

**LAKE ROOSEVELT**  
**CONCESSION MANAGEMENT PLAN**

**JANUARY 1991**

**COLVILLE CONFEDERATED TRIBES**

**NATIONAL PARK SERVICE**

**SPOKANE TRIBE OF INDIANS**

**BUREAU OF RECLAMATION**

**BUREAU OF INDIAN AFFAIRS**

**LAKE ROOSEVELT  
CONCESSION MANAGEMENT PLAN  
TABLE OF CONTENTS**

	<b>PAGE</b>
<b>A. INTRODUCTION</b>	<b>1</b>
1. Purpose	1
2. Methodology	1
3. Scope	2
<b>B. BACKGROUND</b>	<b>3</b>
1. Administration of Lake Roosevelt	3
2. Summary of Concessions and Current Level of Development	4
<b>C. PLANNING PRINCIPLES/RECOMMENDATIONS</b>	<b>5</b>
1. General Comments	5
2. Development Zones	7
3. Operation and Location of Development Zones	7
4. Concession Units and Limits	10
5. Alternative Allocations of Rental Boats	12
6. Selected Alternative for Rental Boats	14
<b>D. GENERAL MANAGEMENT PLAN/CONCESSION     MANAGEMENT PLAN</b>	<b>14</b>
1. General Comments	14
2. Specific Development Areas	15
3. Environmental Considerations	16
<b>E. PLAN ACCEPTANCE</b>	<b>17</b>
1. Signatory Sheet, Management Agencies	17

