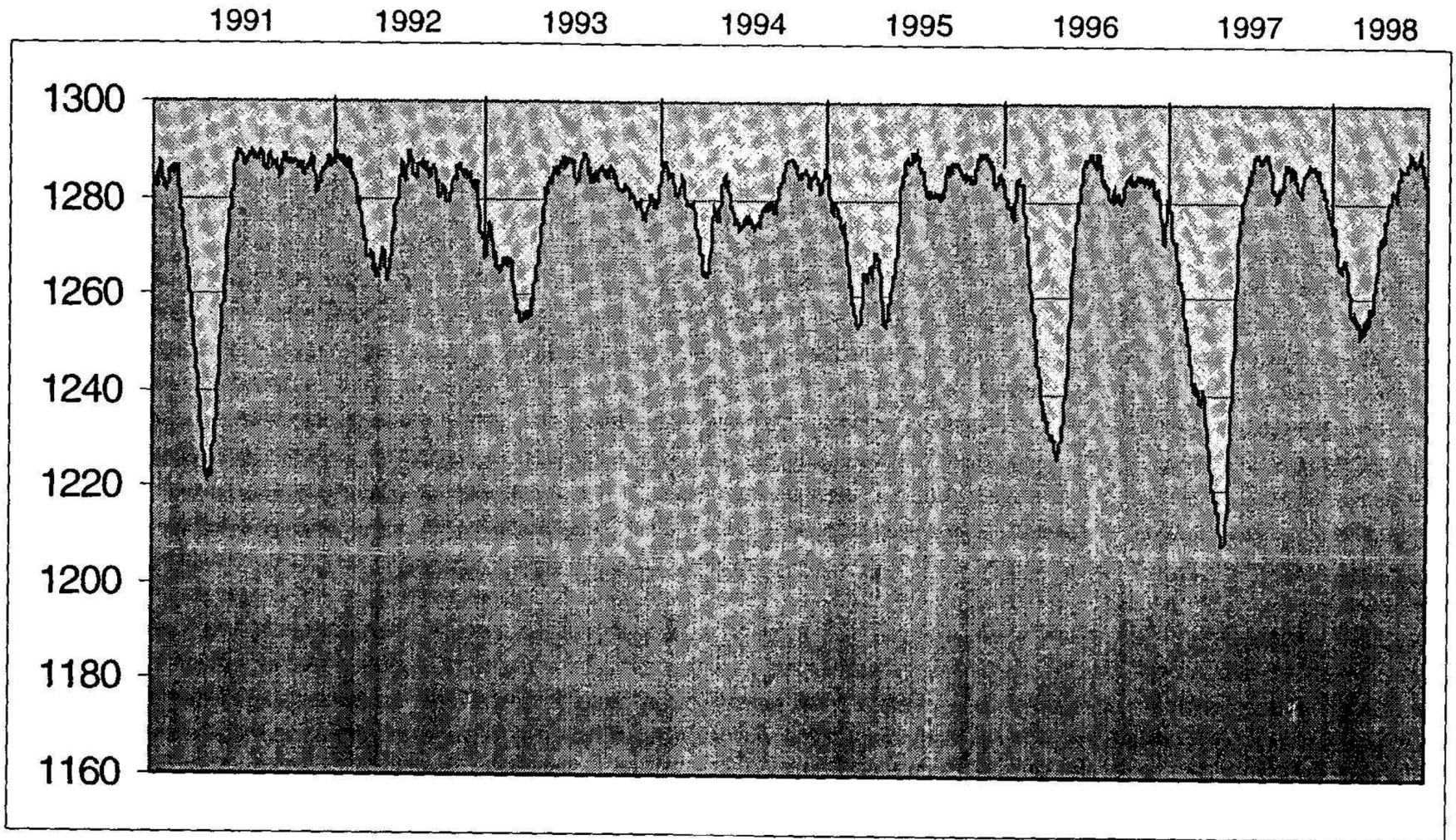
the general legislation does not conflict with specific provisions.

The Redwood Act (16 USC 1a-1) in 1978 further stated "that these areas, though distinct in character, are united through their interrelated purposes and resources into one national park system as cumulative expressions of a single national heritage. The authorization of activities shall be construed and the protection, management, and administration of the areas shall be conducted in light of the high public value and integrity of the National Park System and shall not be exercised in derogation of the values and purposes for which these various areas have been established, except as may have been or shall be directly and specifically provided by Congress."

These laws provide the legal framework under which all units of the national park system are managed. In the eyes of Congress all units are equally important and are to be managed in a similar fashion except where there is specific legislation that provides other direction.

Congress has used more than 20 different designations in adding areas to the national park system. These titles are usually descriptive — seashore, lakeshore, historic site, battlefield, and recreation area, for example. The designations have not always been used consistently, but they reflect certain precedents that have been followed by Congress. The title of national park has traditionally been reserved for the most spectacular natural areas with a wide variety of features. Hunting, mining, and other consumptive uses such as grazing are generally prohibited in national parks. National monuments are usually smaller areas established primarily to protect historic, scientific, or natural features containing fewer diverse resources or attractions than national parks. Legislation authorizing national preserves, recreation areas, seashores, and lakeshores sometimes allows for a wider range of activities such as oil and gas development, grazing, and hunting subject to certain limits. Despite these differences, all units of the national park system are managed so as to "leave them unimpaired for the enjoyment of future generations."

APPENDIX H: LAKE ROOSEVELT WATER ELEVATIONS, 1991-1998



Elevations are in feet, and years are shown from January to December.

APPENDIX I: SUMMARY OF CONCESSIONS MANAGEMENT PLAN

The *Lake Roosevelt Concession Management Plan* was approved in January 1991. It was a lakewide agreement between all of the managing partners of the Lake Roosevelt reservoir to coordinate commercial uses on the lake for a 10-year period. It did not include control of noncommercial facilities such as campgrounds, launch ramps, day use areas, and other similar nonprofit types of uses. The purpose of the plan was to create a unified approach to developing the concession facilities needed to provide for visitor use and enjoyment of the lake and the surrounding federally owned public lands. The plan also considered the negative impact that future development could have on the adjacent private lands and identified locations, types, and intensities of development, and managing entity. The plan defined the process that would be used by the partners to implement and amend the plan as needed.

The primary types of development and activities that the plan sought to control were the location of marinas, stores, restaurants, lodging, and R/V sites; houseboat and powerboat rentals; tour boat operations; and the location and operation of sewage pump-out and solid waste disposal sites. Limits were set to control some activities where it was felt that there was the potential to oversaturate the market, surpass the carrying capacity of the lake, or negatively impact the quality of the visitors' experiences.

Upper limits were agreed to on the number of houseboats as follows: Crescent Bay – 32; Keller Ferry – 24; Moonbeam – 10; Seven Bays – 12; Confluence Zone – 20 (Fort Spokane and Two Rivers); Upper Spokane Arm – 0; Inchelium – 60; and Kettle Falls – 42 for a total of 200. This upper limit was agreed to with the understanding that the number would be reviewed periodically and adjusted as needed to ensure that the goals of the overall concession plan were being achieved.

Quotas were also established for rental powerboats, but the market for these has never developed as anticipated at the time the plan was developed.

The plan also identified areas where there would be no development to ensure that natural areas were maintained and protected.

The Spokane Tribe has indicated that it does not have an interest in developing the proposed concession area identified on the map as the Upper Spokane Arm (P).

See the following *Concession Management Plan* map for additional information.

LAKE ROOSEVELT CONCESSION MANAGEMENT PLAN

FEBRUARY 1990

LEGEND:



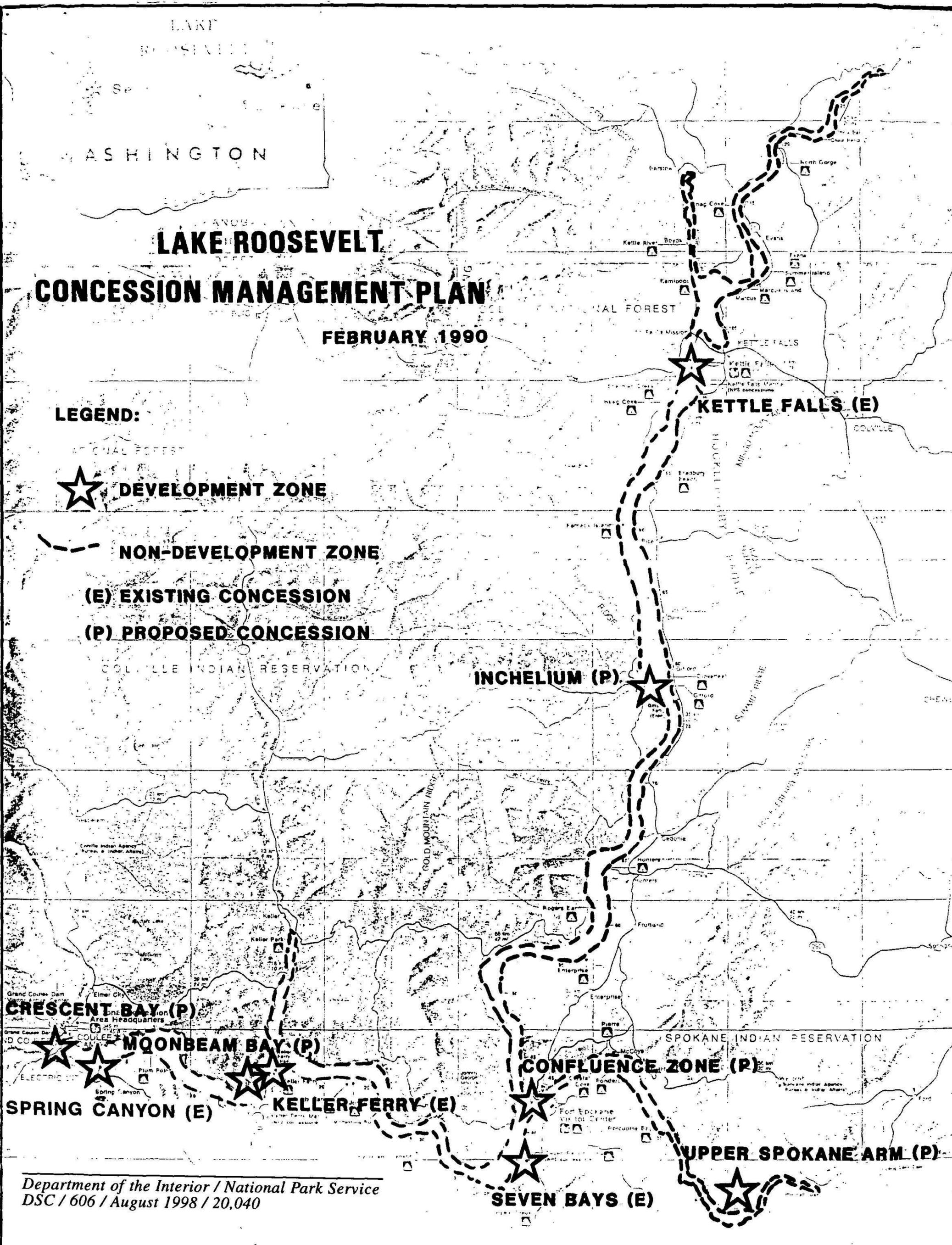
DEVELOPMENT ZONE



NON-DEVELOPMENT ZONE

(E) EXISTING CONCESSION

(P) PROPOSED CONCESSION



APPENDIX J: KETTLE FALLS MARINA AND DAY USE FACILITIES

BACKGROUND

In 1989 management objectives were identified for the Kettle Falls developed area, including the determination of appropriate types of recreational developments. Individual sites were inventoried and analyzed within the developed area as to suitability for various types of recreational developments. Five major types of development were identified: marina, full-service recreational vehicle campground, no-service RV/tent campground, large group campground, and day use/swim beach.

One of the management objectives included a goal to “Concentrate visitor use and recreational development at specified development use zones to minimize disturbance to natural, rural, cultural, and scenic lakeshore resources.” Lion’s Island, located just downstream from the existing marina, was identified as a possible location for a phase one marina expansion and a possible future RV campground (depending on economic feasibility). The National Park Service proceeded with approval on the concessioner’s plan for phase one marina expansion. However, after extensive study of the site, it was decided that Lion’s Island was not a suitable location for the marina expansion due to its exposed location — where large waves and high winds could be encountered.

ALTERNATIVE SITE ASSESSMENT

Studies continued in an attempt to locate another feasible site, and in 1993 the National Park Service released an *Environmental Assessment* for public review. This report analyzed a proposal for the development of a full-service marina in the area known as Colville Flats, on the south bank of the Colville River, at the confluence with Lake Roosevelt. (The Colville Flats site was identified by the National Park Service in a 1991 preliminary study as having potential for a full-scale marina operation. This site is about 1 mile downstream from the existing Kettle Falls marina.

The *Environmental Assessment* and related public comment revealed that implementing the proposal would most likely result in impacts on wetlands, wildlife, cultural resources, and existing recreational

use. In addition, access from State Route 25 would have been difficult and costly given the vertical and horizontal alignment modifications required to construct a safe intersection.

Other alternatives considered but rejected included deepening the Kettle Falls harbor to enable year-round use. The harbor has already been deepened to the practical extent possible; further deepening would have required the use of a retaining wall 25–30 feet in height, accompanied by the excavation of several hundred thousand cubic yards of materials. Widening and deepening the entrance to the harbor would also have been required to provide access to the harbor at lower lake levels. Even with the amount of deepening, the harbor would still have been too shallow to accommodate boats during the late winter–early spring drawdown. This proposal was deemed to be economically infeasible for either the National Park Service or a concessioner to accomplish.

Following the 1993 *Environmental Assessment*, the superintendent concluded that the impacts would be unacceptable, and the decision was made not to pursue the proposed project. This decision was revisited in 1995 and 1996, and again the Colville Flats site was considered unsuitable.

Increased visitor use and continuous impacts on the concessioner due to the low drawdown levels have continued to create a need to expand and improve the level of visitor services. In the past, the Kettle Falls developed area was used primarily as a destination recreation area by fisherman and boaters. However, visitation has continued to increase, and existing visitor facilities are limited. The existing facilities at Kettle Falls marina do not conform with current public health laws and regulations that are necessary to provide visitors with a safe and enjoyable recreational experience.

DEEPWATER MOORAGE SITE

Efforts to locate a suitable deepwater moorage site have continued, and recently attention has focused on the feasibility of relocating some marina operations to the north of the existing campground. This 33-acre site is about 0.5 mile upstream from the existing marina on previously disturbed land — on a terrace

that is about 10 to 15 feet above the maximum elevation of Lake Roosevelt. A portion of the area was formerly a gravel pit that had been filled with log yard debris from the nearby Boise-Cascade Mill. A portion of the area is now used by the National Park Service for material and equipment storage. A small section of the shoreline bank was previously regraded to provide access for a water withdrawal system. It was later used to provide access for an NPS dock. The dock no longer exists, and the site is not used.

Existing vegetation consists of a mix of grass; scattered, small, second-growth ponderosa pines, and a few larger stands of ponderosa pines. In the southwest portion of the site there is some evidence of habitation. An abandoned house site includes two apple trees, a lilac bush, and a larger diameter pine.

The Boise-Cascade Mill dominates the view to the north. There is background noise from the operation. Access to the mill is off the main road to the north; there is little traffic to or by the site other than to the NPS housing to the south and access to the NPS material and equipment storage area.

The site is along a bend in the river that appears to offer some protection from the wind. The Bureau of Reclamation was requested to provide data on the feasibility of the site for marina operations from a wind and wave perspective. Using the Probability for Freeboard Analysis Program, it was determined that a 100-year wave would be 6 feet high and that yearly high waves would be around 4 feet. The wind analysis indicates an 80 mph maximum speed with a yearly maximum around 60 mph. These figures indicate no unusual wind or wave factors that would preclude a marina operation at this site. Further analysis for breakwater buoy length would be needed for final design.

Preliminary investigations indicate that cultural or historical resources that may have existed at the site before it was developed have probably been extensively disturbed by previous uses. However, more intense surveys would be completed to confirm this before and during any new construction. Also, studies to determine any other detrimental elements such as toxic material that may have been placed there by earlier activities will also be investigated.

Program Objectives

This primary purpose of evaluation efforts was to determine if the proposed site was a feasible location for a deepwater moorage and the necessary associated land facilities. The intent was to identify a suitable area that would answer the question about where this facility should be located so that later work could concentrate primarily on site-specific design issues. To ensure that the site was feasible, a development program was prepared that included the following assumptions:

1. Marina — The Kettle Falls marina houseboat operations including office, store, fueling, and boat (dry and wet) storage would be relocated to the new site north of the existing marina. A new floating dock structure would include covered and noncovered slips, an 850 square-foot store with restrooms, a 675 square-foot office, a 525 square-foot service building, a floating fuel dock, and houseboat operations.
2. Day Use — The concrete boat launch ramp, parking, restrooms, swim beach, fish cleaning station, and picnic facilities would be retained in their current locations.
3. Campground — The campground would remain in its current location. The concession contract for the Kettle Falls Marina allows for the consideration of developing a concessioner-operated RV park that could provide water, sewer, or electric hookups. This would require further study and analysis to determine if it is feasible and desirable for this area.
4. Roads — Due to relocation of the marina operations, traffic levels at the day use area would be reduced. Access to the deepwater moorage site would be via an existing paved road that intersects the Kettle Park Road, which would provide access from State Routes 395 and 20, about 1 mile to the north. A new deceleration lane and intersection would be needed at the intersection of the NPS road and Kettle Park Road. A large boat trailer and car parking area and other related facilities, as needed, would be constructed on the land adjacent to the deepwater moorage.
5. Utilities — Utilities such as water, power, and telephone would be provided to the site.
6. Sewage — The current marina operations involve pumping nearly 2,000 gallons of effluent a day into a

holding tank, which is taken into Kettle Falls for disposal. A new sewage disposal system would be constructed on adjacent lands at the deepwater moorage site to dispose of this waste.

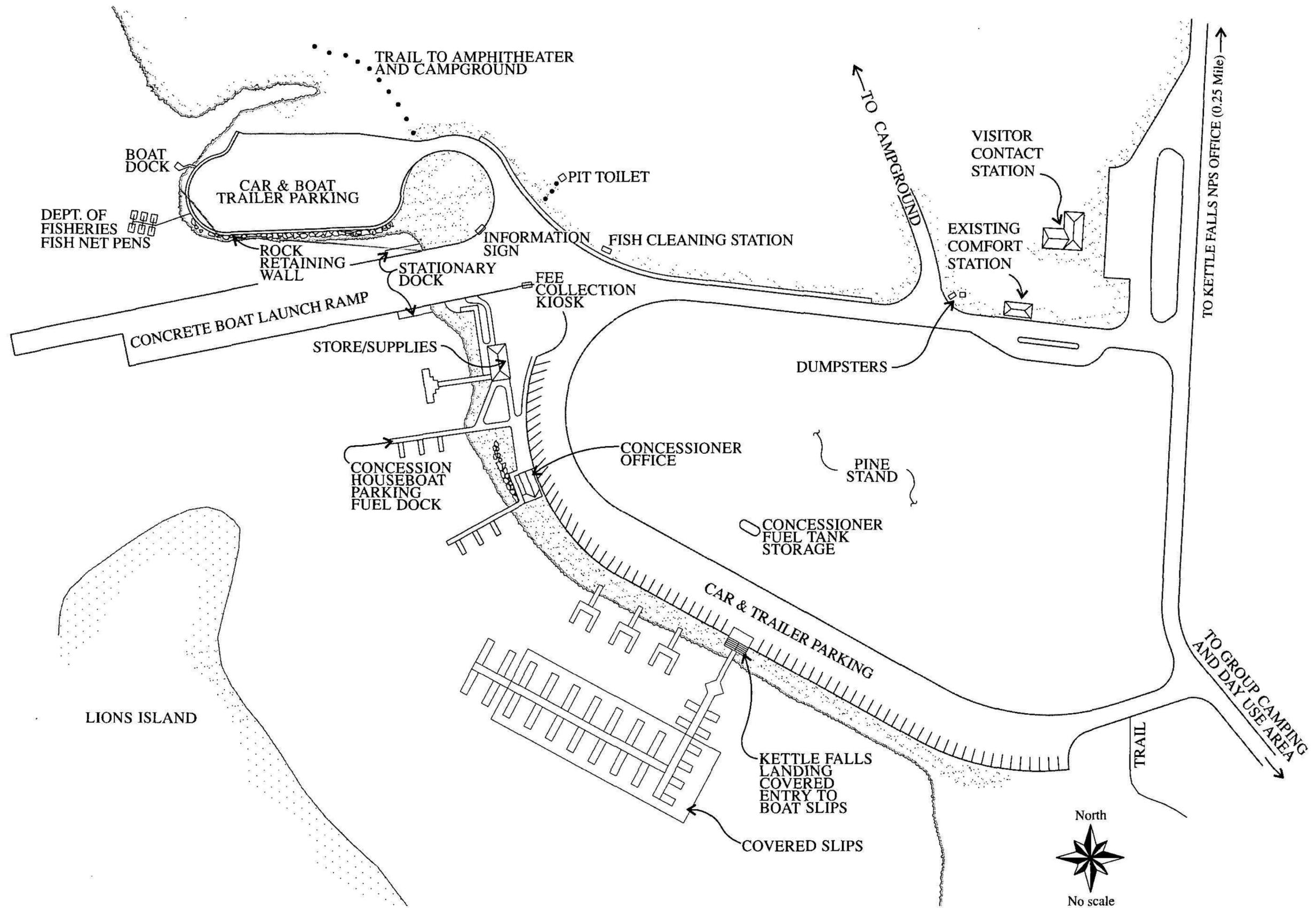
7. Fuel — The fueling operation for the marina would be moved to the deepwater moorage site. The fuel tanks would be on a barge and floated along with the other marina facilities at the new moorage site.

8. Design Requirements — All new facilities would be designed to comply with all applicable state and local regulations including: the Americans with Disabilities Act, water and sewer requirements, cultural resource protection, etc. All facilities would be designed and constructed to meet applicable NPS standards and specifications. The moorage would be designed to be compatible with the ongoing Bureau of Reclamation debris removal operation located just upstream from the new location.

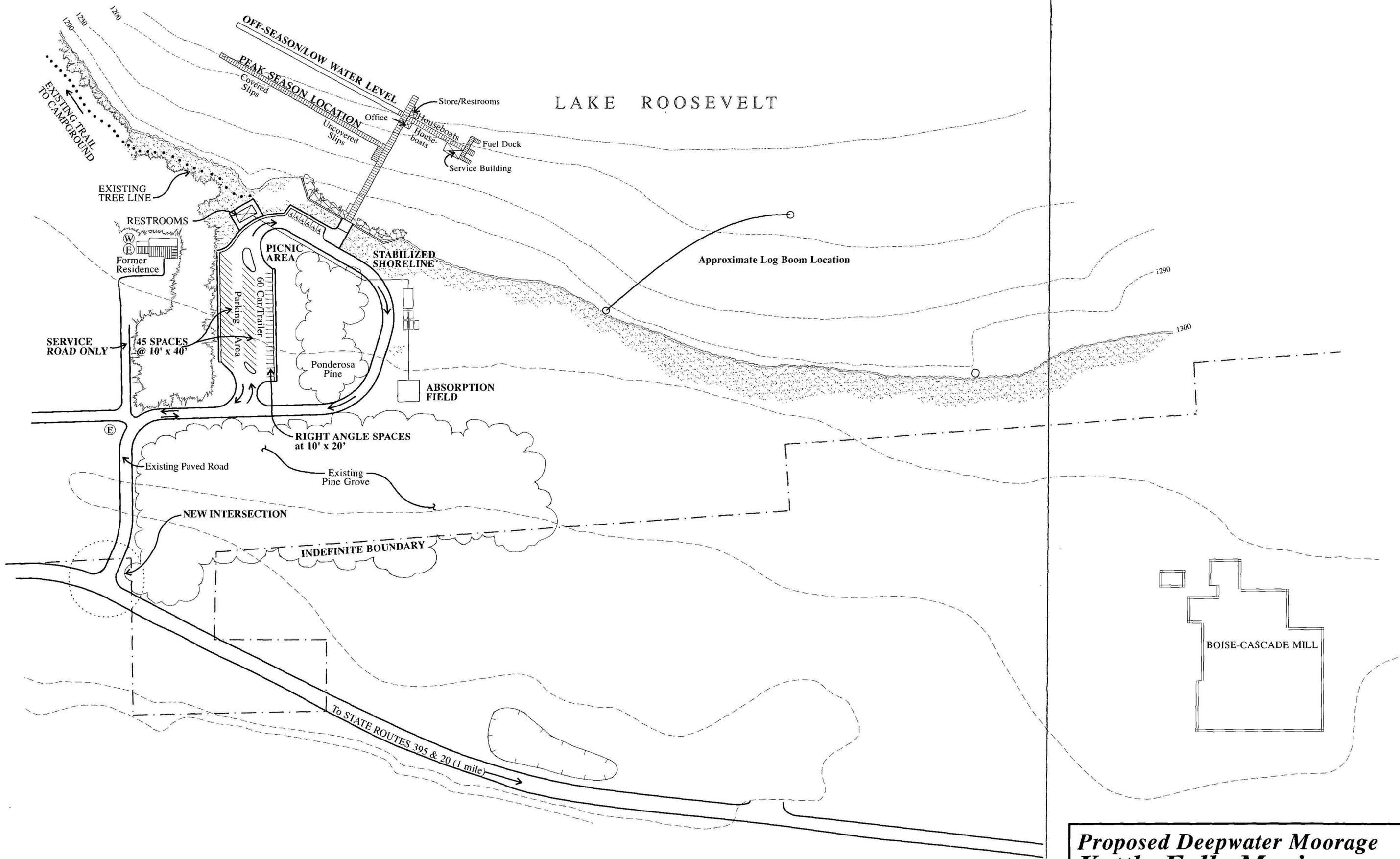
9. Construction Costs — All design and construction costs related to new facilities and infrastructure required for developing the deepwater moorage would be paid by the concessioner.

Illustrations

The attached illustrations were prepared primarily to help determine the feasibility of developing the new site. They are conceptual in nature and will be refined as part of the design process.

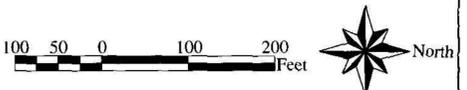


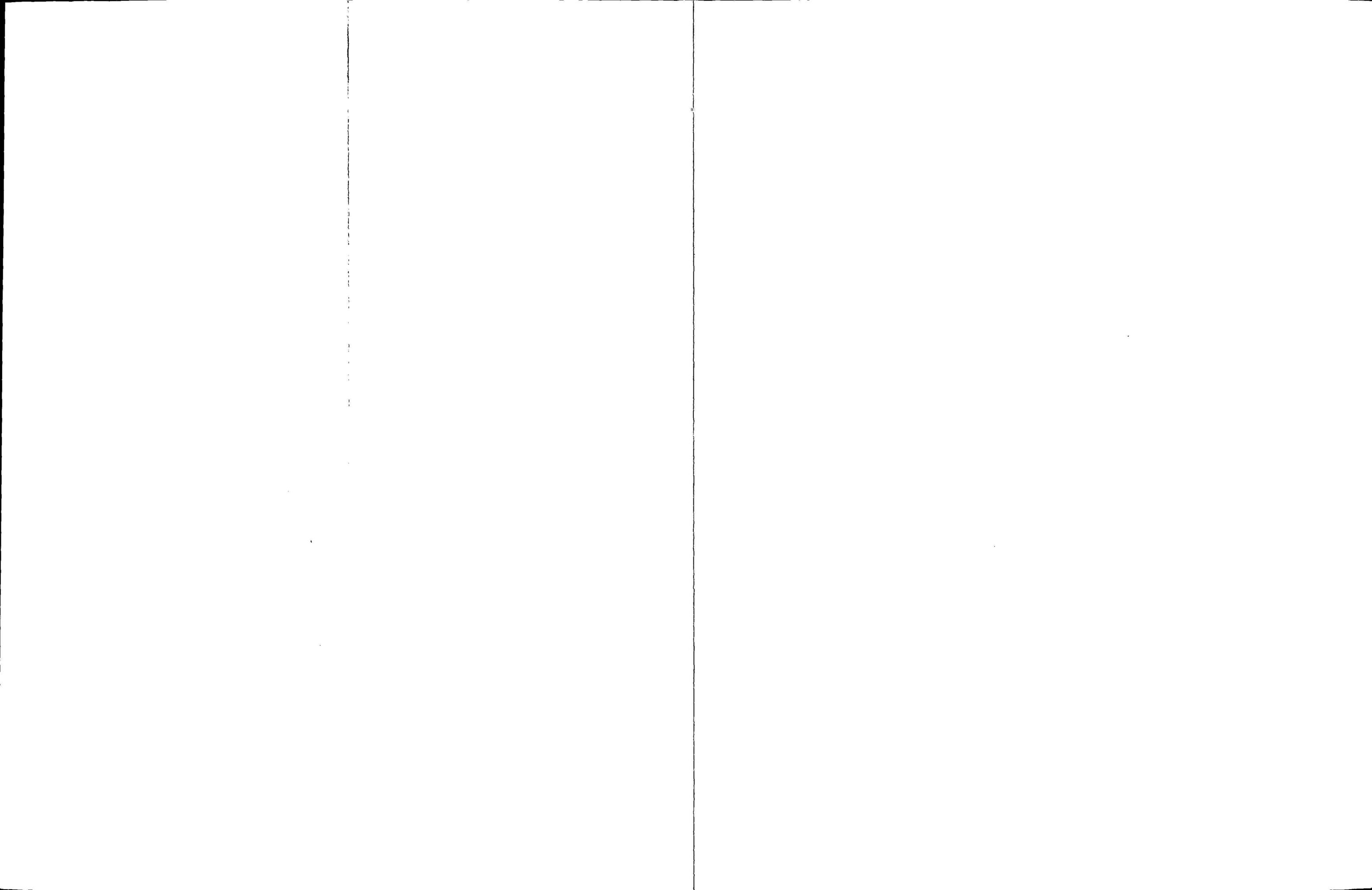
Kettle Falls Marina Existing Conditions
Lake Roosevelt National Recreation Area
 Department of the Interior / National Park Service
 DSC / 606 / August 1998 / 20,030



LAKE ROOSEVELT

**Proposed Deepwater Moorage
Kettle Falls Marina**
Lake Roosevelt National Recreation Area
 Department of the Interior / National Park Service
 DSC / 606 / August 1998 / 20,031





APPENDIX K: WASHINGTON STATE SESSION LAWS, 1939

CH. 126

SESSION LAWS, 1939

357

CHAPTER 126.