OKANOGAN  
**LAKE ROOSEVELT**

**CONCESSION MANAGEMENT PLAN**

FEBRUARY 1990

**LEGEND:**

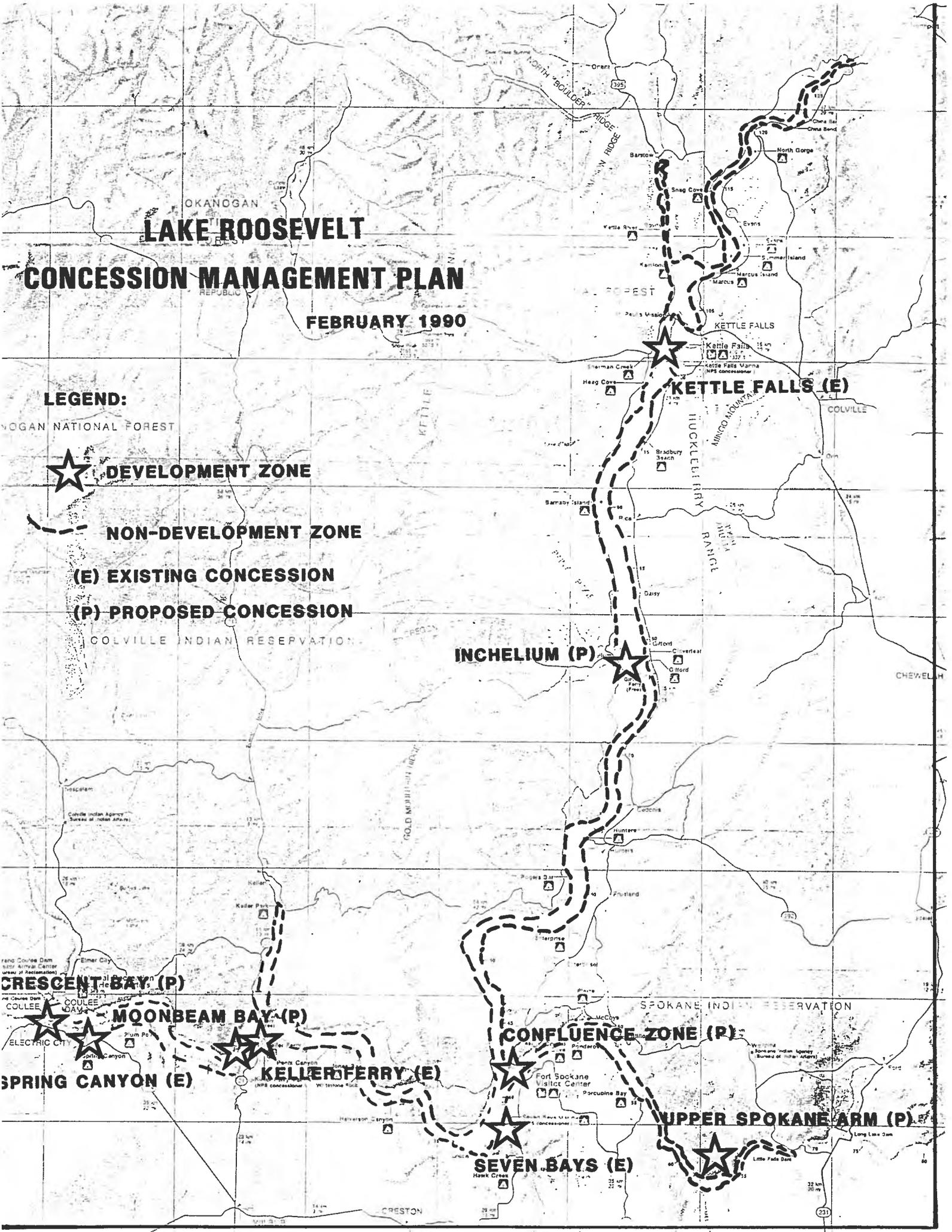


**DEVELOPMENT ZONE**

**NON-DEVELOPMENT ZONE**

**(E) EXISTING CONCESSION**

**(P) PROPOSED CONCESSION**



## **A. INTRODUCTION**

### **1. Purpose**

The purpose of this Concession Management Plan is to define an appropriate level of concession facilities necessary to provide for visitor use and enjoyment of Lake Roosevelt and the adjacent federally owned lands (freeboard lands). The plan will provide for a lakewide distribution of concession development through the selection of appropriate development areas. It is also the purpose of this plan to promote a partnership approach to development between reservation and non-reservation areas of the lake. Further, the plan is intended to protect the lake and the freeboard lands adjacent to the lake from unwise or excessive development and to protect the environment of the lake by limiting development to only certain specified areas. Implementation of this plan will protect the interests of concessioners and users of the lake through the management of planned development.

### **2. Methodology**

a. The planning team was assembled from organizations directly involved in the administration of recreation resources on Lake Roosevelt: National Park Service, Bureau of Indian Affairs, Colville Confederated Tribes, and Spokane Tribe of Indians.

b. The planning team reviewed existing documents and conditions: laws, regulations, policies, inter-agency agreements, previous plans and environmental assessments. Current needs and future conditions were assessed by the team.

c. Issues were defined by the team. The major issues were defined as new locations for concessions activities, the appropriate level of expansion for existing concessions, and the number and distribution of houseboats. Also considered was the effect that location, concession activities, and expansion would have on the surrounding region beyond the freeboard lands.

d. The most feasible solutions to the issues were defined as alternatives by the team. Public meetings on the planning process and the alternatives were held at Grand Coulee, Wilbur, Davenport, Spokane, Wellpinit, Inchelium,

Keller and Kettle Falls. Approximately 200 people attended the meetings and 24 letters were received.

e. The Concession Management Plan and the Environmental Assessment for Proposed Rental Boats were drafted and sent to the meeting attendees and other interested groups and agencies for their review and comments. Through the review process, affected local governments and counties were consulted and included in this planning process. Over 200 copies of the draft documents were sent out for review. Review comments and Upper Columbia River Counties input were received and incorporated into the documents, as appropriate. The Environmental Assessment for Proposed Rental Boats for Lake Roosevelt was completed and signed in June of 1988.

### **3. Scope**

The geographical extent of this plan will include all Lake Roosevelt waters and freeboard lands administered by the National Park Service, known as Coulee Dam National Recreation Area, and the freeboard lands and reservoir surface within the boundaries of the reservations of the Colville Confederated Tribes and the Spokane Tribe of Indians. Lands specifically reserved to the Bureau of Reclamation for project purposes are not included in this plan.

The Concession Management Plan covers only commercial development on Lake Roosevelt and the adjacent federally owned freeboard lands. Privately owned lands are not under the jurisdiction of this plan. Non-commercial facilities such as campgrounds, launch ramps, day use areas, and other public areas operated as a non-profit venture are outside the scope of this plan. Even though a need exists for coordinated lakewide planning for such topics as general shoreline management, special use permits, and recreation use of undeveloped lakeshore, the Concession Management Plan does not include and is not dependent on these other issues. The plan recognizes, however, that there are significant portions of freeboard lands that are set aside for special protection for game management, archaeological, religious and other purposes that will preclude concessions development. In addition, the plan is in conformance with the General Management Plan for Coulee Dam National Recreation Area. The relationship between the two documents is covered in Section D of this plan. It is the intention of this plan to set the upper limits on commercial development by defining the specific areas where development may be allowed and setting the maximum amount of development for each area. It is also the intention of this plan that it be compatible, where possible, with other plans for the general area. It is not the intent of this plan to imply that any development would be economically feasible or that the maximum level of development should be achieved. A market analysis should be made to determine the profitability of each

commercial proposal.

The Concession Management Plan is intended to be the guiding document for commercial development on Lake Roosevelt for a ten year period from the date of approval. In order to determine if the plan is meeting its goals and objectives, a major review will be made at the end of a five year period in light of additional experience with lake concession facility managing, marketing and actual business performance. Notwithstanding the five year review, the parties to the plan may consider at any time the need for updating the plan.