[S. B. 272]

RIGHTS CEDED UNITED STATES

AN ACT giving consent of the state to the acquisition of lands by the United States as sites for forts, magazines, arsenals, dockyards and other needful buildings or for other purposes, ceding concurrent jurisdiction over lands so acquired subject to certain limitations and conditions and repealing sections 8108 and 8109, Remington's Revised Statutes, and all other acts inconsistent herewith but saving jurisdiction thereby ceded.

Be it enacted by the Legislature of the State of Washington:

Section 1. The consent of this state is hereby given to the acquisition by the United States, or under its authority, by purchase, lease, condemnation, or otherwise, of any land acquired, or to be acquired, in this state by the United States, from any individual, body politic or corporate, as sites for forts, magazines, arsenals, dockyards, and other needful buildings or for any other purpose whatsoever. The evidence of title to such land shall be recorded as in other cases.

Consent of state to acquisition of land.

Sec. 2. Concurrent jurisdiction with this state in and over any land so acquired by the United States shall be, and the same is hereby, ceded to the United States for all purposes for which the land was acquired; but the jurisdiction so ceded shall continue no longer than the United States shall be the owner of such lands, and if the purposes of any grant to or acquisition by the United States shall cease, or the United States shall for five consecutive years fail to use any such land for the purposes of the grant or acquisition, the jurisdiction hereby ceded over the same shall cease and determine, and the right and title thereto shall revert in this state. The jurisdiction ceded shall not vest until the United States shall acquire title of record to such land.

Concurrent jurisdiction ceded.

CH. 126

SESSION LAWS, 1939

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Sec. 3. The State of Washington hereby expressly reserves such jurisdiction and authority over land acquired or to be acquired by the United States as aforesaid as is not inconsistent with the jurisdiction ceded to the United States by virtue of such acquisition.

State jurisdiction reserved

Sec. 4. Sections 8108 and 8109, Remington's Revised Statutes, and all other acts and parts of acts inconsistent with the provisions of this act are hereby repealed: *Provided*, That jurisdiction heretofore ceded to the United States over any land within this state by any previous act of the legislature shall continue according to the terms of the respective cessions: *Provided further*, That if jurisdiction so ceded by any previous act of the legislature has not been affirmatively accepted by the United States, or if the United States has failed or ceased to use any such land for the purposes for which acquired, jurisdiction thereover shall be governed by the provisions of this act.

Repeals §8108 and 8109 Rem. Rev. Stat.

Jurisdiction previously ceded.

Passed the Senate February 23, 1939.
Passed the House March 9, 1939
Approved by the Governor March 15, 1939

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INTERGOVERNMENTAL PLANNING TEAM

Various representatives from the following groups participated in the planning process.

Federal Agencies

National Park Service
Bureau of Reclamation
Bureau of Indian Affairs

Tribal Governments

The Confederated Tribes of the Colville Reservation
The Spokane Tribe of Indians

State and Local Governments

Grant County
Lincoln County
Stevens County
Ferry County

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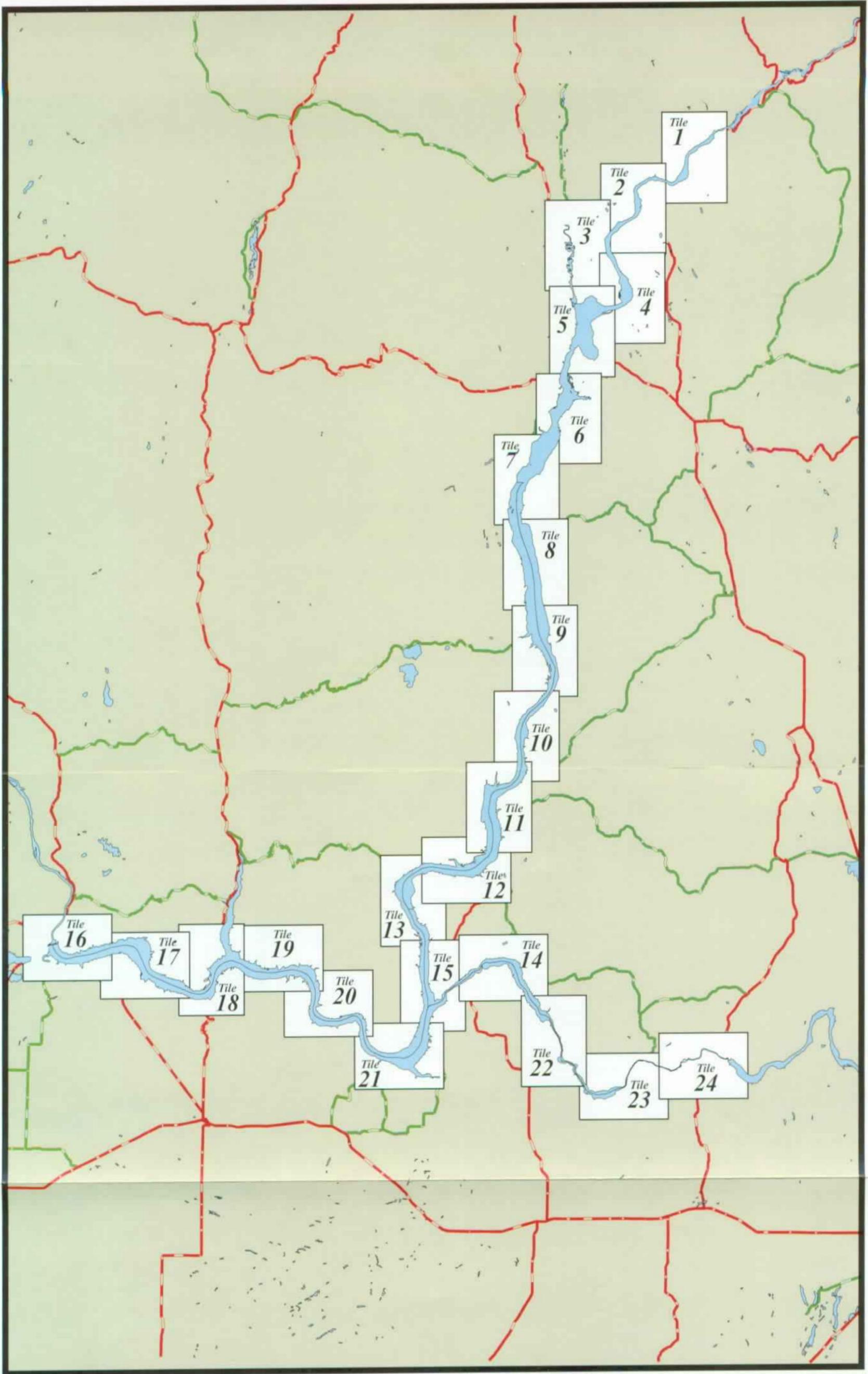
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*Management Area
Detail Maps*

The following maps detail the management areas described in this plan. The maps are done by "tiles," and the first page is an index of the tiles. A reader interested in a specific area can easily use the index to find the tile number and go to that specific map.

These maps are intended for planning and management purposes only. They are not intended for use as legal documents for purposes of determining actual landownership. In addition, these maps are not intended to show management and use of any private, other agency, or tribal lands.



 Primary Roads
 Secondary Roads



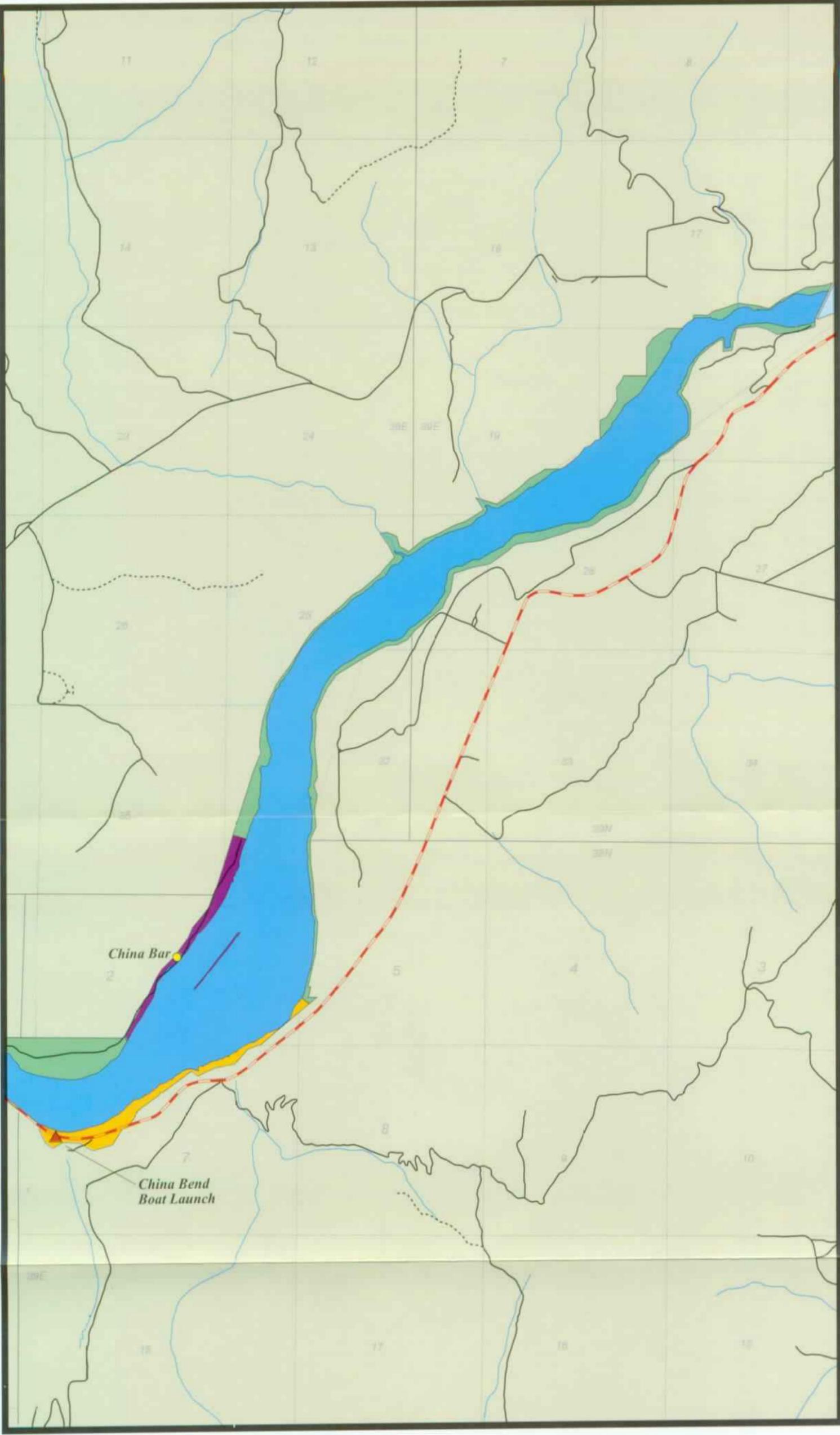
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Tile Index for Management Areas ***Lake Roosevelt National Recreation Area***

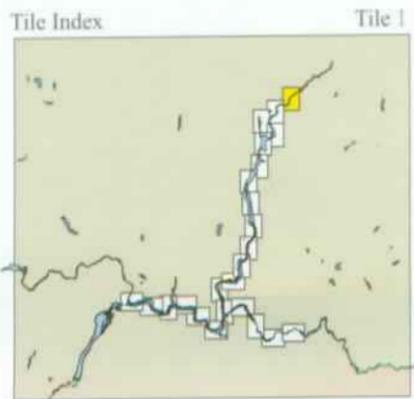
United States Department of the Interior / National Park Service

DSC / 606 / May 2000 / 20,042

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- Management Areas**
- Dispersed Recreation
 - Developed Recreation
 - Concentrated Recreation
 - Historic and Interpretive Sites
 - Special Uses
 - Passive Waters
 - Open Waters
 - Primary Roads
 - Secondary Roads
 - Light Duty Roads
 - Other Roads
 - Streams

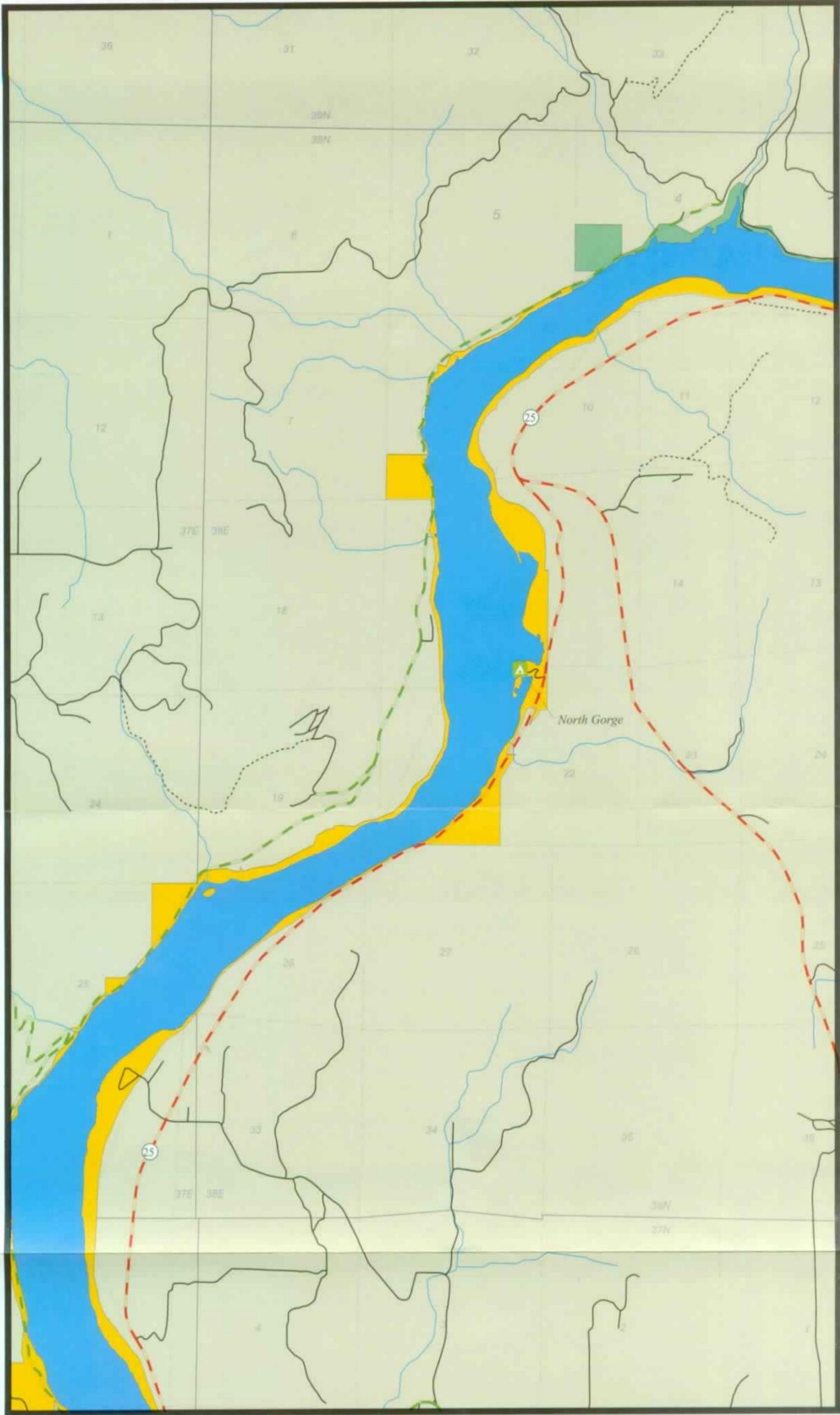


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Management Area - Tile 1
Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service
 DSC / 606 / May 2000 / 20,043

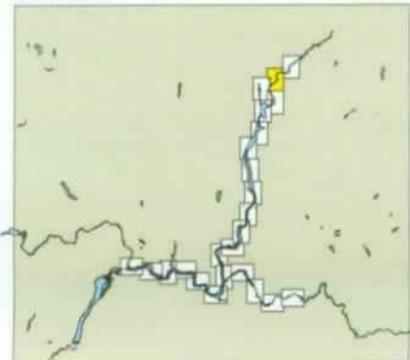
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Management Areas

- Dispersed Recreation
- Developed Recreation
- Concentrated Recreation
- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters
- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams

Tile Index



Tile 2



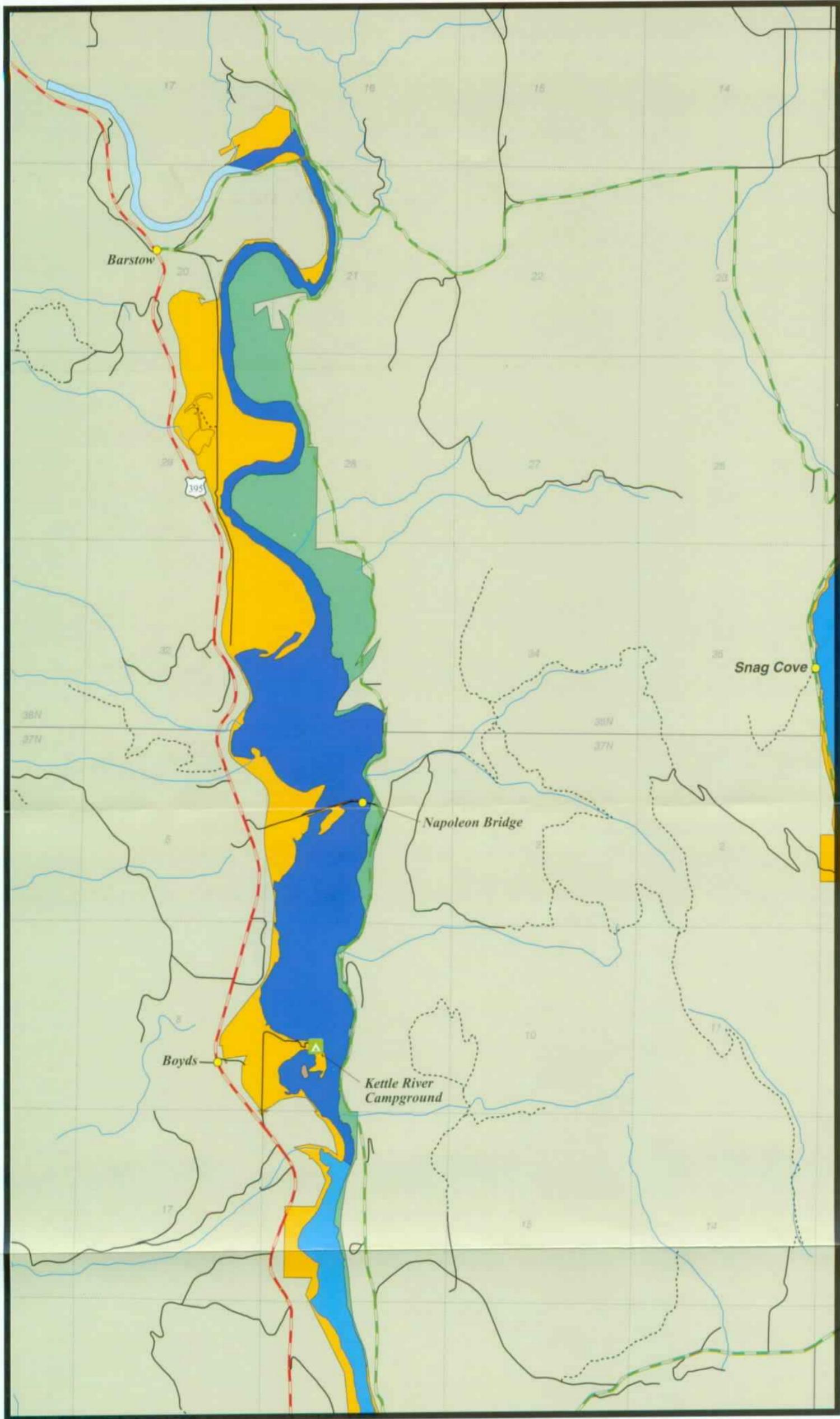
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Management Area - Tile 2
Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service

DSC / 606 / August 2000 / 20,044

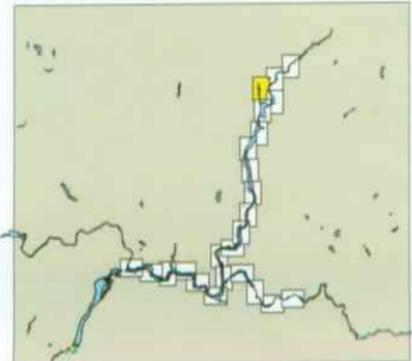
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Management Areas

- Dispersed Recreation
- Developed Recreation
- Concentrated Recreation
- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters
- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams

Tile Index



Tile 3

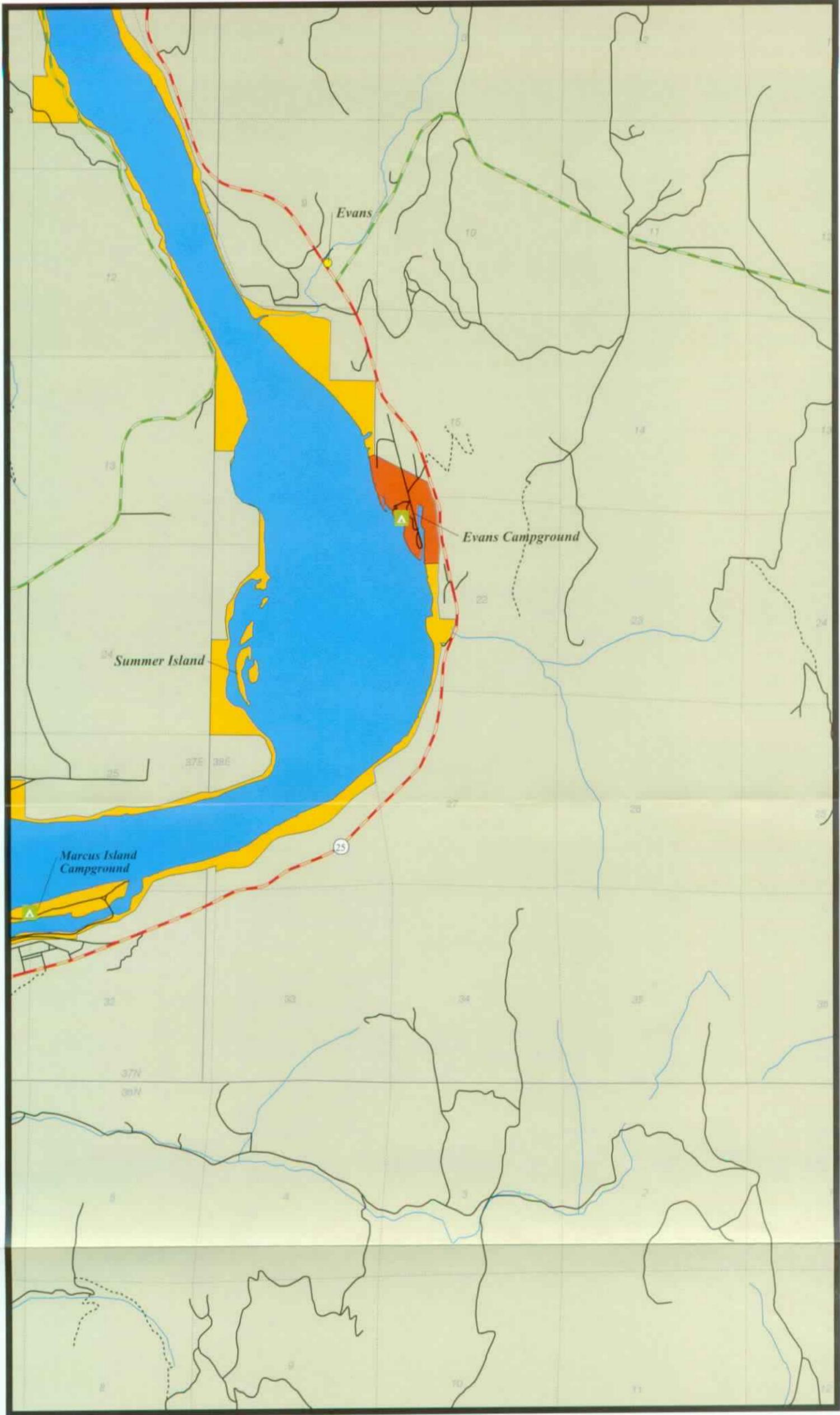


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Management Area - Tile 3
Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service
 DSC / 606 / May 2000 / 20,045

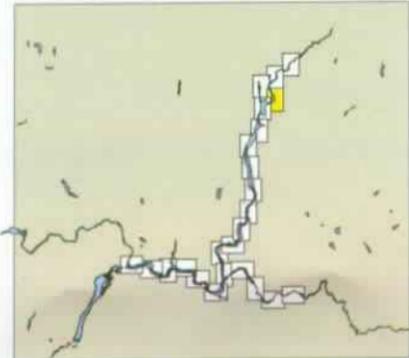
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Management Areas

- Dispersed Recreation
- Developed Recreation
- Concentrated Recreation
- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters
- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams

Tile Index



Tile 4



0.5 0 0.5 1 Mile

Management Area - Tile 4
Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service
 DSC / 606 / May 2000 / 20,046

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Management Areas

- Dispersed Recreation
- Developed Recreation
- Concentrated Recreation
- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters
- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams

Tile Index



Tile 5

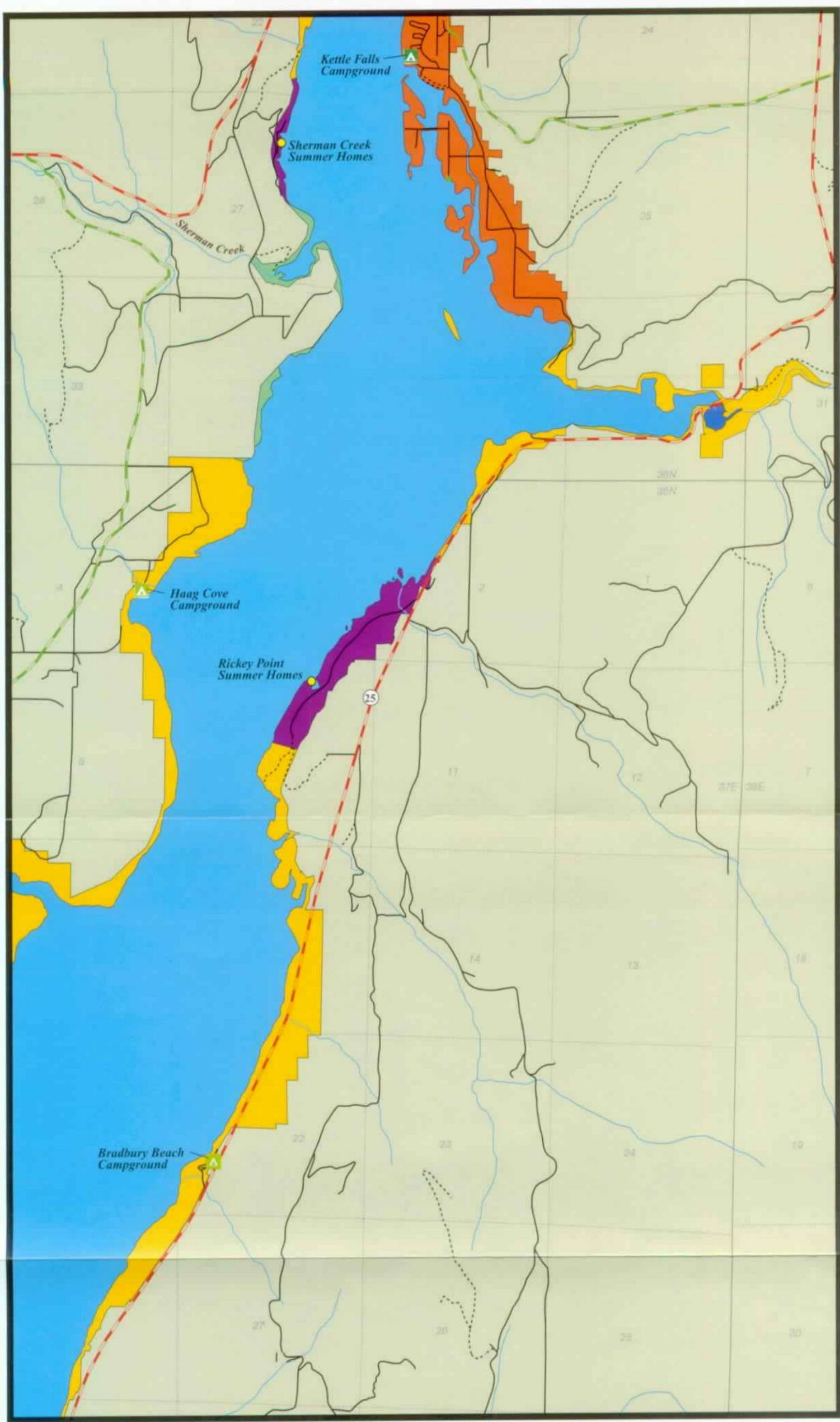


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Management Area - Tile 5
Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service
 DSC / 606 / May 2000 / 20,047