It is not the intent of this plan to confer or remove any right of development of the freeboard lands. This plan neither establishes or takes away any legal rights for any of the parties to develop the freeboard lands. This plan will, however, restrict the amount and location of commercial development.

## **B. BACKGROUND**

### **1. Administration of Lake Roosevelt**

Coulee Dam National Recreation Area was established in 1946 by the Secretary of the Interior's approval of a Tri-Party Agreement which included the National Park Service, Bureau of Reclamation, and Bureau of Indian Affairs. NPS operations under such agreements are authorized by P.L. 79-633. The Bureau of Reclamation operates Grand Coulee Dam in accordance with established criteria developed to meet authorized project purposes. The reservoir and related lands were administered under the 1946 management agreement until 1974 when Interior Secretary Rogers C.B. Morton directed that the agreement be expanded to include the Colville Confederated Tribes and the Spokane Tribe of Indians. Secretary Morton's directive was prompted by the Interior Solicitor's opinion that the Tribes have exclusive rights to hunting, boating, and fishing for those areas of the reservoir that are within the two Indian Reservations (Indian Zone). After lengthy negotiations, a new management agreement was signed on April 5, 1990. This agreement confirms and establishes management authority for the two Indian Tribes within the boundaries of their respective reservations. The agreement acknowledges the Coulee Dam National Recreation Area as a unit of the National Park System.

In addition to and in accord with the Lake Roosevelt Management Agreement, there is a need for the Concession Management Plan in order to protect the interests of all providers of commercial recreation. The plan provides for public recreation use of the reservoir through planned concessioner developments. The plan allows a reasonable level of economically and environmentally sound

development, and at the same time, provides a logical basis for denying spontaneous proposals for private development of the shoreline.

## **2. Summary of Concessions and Current Level of Development**

The National Park Service was directed by the 1946 management agreement to "...negotiate contracts for supplying the necessary public services related to any recreational use of the recreation area." Under this 1946 directive, the National Park Service approved several early proposals for commercial facilities. Some of the proposed facilities, such as the Rantz Marina at river mile 25 and the Armstrong Resort at river mile 54 (Spokane Arm) were never constructed. A public launch ramp and community dock were constructed by a community group at the Rantz site, but no commercial facilities were ever provided. In addition, a snack shop was operated at Kettle Falls swim beach during the summer of 1984 and in the early summer of 1985; however, the low lake levels resulted in decreased use of the swim beach and the concession was closed in 1985.

At present, there are five concessions offering commercial services on the shores of Lake Roosevelt, and one proposed concession at Crescent Bay. The proposed concession site at Crescent Bay is located on the south shore of Lake Roosevelt just above Grand Coulee Dam. The site may eventually include a full service marina resort with food service and lodging, boat rentals, fuel/supplies/repair service, tour boat, RV park, launch ramp and day use facilities.

Of the five operating concessions, Lakeview Marina at Keller Ferry (river mile 17) has been in operation for the longest period of time. The facility began in 1966 and is now under its third ownership, Roosevelt Recreational Enterprises. The marina, which is undergoing rebuilding and expansion, offers boat fuel and supplies, open and covered boat slip rentals, dry storage, house boat rentals, fishing boat and ski boat rentals, and a small general store. Future plans include a restaurant and RV park.

The Seven Bays Marina, also operated by Roosevelt Recreational Enterprises, is located on the east shore at approximate river mile 38. The operation consists of a general store and restaurant, docks and mooring facilities, boat rentals and boat fuel and supplies.

The Spring Canyon concession, located about 3 miles from Grand Coulee Dam at the NPS Spring Canyon Campground and day use/swim beach area, provides visitor services from a small retail space in an NPS building. The concession stand offers foods and beverages and other standard snack shop items. The business is operated during the summer months only. Over the years, several

different individuals have operated the facilities.

The Kettle Falls Marina is located near the town of Kettle Falls on the north end of the reservoir (river mile 106). The marina has been in operation since 1975. A small marina store provides standard goods such as boat fuel and supplies, food and beverage items, ice, and fishing tackle. Rental boats, docking slips and mooring buoys are also provided. The business is operated by Lake Roosevelt Resort and Marinas. The structures are owned by the National Park Service.

McCoys Marina is the only commercial operation on the Spokane Arm of the reservoir and is located about seven miles up the Spokane Arm from the confluence with the main reservoir. This business consists of a small store and gas dock. No boat rentals or mooring facilities are offered. The business was begun by the McCoy family.

McCoys Marina is the only commercial facility within the Indian Zone on Lake Roosevelt. All other concession facilities are located outside the Indian Zone and are operated under permits or contracts issued by the National Park Service.