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Management Areas

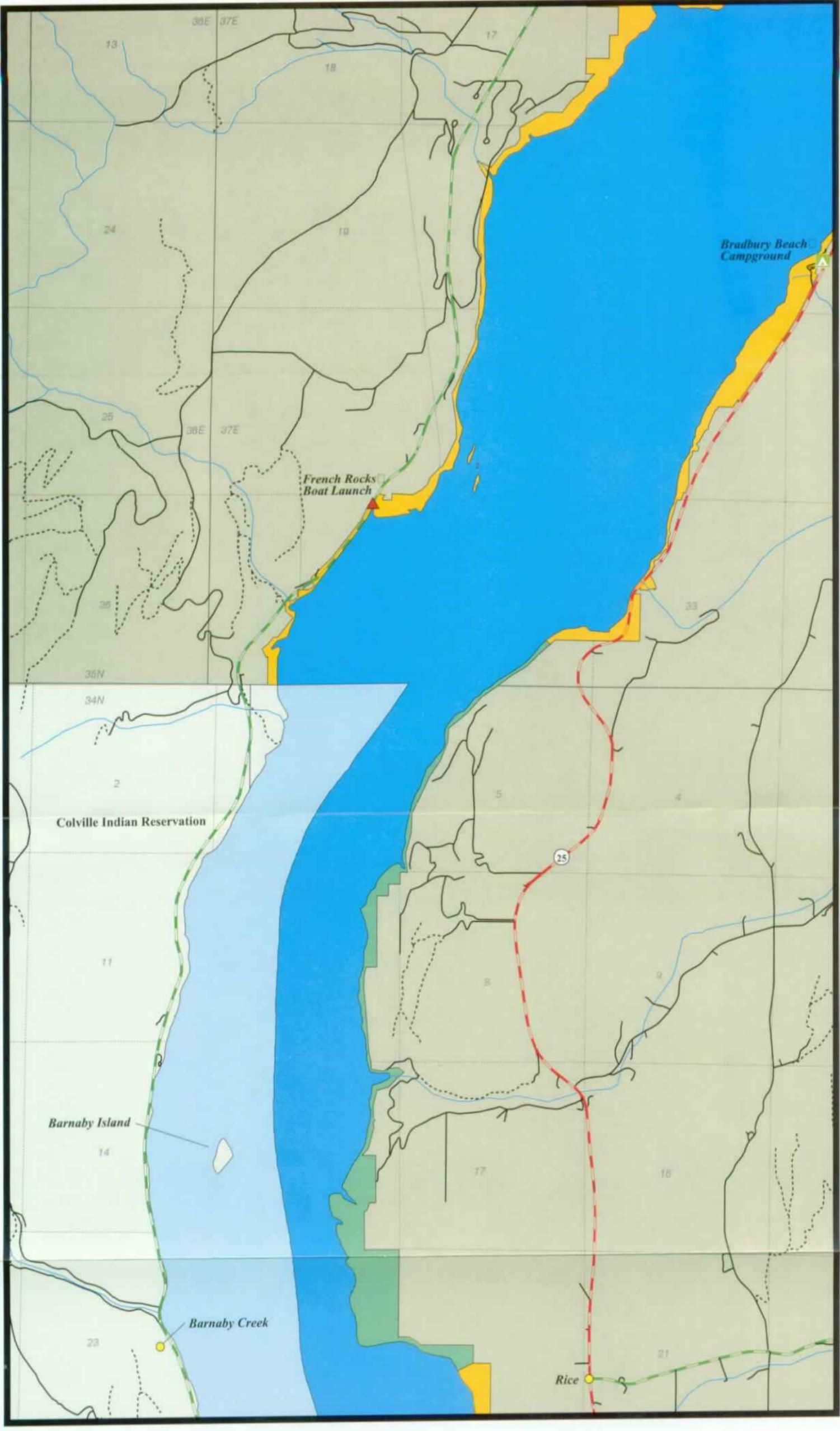
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- Developed Recreation
- Concentrated Recreation
- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters
- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams

Tile Index

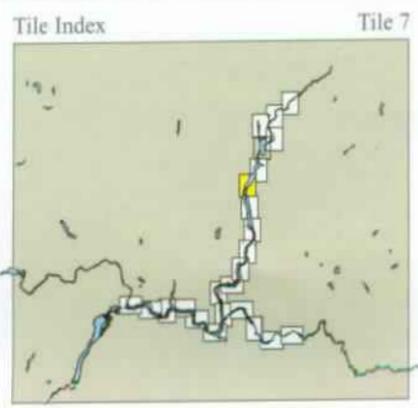


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Lake Roosevelt National Recreation Area
 United States Department of the Interior / National Park Service
 DSC / 606 / May 2000 / 20,048

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- Management Areas**
- Dispersed Recreation
 - Developed Recreation
 - Concentrated Recreation
 - Historic and Interpretive Sites
 - Special Uses
 - Passive Waters
 - Open Waters
 - Primary Roads
 - Secondary Roads
 - Light Duty Roads
 - Other Roads
 - Streams



Management Area - Tile 7
Lake Roosevelt National Recreation Area
 United States Department of the Interior / National Park Service
 DSC / 606 / May 2000 / 20,049

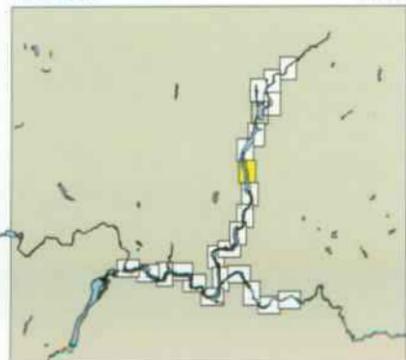
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Management Areas

- Dispersed Recreation
- Developed Recreation
- Concentrated Recreation
- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters
- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams

Tile Index



Tile 8



0.5 0 0.5 1 Mile

Management Area - Tile 8
Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service

DSC / 606 / May 2000 / 20,050

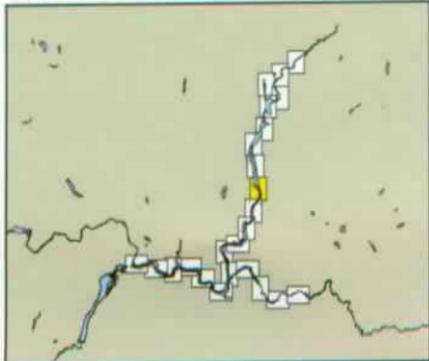
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Management Areas

- Dispersed Recreation
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- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters
- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams

Tile Index



Tile 9



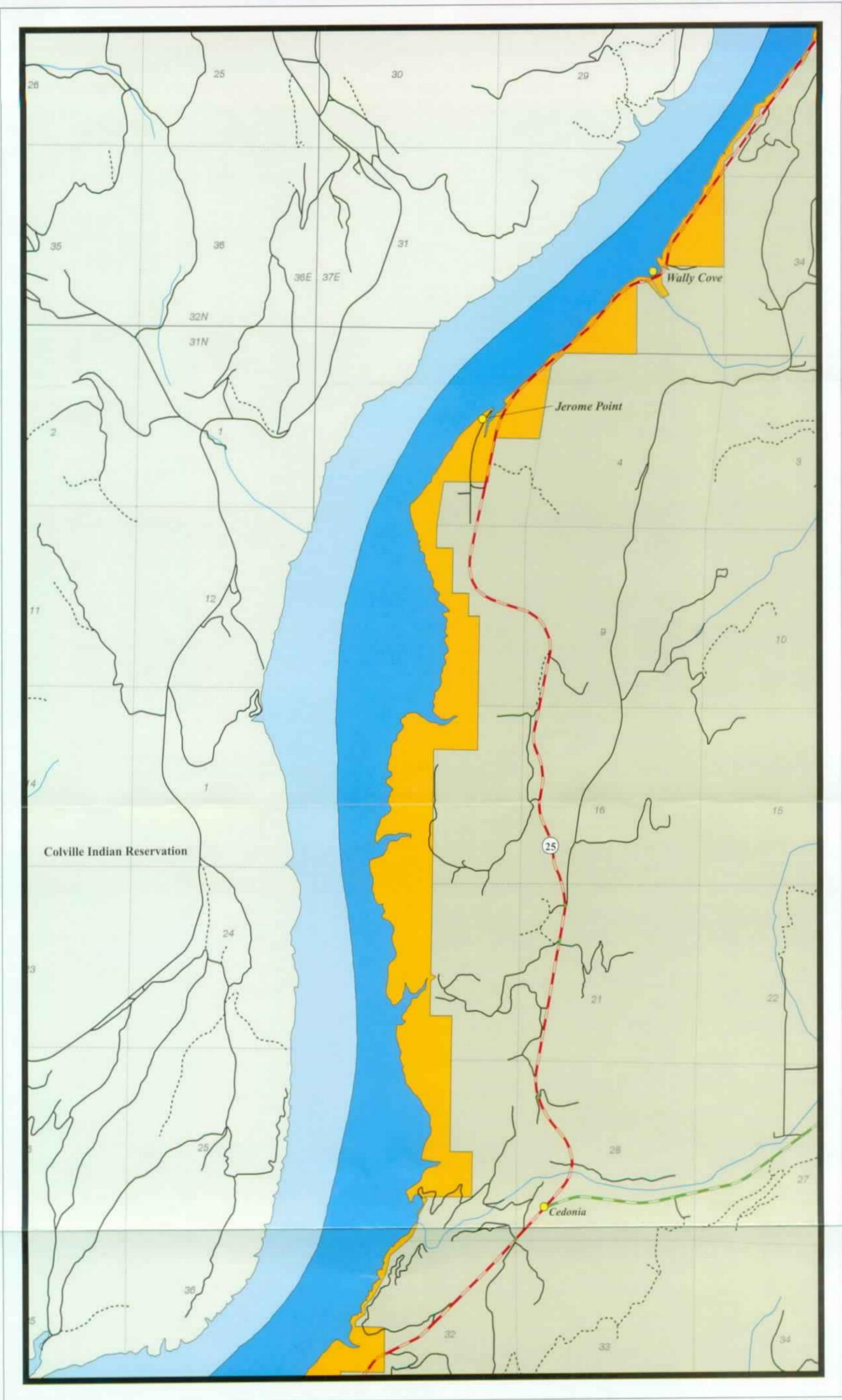
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Management Area - Tile 9
Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service

DSC / 606 / May 2000 / 20,051

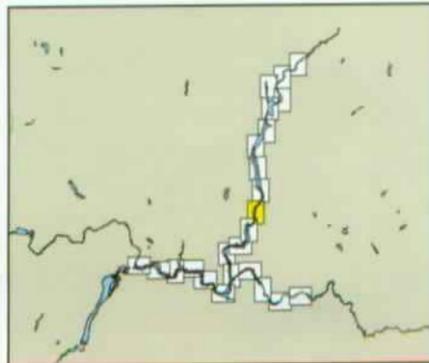
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Management Areas

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- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters
- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams

Tile Index



Tile 10

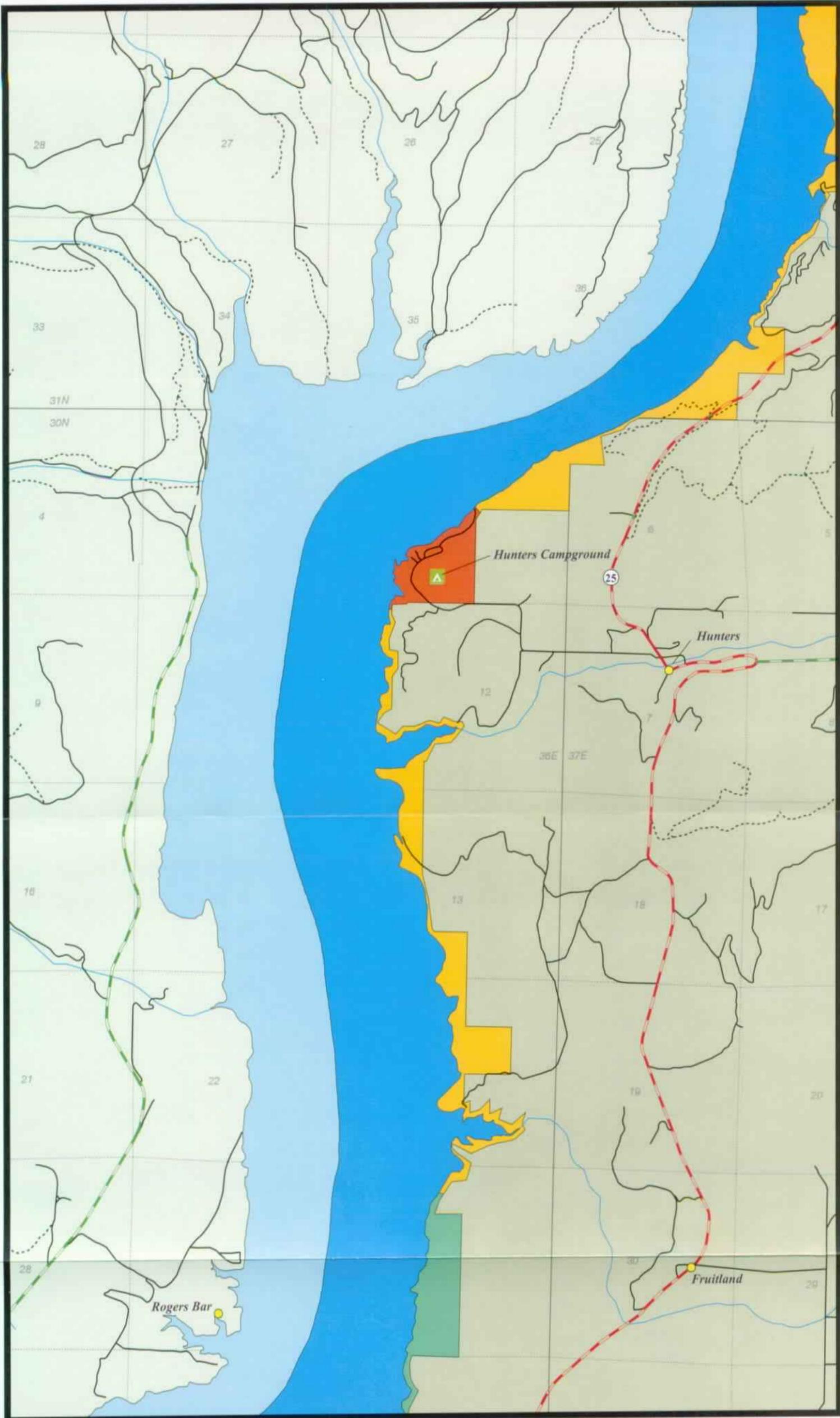


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Management Area - Tile 10
Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service
 DSC / 606 / May 2000 / 20,052

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Management Areas

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- Special Uses
- Passive Waters
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- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams

Tile Index



Tile 11



0.5 0 0.5 1 Mile

Management Area - Tile 11
Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service

DSC / 606 / May 2000 / 20,053

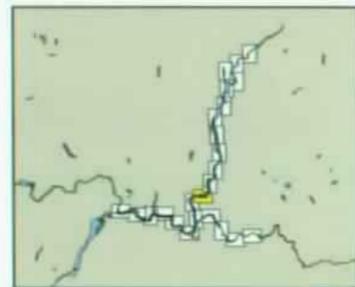
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Management Areas

- Dispersed Recreation
- Developed Recreation
- Concentrated Recreation
- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters

- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams



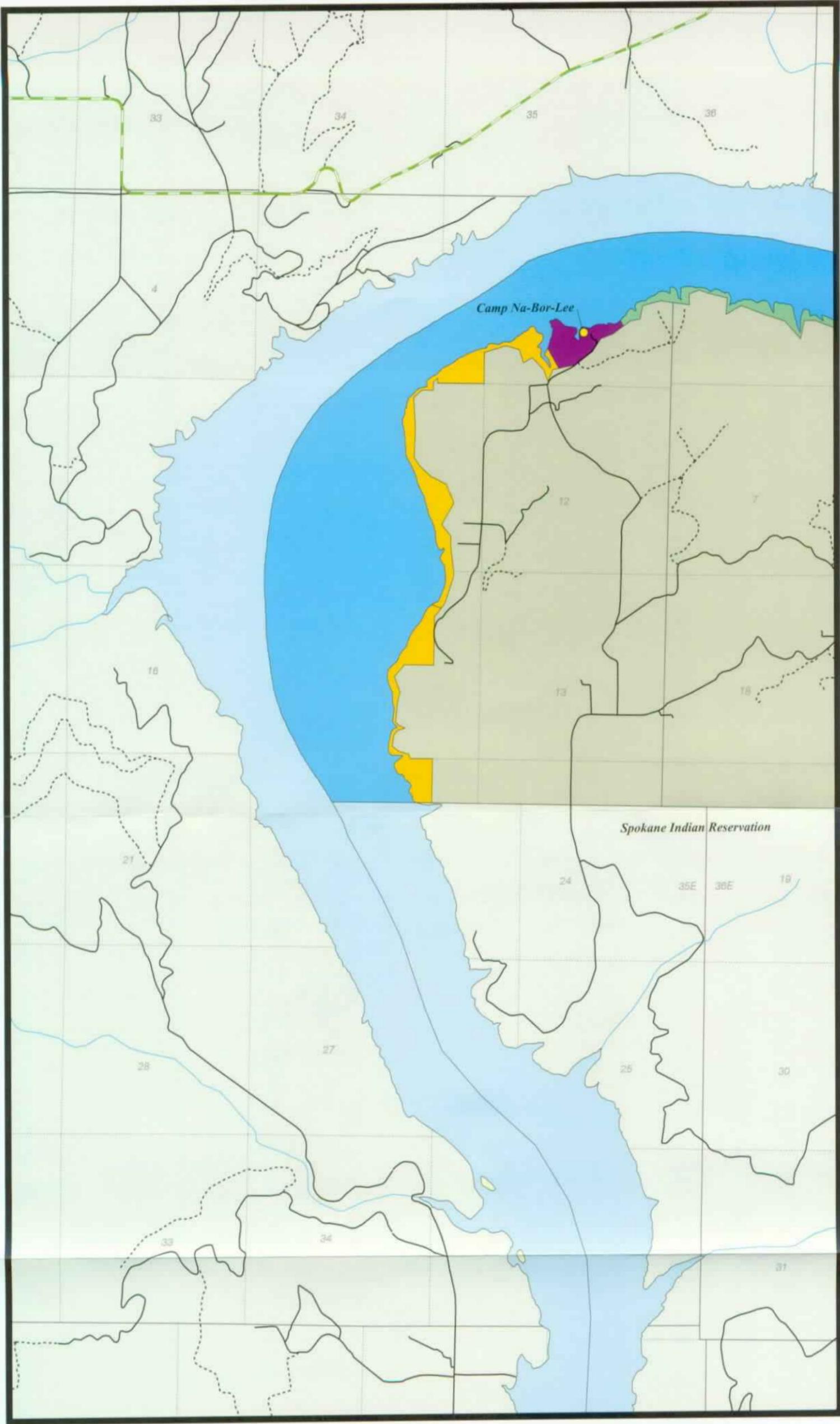
Tile Index
Tile 12



0.5 0 0.5 1 Mile

Management Area - Tile 12
Lake Roosevelt National Recreation Area
 United States Department of the Interior / National Park Service
 DSC / 606 / May 2000 / 20,054

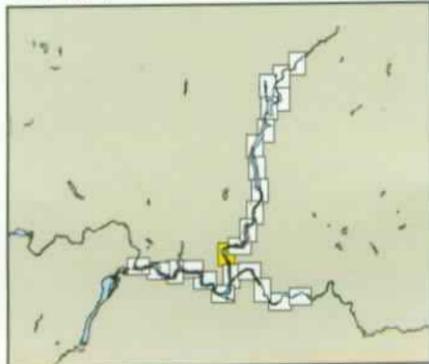
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Management Areas

- Dispersed Recreation
- Developed Recreation
- Concentrated Recreation
- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters
- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams

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Tile 13

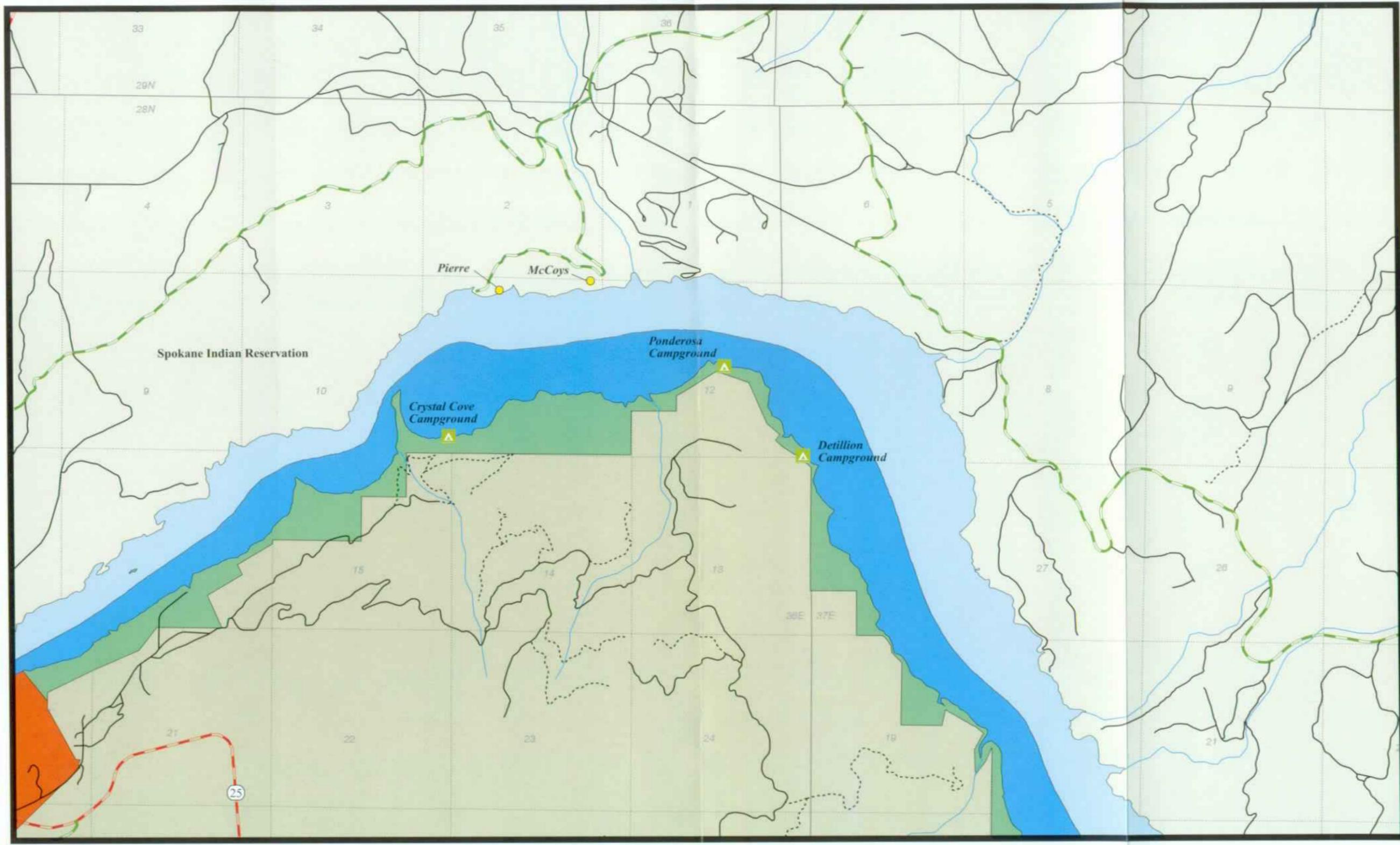


0.5 0 0.5 1 Mile

Management Area - Tile 13
Lake Roosevelt National Recreation Area

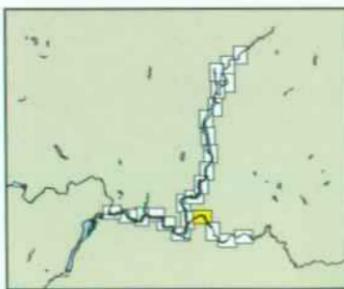
United States Department of the Interior / National Park Service
 DSC / 606 / May 2000 / 20,055

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Management Areas

- | | | | |
|---|---------------------------------|---|------------------|
|  | Dispersed Recreation |  | Primary Roads |
|  | Developed Recreation |  | Secondary Roads |
|  | Concentrated Recreation |  | Light Duty Roads |
|  | Historic and Interpretive Sites |  | Other Roads |
|  | Special Uses |  | Streams |
|  | Passive Waters | | |
|  | Open Waters | | |

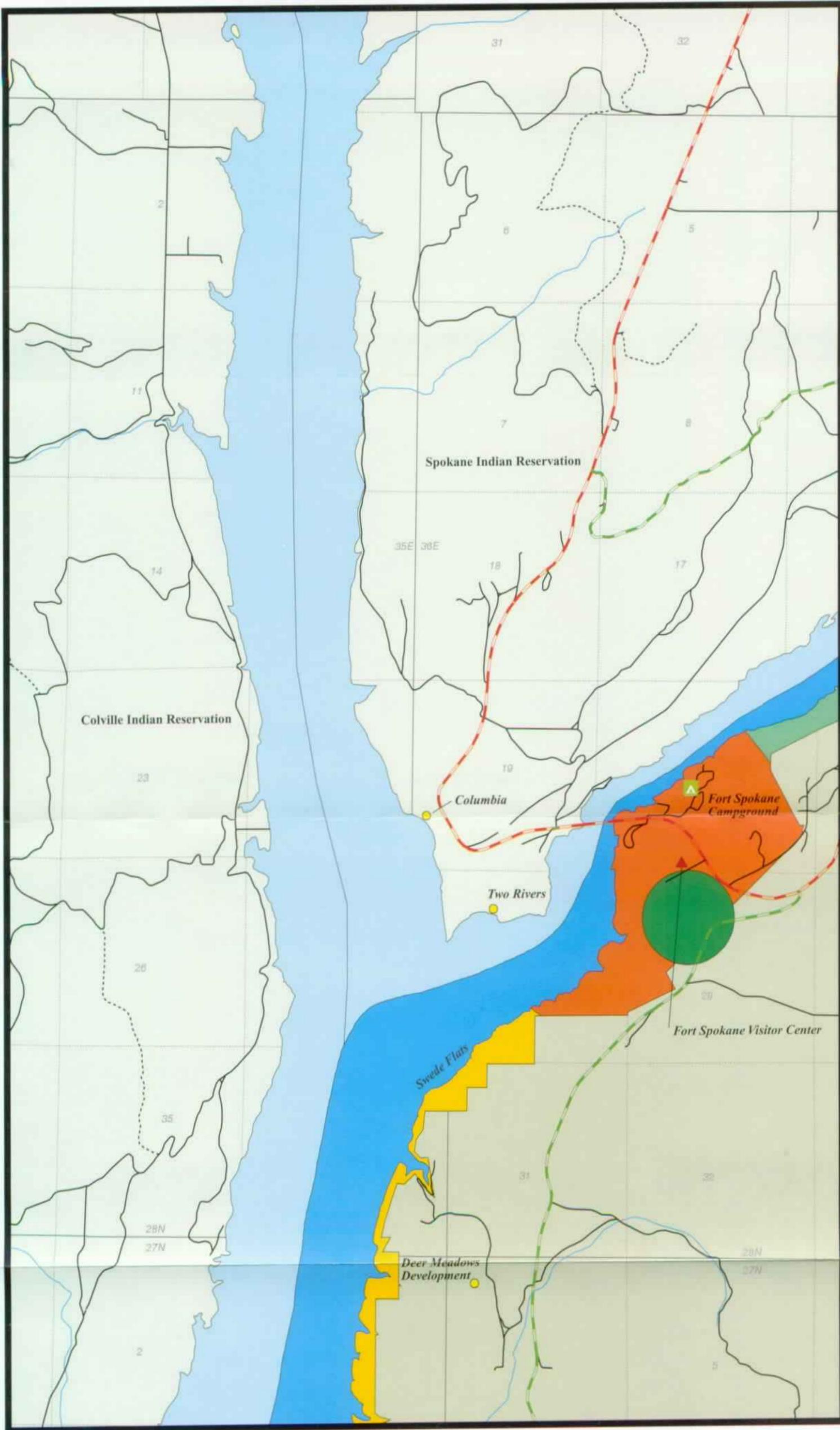


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Tile 14



Management Area - Tile 14
Lake Roosevelt National Recreation Area
 United States Department of the Interior / National Park Service
 DSC / 606 / May 2000 / 20,056

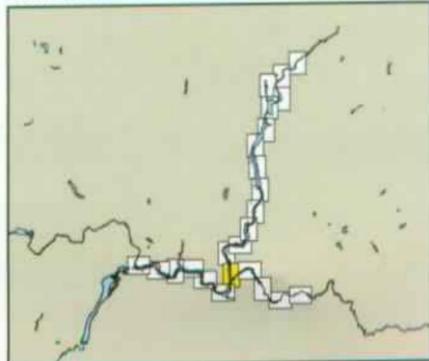
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Management Areas

- Dispersed Recreation
- Developed Recreation
- Concentrated Recreation
- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters
- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams

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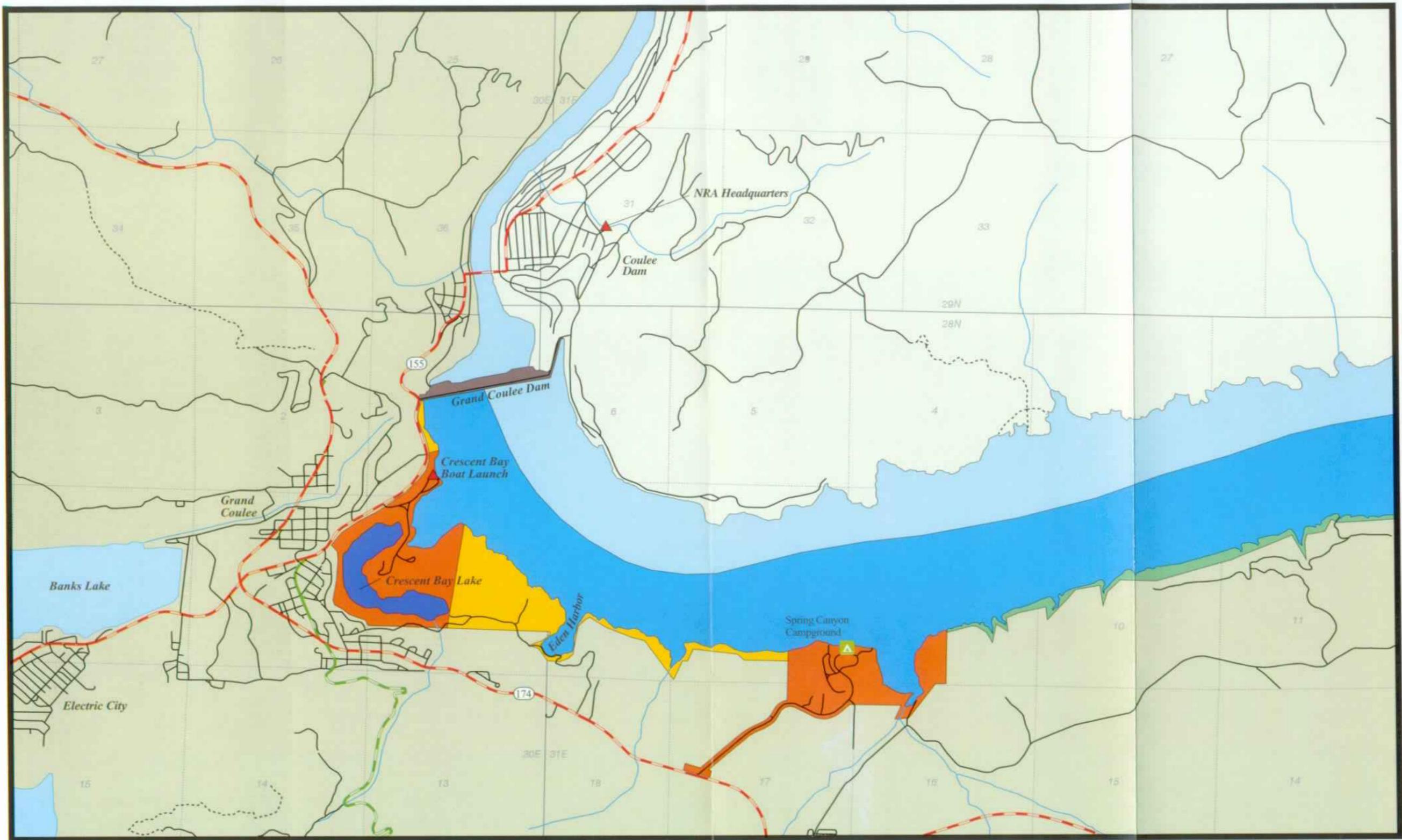
Tile 15



0.5 0 0.5 1 Mile

Management Area - Tile 15
Lake Roosevelt National Recreation Area
 United States Department of the Interior / National Park Service
 DSC / 606 / May 2000 / 20,057

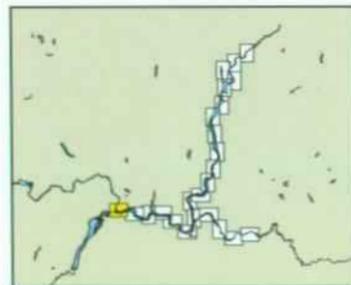
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Management Areas

- Dispersed Recreation
- Developed Recreation
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- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters

- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams



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Tile 16



Management Area - Tile 16
Lake Roosevelt National Recreation Area
 United States Department of the Interior / National Park Service
 DSC / 606 / May 2000 / 20,058

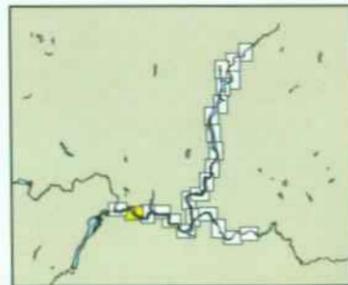
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Management Areas

- Dispersed Recreation
- Developed Recreation
- Concentrated Recreation
- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters

- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams



Tile Index
Tile 17



0.5 0 0.5 1 Mile

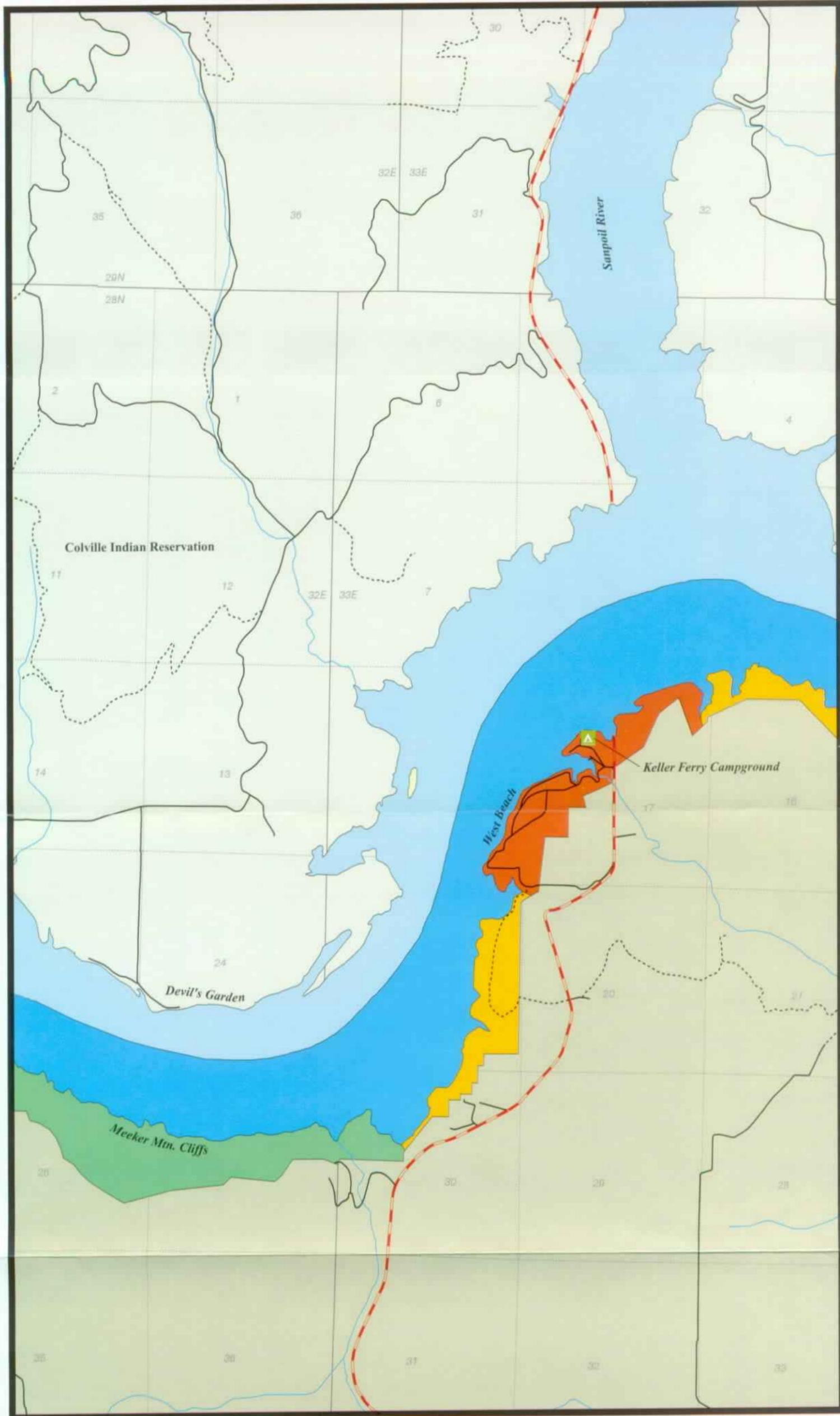
Management Area - Tile 17

Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service

DSC / 606 / May 2000 / 20,059

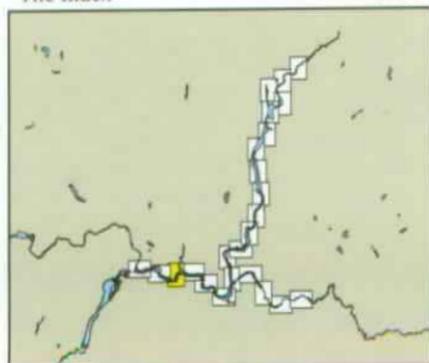
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Management Areas

- Dispersed Recreation
- Developed Recreation
- Concentrated Recreation
- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters
- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams

Tile Index



Tile 18

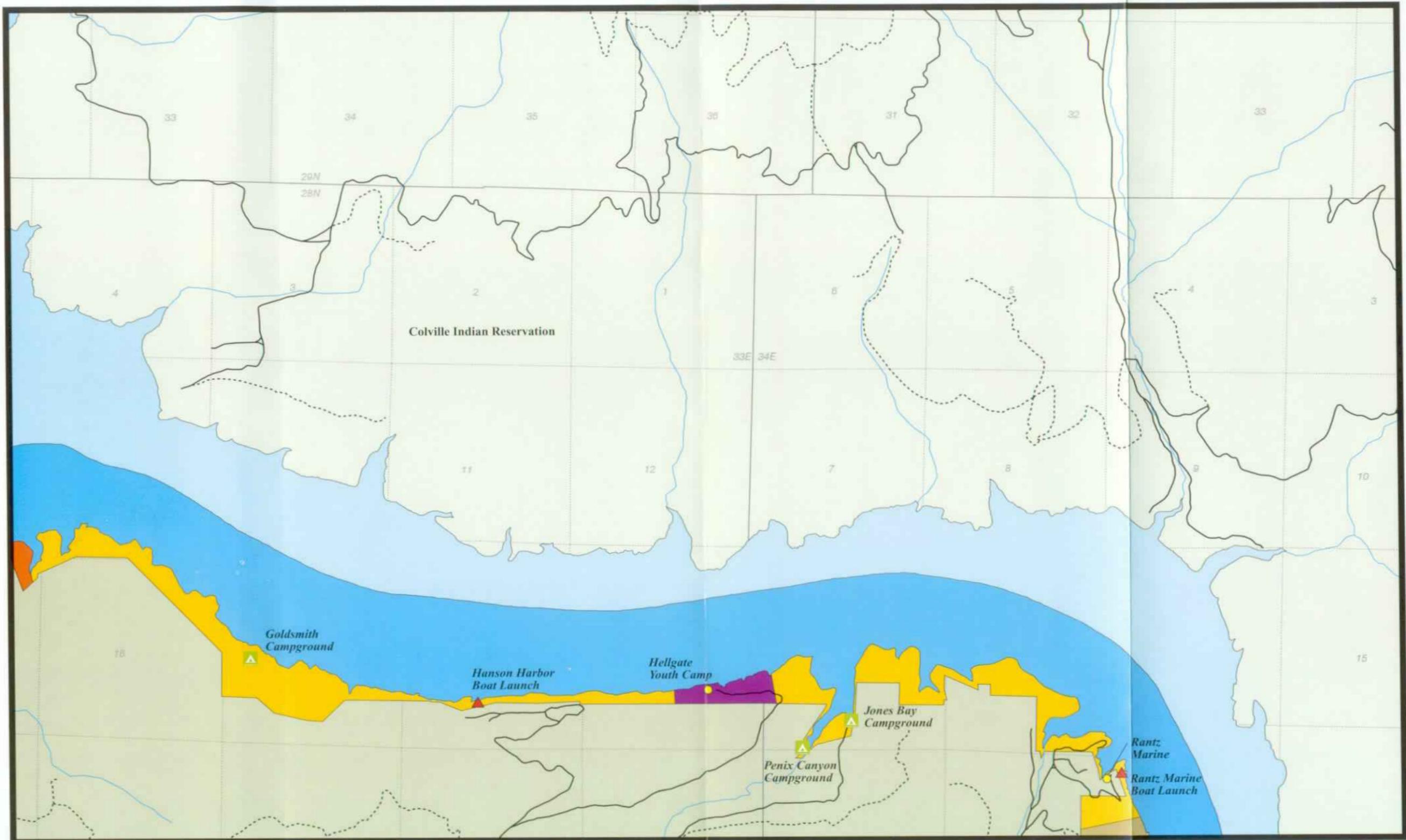


0.5 0 0.5 1 Mile

Management Area - Tile 18
Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service
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Management Areas

- Dispersed Recreation
- Developed Recreation
- Concentrated Recreation
- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters

- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams



Tile Index
Tile 19



0.5 0 0.5 1 Mile

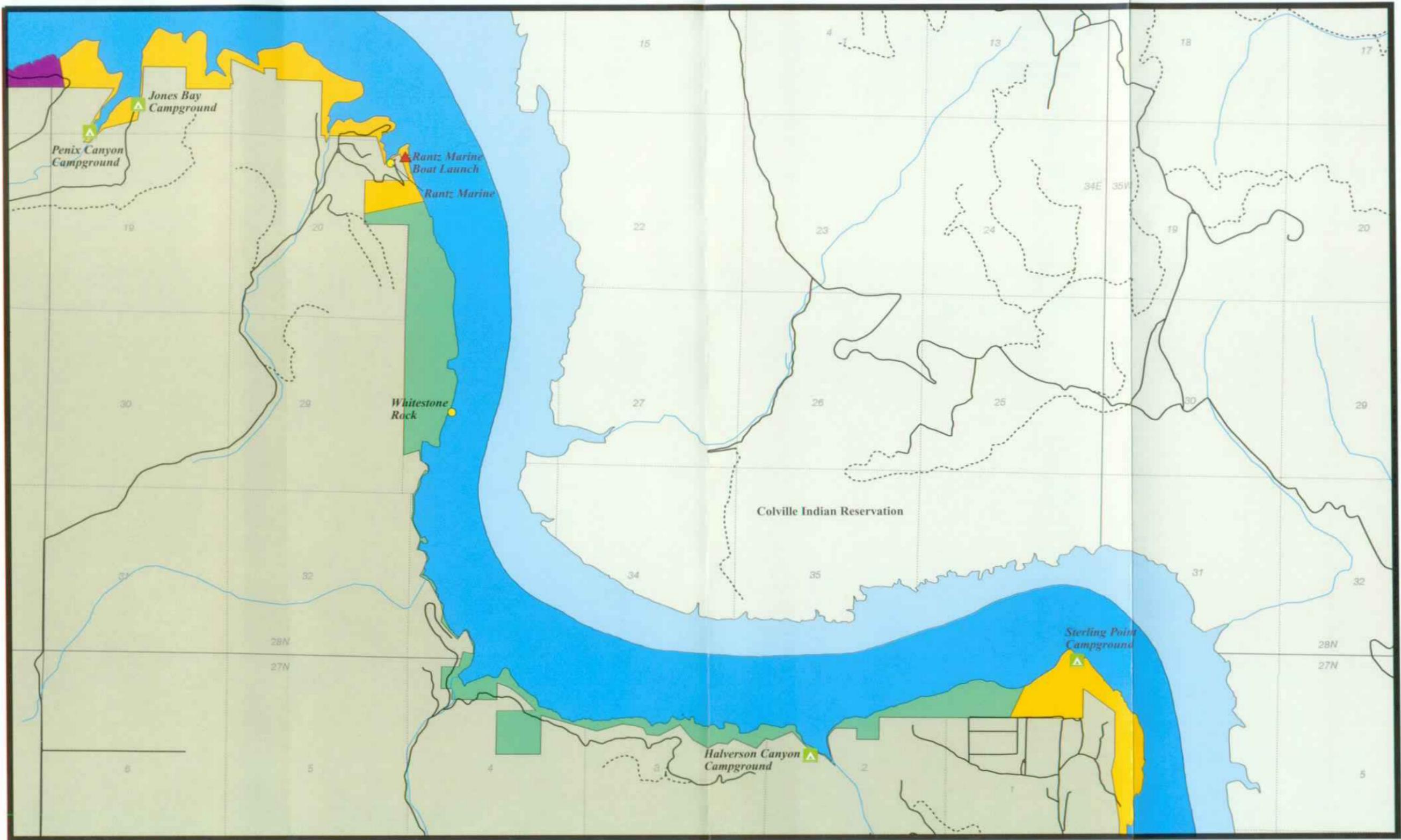
Management Area - Tile 19

Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service

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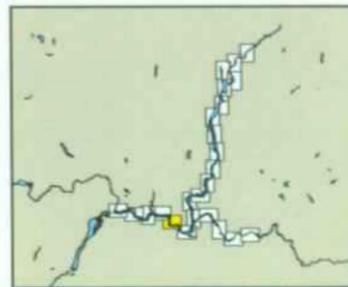
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Management Areas

- Dispersed Recreation
- Developed Recreation
- Concentrated Recreation
- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters

- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams



Tile Index
Tile 20



0.5 0 0.5 1 Mile

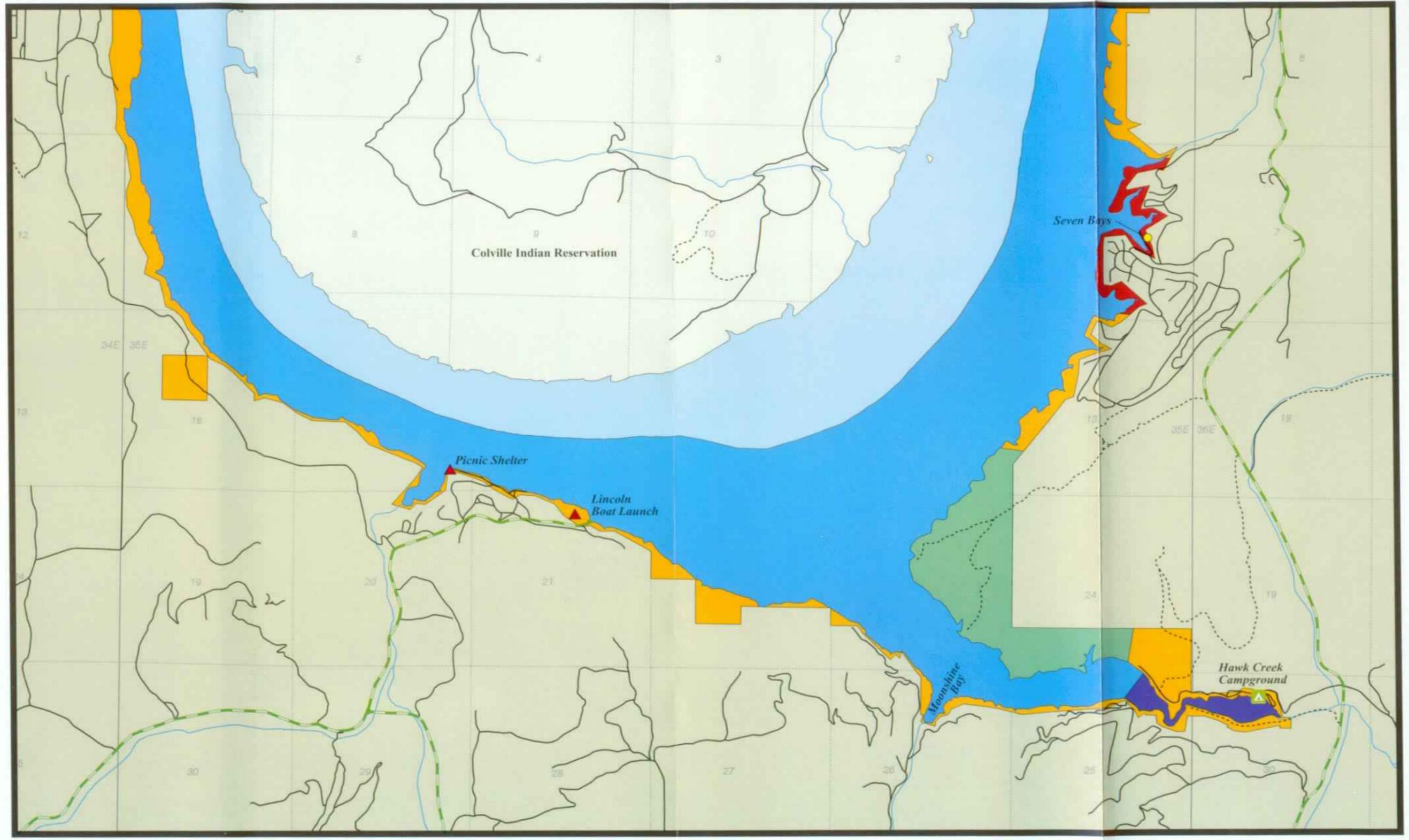
Management Area - Tile 20

Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service

DSC / 606 / May 2000 / 20,062

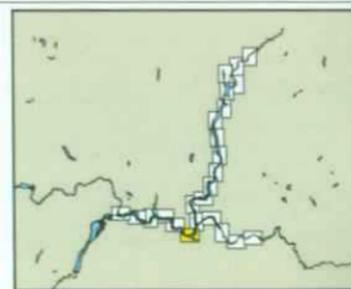
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Management Areas

- Dispersed Recreation
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- Historic and Interpretive Sites
- Special Uses
- Passive Waters
- Open Waters

- Primary Roads
- Secondary Roads
- Light Duty Roads
- Other Roads
- Streams



Tile Index
Tile 21



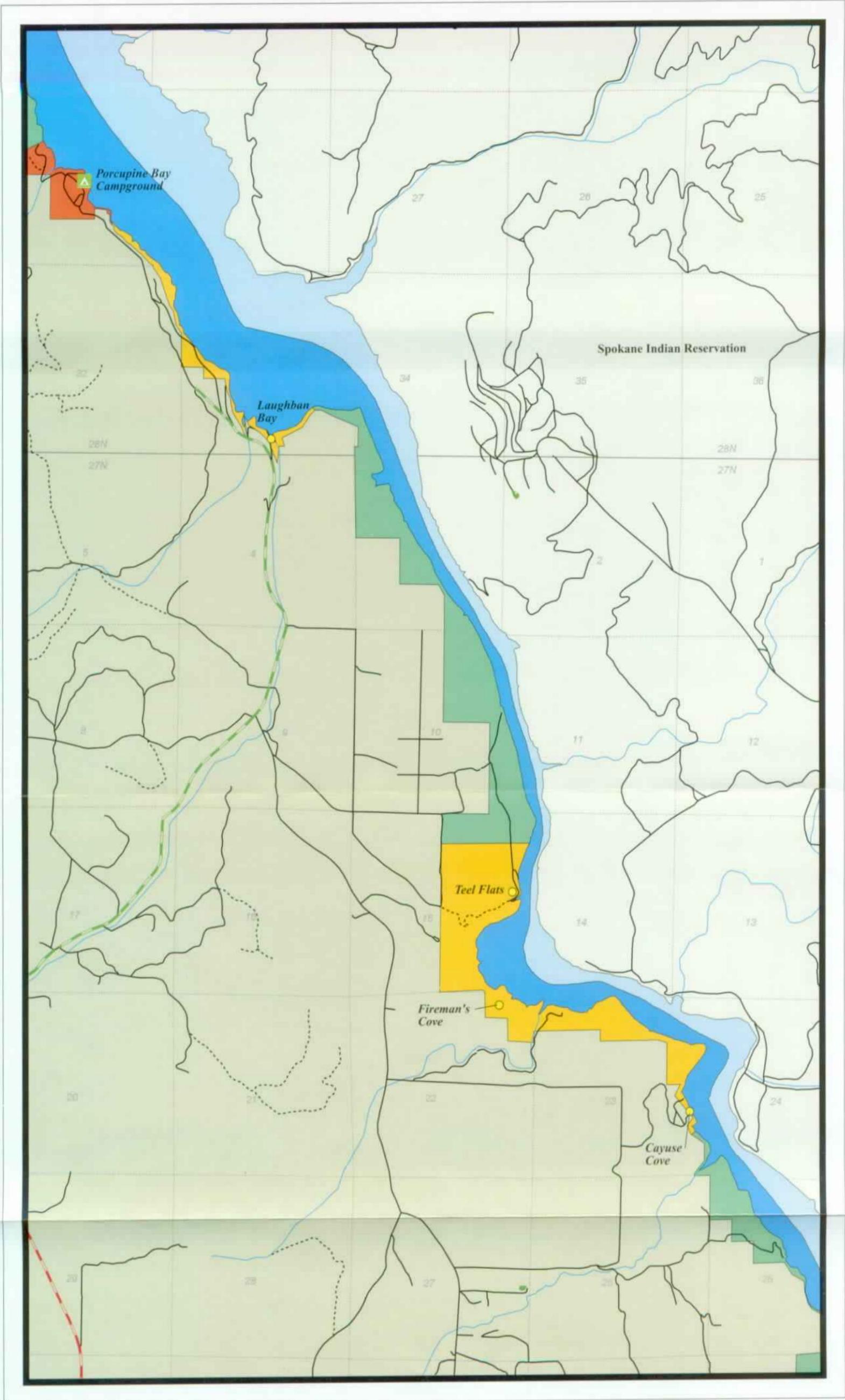
Management Area - Tile 21

Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service

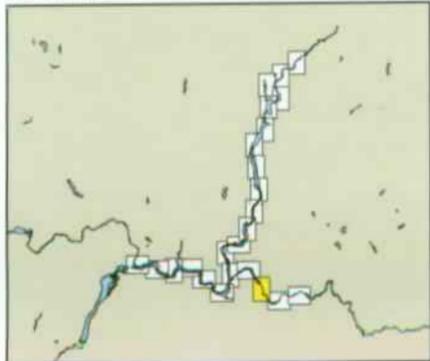
DSC / 606 / May 2000 / 20,063

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- Management Areas**
- Dispersed Recreation
 - Developed Recreation
 - Concentrated Recreation
 - Historic and Interpretive Sites
 - Special Uses
 - Passive Waters
 - Open Waters
 - Primary Roads
 - Secondary Roads
 - Light Duty Roads
 - Other Roads
 - Streams

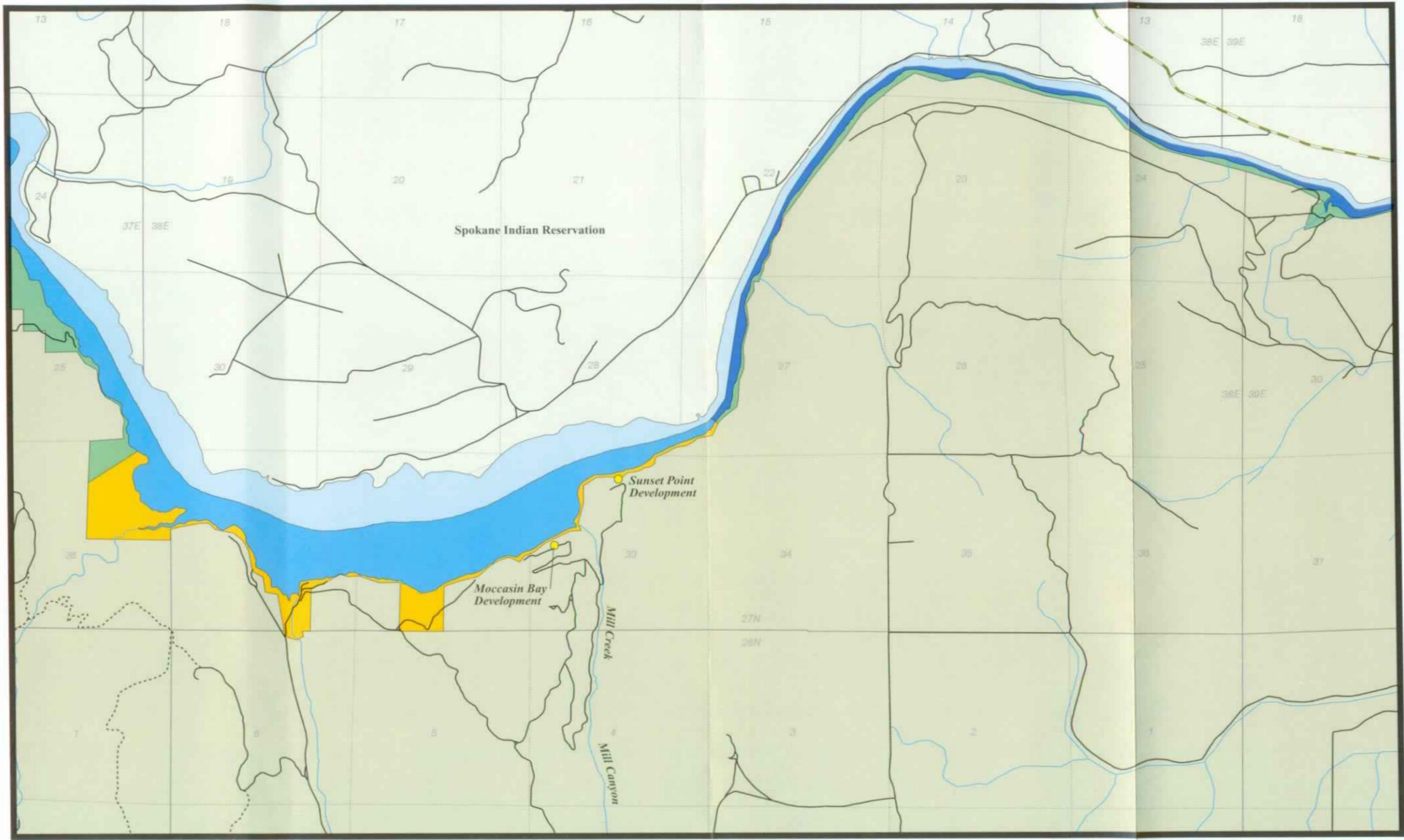
Tile Index Tile 22



0.5 0 0.5 1 Mile

Management Area - Tile 22
Lake Roosevelt National Recreation Area
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Management Areas

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- Primary Roads
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Tile Index
Tile 23



0.5 0 0.5 1 Mile

Management Area - Tile 23

Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service

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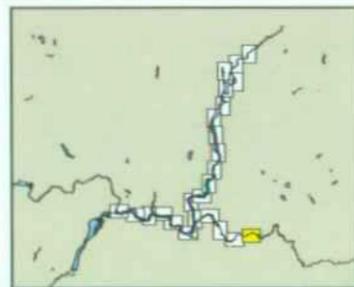
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- Other Roads
- Streams



Tile Index
Tile 24



0.5 0 0.5 1 Mile

Management Area - Tile 24
Lake Roosevelt National Recreation Area

United States Department of the Interior / National Park Service
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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.

Publication services were provided by Mary Ryan, visual information technician, Planning and Design Services, Denver Service Center. NPS D-107, September 2000

UNITED STATES DEPARTMENT OF THE INTERIOR

NATIONAL PARK SERVICE

Lake Roosevelt National Recreation Area

1008 Crest Drive

Coulee Dam, WA 99116-0037

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