The past history of concession operations on Lake Roosevelt is not a reliable indicator of the profitability of new or expanded concessions. Up until 1987, all of the concessions were small family operated businesses that did little or no advertising in metropolitan markets. Two studies for proposals at Crescent Bay and Seven Bays indicated that marketing, particularly in the Seattle area, is a major factor in the profitability of concessions on Lake Roosevelt.

Advertising in Seattle during the 1987 visitor season was an essential element in the successful initiation of houseboat rentals on Lake Roosevelt by Roosevelt Recreational Enterprises. In addition, the advertising contributed to a rise of 25% in general visitation to Lake Roosevelt. For the first time ever, the recreation area in 1987 attracted over 1,000,000 visitors.

## **C. PLANNING PRINCIPLES/RECOMMENDATIONS**

### **1. General Comments**

Three basic assumptions underlie the planning process: (1) Recreational uses of Lake Roosevelt will continue to increase; (2) Adjacent lands and economics are affected by increased use of the lake; and (3) In order to accommodate this recreation use, a well planned and orderly increase in the types and number of commercial recreational facilities is desirable. An appropriate number of attractively designed and adequately financed concessions will benefit both the lake visitor and the surrounding communities.

Almost all concessions development prior to this joint planning effort has taken place outside the Indian Zone. Based on certain rights, the Tribes believe they should share in the development opportunities offered by Lake Roosevelt. The Tribes want to see controlled development take place on Lake Roosevelt within the social and environmental carrying capacity of the water body. Further, the Tribes oppose the proliferation of concession activities on the lake. The Tribes believe an orderly plan to achieve a proper balance of concession development on Lake Roosevelt is the keystone of this planning document. Therefore, the Tribes support a lakewide plan that will ensure an appropriate distribution of concession activities, economic opportunities and a quality recreation experience for the visiting public.

The portion of Lake Roosevelt within the boundaries of the Indian reservations is approximately 45% of the total water surface. Under this plan, the opportunity for 45% of the concession facilities on the lake would be within the Indian reservations. A balance between on-reservation and off-reservation development is a goal of this plan.

The role of the National Park Service at Lake Roosevelt is to provide recreation opportunities and services for the visiting public, and to protect the resources within those areas under its jurisdiction. The concession operations allowed under a National Park Service permit or contract must be necessary and appropriate to the mission of the Coulee Dam National Recreation Area. In addition, a concession proposal must be economically feasible before the National Park Service can authorize construction on federal lands.

The Bureau of Reclamation operates Grand Coulee Dam which regulates the water surface of Lake Roosevelt. The major purposes of the project are power, irrigation, and flood control. The reservoir pool elevation is maintained as high as possible for recreation purposes. Reclamation supports the orderly development and management of the lands and waters for public use through use of concessions as appropriate.

Although the water surface is split among several managing agencies, Lake Roosevelt should be viewed as one water body. The general public and the administering agencies will benefit from coordinated lakewide planning and uniform rules and regulations.

It is the intention of this plan, taking into account the general comments above and certain economic factors, to distribute marina locations and boating numbers in such a manner that recreation use is dispersed and visitor services are available on a lakewide basis. This plan is also intended to balance economic development

with resource protection while providing for necessary and appropriate commercial recreation facilities. In order to accomplish these objectives the plan sets limits on the number, type, and location of concession activities on the lake. The following sections cover the concepts of development zones, concession units and the examination of development alternatives.

## **2. Development Zones**

In order to provide high quality visitor facilities and to protect and preserve long stretches of undeveloped lakeshore, only certain zones are appropriate for development. A development zone is a land and water area large enough to accommodate a marina and other related commercial activities. The development zone may include one or more contiguous bays or inlets, as necessary to accommodate the allowable facilities. Development zones are designated in areas where site characteristics and transportation facilities provide the greatest probability of success. A concession must meet visitor needs and be able to thrive economically.

Location of development zones on the shoreline of Lake Roosevelt is constrained by several factors including road access and topography. Even though there are over 600 miles of shoreline on Lake Roosevelt, good development areas with existing access are limited. Much of the reservoir is bounded by steep banks that are prone to erosion and landslide. For the few areas that have desirable characteristics, many are in remote locations accessible only by boat or by extensive construction of new roads.

## **3. Operation and Location of Development Zones**

Priorities and policies for new concession development and for the expansion of existing facilities are as follows:

- A. The Concession Management Plan will determine the general location of development zones that will be allowed for the 10 year planning period, pending the major review at the end of the first 5 years.
- B. Each development zone will have one concessioner who will have the opportunity to provide all development within the zone.
- C. The concessioners within the development zones will be permitted to develop the concession units up to the limits specified in this plan, pending site limitations and environmental considerations.

D. The concession operators may propose the transfer of rental boat allocations among certain development zones, so long as the lakewide limit on rental boats is not exceeded. This would allow some flexibility in the allocations to each zone in order to accommodate actual market conditions. In order to maintain a balance of rental boats on the lake, shifts in boat allocations may not occur between the north half and south half of the lake. Proposals for transfers of boats within each half of the lake will be considered. The north half of the lake includes the Inchelium and Kettle Falls development zones; the remaining development zones are all within the south half of the lake. All transfers are subject to environmental concerns, site limitations, and Tribal/NPS concurrence.

The development zones identified as suitable for expansion of existing concessions or suitable for development of new concessions are as follows:

Crescent Bay - This development zone is located about one mile south of Grand Coulee Dam and is immediately east of the city of Grand Coulee. The area has excellent access as it is adjacent to State Route 155. The Bureau of Reclamation's visitor center at Grand Coulee Dam, located within a mile of the site, normally receives an annual visitation of over 500,000 people. Water and sewer services can be made available from the City of Grand Coulee. Upland site characteristics are suitable for development, and the deep embayment is well suited for a boat harbor. The site is presently undeveloped.

Spring Canyon - The only commercial operation within this development zone consists of a fast food service housed in a building owned by the National Park Service. Given the close proximity to the Crescent Bay site (2 miles by water), there is little need to expand beyond the current operation. There have been requests from the public for the sale of marine fuel; however, this need would be met by the development at Crescent Bay. The highly popular Spring Canyon site is primarily a campground and day use area with facilities provided by the National Park Service. The facilities consist of a swim beach, RV park, picnic area, tent camping area, boat ramp, docks for short term use, and paved parking areas.

Keller Ferry - This development zone includes a marina with moorage, a houseboat rental operation, a fuel facility, and a small general store. The National Park Service operates a campground, swim beach, launch ramp and parking area adjacent to the marina. This site is located 14 miles north of Wilbur, and is easily accessible by State Route 21. The State of Washington operates a free ferry across Lake Roosevelt to serve State Route 21 between Republic, Keller, and Wilbur. The ferry landing is adjacent to the site. The development zone consists of extensive federally owned flat land at the lakeshore which is suitable for development of recreation facilities.

Moonbeam Bay - This development zone is located across the lake and west of Keller Ferry. It is completely undeveloped at this time. The site is best accessed by boat (about a 5 minute trip) from Keller Ferry. Road access is by dirt road from State Route 21. This site includes Moonbeam Bay which provides a deep inlet adjacent to flat land; a rare occurrence on the lake. This site could provide additional marina space and other services serving either as an adjunct to the existing Keller Ferry operation or as a separate boat-in retreat resort.

Seven Bays - This development zone includes a marina with moorage, fuel facility, a small store, and a restaurant. The National Park Service has provided a 60' wide concrete launch ramp. The site is accessed by paved county road 20 miles northeast of Creston. The site is limited by the amount of flat land at the site, which is primarily used for parking.

Confluence Zone - This zone is located in the vicinity of the Highway 25 bridge across the Spokane Arm of the reservoir. The site extends from the bridge to the confluence of the Spokane Arm and the main Columbia. The site is easily visible to travelers on Highway 25, and has easy vehicle access from the highway. This site could serve both the lower Spokane Arm and the main body of the lake. Potential development includes a full marina, store, restaurant, RV park, and other facilities as appropriate.

Upper Spokane Arm - This development zone will be located on the northern upper Spokane Arm somewhere between river mile 58 and Little Falls Dam. Exact location of the development zone will be determined by a future analysis of topography, road access, and other factors. Development of a marina in this area will provide services to boaters in a heavily used area of the reservoir. Due to the limited width of the upper Spokane Arm and the heavy boat traffic, no houseboats will be allocated to this development zone.

Inchelium - This development zone is about one half mile east of Inchelium, and is located between Hall Creek and Bissell Flat. It is best accessed by the Inchelium-Gifford free ferry from State Route 25, or from the Inchelium/Kettle Falls road. This zone includes two bays. Hall Creek Bay is the largest and deepest of the two; however, Stranger Creek Bay is adjacent to more developable land. Development at this zone could fill a gap in services between the existing Seven Bays Marina (40 miles south) and Kettle Falls Marina (25 miles north). This location could also be beneficial in providing employment for Inchelium residents. The major site limitation is landslide potential, primarily adjacent to Hall Creek Bay. Unstable areas would have to be delineated and avoided. Since a complete marina facility can be constructed almost entirely on the water, a careful consideration of slope stability in design and construction should allow

development within this zone.

Kettle Falls - This northernmost development zone includes a small store, marina, mooring buoys, rental docks, and a fuel facility. The National Park Service owns the building that houses the store, and also provides a launch ramp and parking area. A large National Park Service campground adjoins the northern end of the zone. The zone extends from the campground down to and including Colville Flats at the Colville River Arm of the lake. The zone includes a small excavated harbor at the existing marina and a deep embayment off the northern end of Colville Flats. The site has good paved road access and is located about three miles downlake from the intersection of U. S. 395 and State Route 25. The topography is suitable for additional development.

Note: The development zones were selected for several factors including ease of access, topography, lakewide distribution of facilities, economic viability, and existing development. If a site specific investigation should determine that a particular zone is not feasible for the intended development, alternative sites may be examined and a new site may be considered by the signatory parties to this plan.

Other commercial operations which serve an existing need, but are not considered for additional services are as follows:

McCoys (Spokane Arm) - McCoys Marina is located about seven miles up the Spokane Arm from the Columbia. Existing facilities consist of a small store, docks, and gas.

Daisy - The Daisy operation is located five miles north of the Inchelium-Gifford Ferry with direct access to State Route 25. Existing facilities include a small store, dock and gas. Only the boat fuel operation is within the scope of this document.

#### **4. Concession Units and Limits**

Limits are placed on the numbers and allocations of concession units in order to restrict development to that which is necessary and appropriate. For most concession units, the limiting factors on development may be site constraints or market conditions instead of numerical limits set by the plan. A discussion of each category of concession units and limits on development are set out below (Note: The following allocations do not apply to Spring Canyon).

(1) Houseboat Rentals - Based on market analysis and actual conditions, it appears

that houseboat rentals will be a major component of most marina operations. Rental houseboats are a popular way to recreate on western reservoirs, and most large reservoirs have limits on the number of houseboats that are allowed on the waterway. If left exclusively to market conditions, houseboats on Lake Roosevelt could proliferate to a point where their total numbers would exceed the public's tolerance level and adversely impact the lake environment. When properly managed, houseboats are an appropriate and enjoyable way to recreate. Upper limits and allocation of rental houseboats are covered in the next section of this plan.

(2) Powerboat Rentals - The rental of powerboats suitable for water skiing and other water activities is appropriate at a reservoir recreation area. Limits and allocations on powerboats are covered by this plan.

(3) Small Fishing Boat Rentals - This plan does not limit the rental of small fishing boats. Fishing boats are usually rented for one day and use is local at the point of rental; therefore, no lakewide limits are necessary.

(4) Slip Rentals - The number of slips available for rent will be determined by market conditions and site limitations.

(5) Marina Fuel Sales - All marinas will be allowed to provide boat fuel.

(6) Tour Boats - One tour boat has been allocated to the Crescent Bay development zone. A second tour boat is allocated to the Inchelium development zone located 80 miles uplake from Crescent Bay. Tour boats based at these two locations could provide tours over most of the reservoir.

(7) Sewage Pumpout and Solid Waste

a) Each marina will provide pumpout facilities for holding tanks on private and commercial boats.

b) Solid waste collection facilities will be provided at each commercial site.

(8) Store - Each development zone will have the opportunity to include a general store.

(9) Snack Bar/Restaurant - Each development zone may include a snack bar and/or restaurant.

(10) Lodging - Each development zone will be allowed to provide lodging.

(11) Recreation Vehicle Sites - RV sites may be provided by concessioners.

(12) Boat Service and Repair - All marina sites may provide facilities for boat service and repair.

(13) Dry Storage - The provision of dry storage for boats is allowable.

The above restrictions and allocations apply to all development zones except Spring Canyon. The Spring Canyon concession is within two miles of the Crescent Bay development zone, and the Spring Canyon site is already developed to near capacity with non-commercial facilities. The Spring Canyon concession will continue as a food service facility, and no other services will be added.

All of the 13 concession units are related to visitor use and enjoyment of the recreation area. The facilities are normally offered at other public recreation areas, and the facilities are what the public would expect to find at any water based recreation area. The services are necessary to meet the public's expectations and recreation needs, and the facilities are appropriate for a recreation area.

Concession units that are affixed to the site or used within the local area of a development zone (i.e. lodging, dry storage, fishing boats, etc.) will be limited by local market conditions, site limitations, and environmental factors. Concession units with lakewide range, (houseboats, powerboats, and tour boats) are limited by this plan and allocations are made to each development zone. The limits are set, in part, for environmental reasons (market conditions may support too many units), and in part for economic reasons (each development zone should be allocated enough units to allow a reasonable opportunity to make a profit). This plan is not an approval of the upper limits of concession units being allocated to a specific development zone. Approval must be sought by the concessioner through the appropriate federal/tribal permit process for consistency with all applicable environmental and cultural protection laws.

All concessioners will be required to comply with all applicable regulations and obtain all applicable permits from county, state, Tribes, and federal agencies. Any required construction drawings and operational plans must be approved by the respective agencies.

## **5. Alternative Allocations of Rental Boats**

Rental of houseboats and powerboats have economic and environmental implications that are of lakewide significance. Houseboats in particular are an important source of revenue for marina operations.

The following chart shows alternative proposals for the allocation of houseboats and powerboats. The alternatives range from a low of 75 boats lakewide, up to a maximum of 200. The numbers of powerboats are derived from a ratio of 1.25 powerboats to each houseboat. This ratio is derived from the rental pattern at Lake Powell. A slight adjustment in the powerboat allocations was made to allow for a powerboat allocation to the Upper Spokane Zone, which has no houseboat allocation.

Houseboats/Powerboats\*

	<u>ALT P</u>	<u>ALT A</u>	<u>ALT B</u>	<u>ALT C</u>
Crescent Bay	32 (40)	21 (26)	14 (18)	40 (50)
Keller Ferry	24 (30)	10 (13)	14 (18)	24 (30)
Moonbeam	10 (13)	13 (16)	18 (22)	36 (45)
Seven Bays	12 (15)	0 (0)	13 (16)	22 (27)
Confluence Zone	20 (25)	7 (9)	9 (11)	18 (23)
Upper Spokane Arm	0 (10)	0 (0)	0 (0)	0 (0)
Inchelium	60 (65)	14 (17)	18 (22)	36 (45)
Kettle Falls	<u>42 (52)</u>	<u>10 (13)</u>	<u>14 (18)</u>	<u>24 (30)</u>
Maximum Houseboats	200	75	100	200
Maximum Powerboats	(250)	(94)	(125)	(250)

\*Number of powerboats are shown in brackets

Under each of the four alternatives, the number of boats allocated to the sites on the reservations is 45% of the total. There are two alternatives shown that each have 200 houseboats. The difference between the two alternatives is in the distribution of boats among the development zones. Another alternative of 500 houseboats was initially considered, but this did not appear to be a viable alternative in light of comments made at the public meetings. Most people did not object to houseboats, but favored a conservative number of boats.

## **6. Selected Alternative for Rental Boats**

One of the objectives of the plan is to insure that each marina has the opportunity to become an economically viable operation. Market studies for Lake Roosevelt and experience at Keller Ferry have shown that houseboats attract customers to the reservoir and add to the economic viability of commercial facilities. A maximum number of 200 houseboats will enhance the economic viability of lakewide commercial facilities. In addition, a limit of 200 houseboats is extremely conservative in relation to carrying capacities that have been determined for other reservoirs.

If marinas with houseboat rentals were allocated enough boats to have a viable operation, including pumpout facilities for holding tanks, then boats could be serviced at any of the marinas. A lakewide distribution of houseboat rentals and service facilities would tend to reduce houseboat densities for any one section of the lake.

Of the alternatives considered, alternative "P" meets the need for economic viability while still maintaining a moderate level of houseboat density per lineal mile of reservoir. The distribution of houseboats under alternative P is less than three boats per river mile (each river mile represents at least two miles of shoreline). For purposes of this plan, alternative P is the selected alternative.

The actual number of rental boats on Lake Roosevelt will be in response to public demand, so long as the maximum number set by this plan is not exceeded. The maximum number of 200 houseboats and 250 powerboats would only be reached if market conditions were to make that number viable. It is the intent of this plan to limit the number of boats, rather than promote an increase in boats. Alternative P was selected because it is environmentally conservative, even though it may be economically unreachable. Each proposal for new development and services within each development zone must be certified as viable through an economic feasibility study before approval for construction will be given by any of the administering agencies on Lake Roosevelt.

## **D. GENERAL MANAGEMENT PLAN/CONCESSION MANAGEMENT PLAN**

### **1. General Comments**

Among other things, this Concession Management Plan is intended to supplement the National Park Service's General Management Plan, May 1980, for Coulee Dam National Recreation Area. The recommendations for concession operations

in the General Management Plan have remained valid, and were confirmed by the findings of the Concession Management Plan.

The preferred alternative from the Environmental Assessment for the General Management Plan, August 1979, calls for "...the widest choice of recreational activities through varying degrees of development and density along the lakeshore," and states that, "moderate upgrading and expansion will occur at major developed areas to incorporate recreational activities in a structural setting." The parkwide actions recommended specifically for concessions are, "Encourage expansion of existing concessions when economically feasible based on regional growth. Consider development of concessions in new locations only when visitor demand is clearly indicated and environmental considerations are met."

The findings and recommendations of this Concession Management Plan are in conformance with the above recommendations. Section C of this plan calls for the National Park Service to expand existing sites as market conditions warrant, and to allow for new sites within the Indian reservations as they become economically feasible. The Concessions Management Plan refines the General Management Plan only to the extent that the potential locations for new development areas are made site specific. The environmental impacts described in the Environmental Assessment for the General Management Plan have not been altered by this further refinement of locations.

## **2. Specific Development Areas**

The General Management Plan recommends the development of the Crescent Bay site and allows the type of development described in this plan. The environmental documentation for the project is covered in general terms in the Environmental Assessment for the General Management Plan, August 1979, and in a site specific environmental assessment prepared in 1984.

The expansion of the concession facilities at Keller Ferry are specifically mentioned on page 57 of the Environmental Assessment for the General Management Plan. The proposals include "...expansion of marina concession to provide additional moorage and repair services with attendant facilities for parking," and further to "...expand the sewage system and provide utility connections." The improvements for additional docks and parking are being constructed under an environmental assessment done in 1987.

The General Management Plan and Environmental Assessment call for the expansion of facilities at Seven Bays. In the discussion of the preferred alternative (Environmental Assessment, page 58), the proposal calls for surfacing the access road, provision of additional parking, and widening and resurfacing the

launch ramp. Since the proposal was made, additional moorage has been made available, additional parking has been provided, and the launch ramp has been enlarged and improved. The future improvements under this Concession Management Plan would be the same as the proposals under the General Management Plan.

The General Management Plan and Environmental Assessment allow for an increase in concession services at Kettle Falls. A new gasoline dispensing facility and concession building was completed in 1986, in compliance with the recommendations in the General Management Plan and Environmental Assessment. The recommended alternative in the plan also covers additional boat slip development and boat rentals. The marina boat harbor was deepened in 1985 under a separate environmental assessment prepared for that specific action.

Neither the Concession Management Plan nor the General Management Plan propose any significant changes to the snack shop operation at Spring Canyon.

### **3. Environmental Considerations**

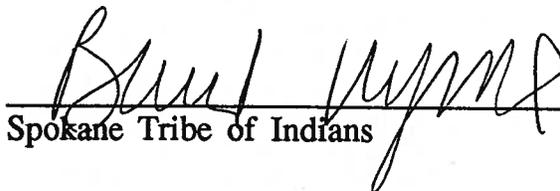
It is the intention of this Concession Management Plan that each site development plan will have specific environmental documentation, as has been done for past projects accomplished under the guidelines of the General Management Plan. The formulation of alternative courses of action for Park Service managed areas and the environmental impacts of those proposals have already been considered in the General Management Plan (1980) and the attendant Environmental Assessment (1979). The major refinement to that plan is the location of new development areas. The location of the new development areas can be done under the auspices of the Environmental Assessment for the General Management Plan, as this further refinement of the plan does not significantly change the plan or in any way modify the environmental effects of the plan.

The one area in which this Concession Management Plan differs from the General Management Plan is the limits set on the rental of boats; specifically houseboats and powerboats. There is no doubt that the General Management Plan allowed for the rental of boats, but the emphasis was to encourage "...expansion of existing concessions when economically feasible..." In order to fully evaluate the cumulative lakewide affects of rental boats, the planning team prepared a draft Environmental Assessment, which was sent out for public review, subsequently refined, and then accepted by the National Park Service. The Environmental Assessment was approved and the Finding of No Significant Impact was signed by the Regional Director on June 6, 1988.

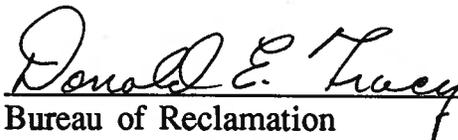
## E. PLAN ACCEPTANCE

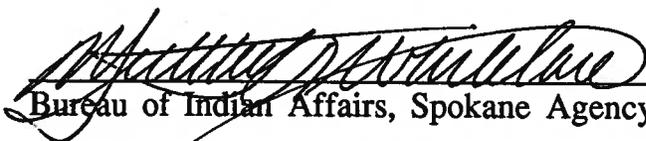
The undersigned accept the findings of this document and agree to implement the recommendations. This agreement will remain in effect until January 1, 2001.

  
Colville Confederated Tribes  
Date 1/9/91

  
Spokane Tribe of Indians  
Date 1/23/91

  
National Park Service  
Date 1/9/91

  
Bureau of Reclamation  
Date 1/9/91

  
Bureau of Indian Affairs, Spokane Agency  
Date 1/24/91

  
Bureau of Indian Affairs, Colville Agency  
Date 1-9-91

**LAKE ROOSEVELT CONCESSION  
MANAGEMENT PLAN**

**JANUARY 1991**

**AMENDED FEBRUARY 2001**

**COLVILLE CONFEDERATED TRIBES**

**NATIONAL PARK SERVICE**

**SPOKANE TRIBE OF INDIANS**

**BUREAU OF RECLAMATION**

**BUREAU OF INDIAN AFFAIRS**

Amendments to  
1991 Lake Roosevelt Concession Management Plan

The 1991 Concession Management Plan (CMP):

The Concession Management Plan for Lake Roosevelt was approved by the managing partners in January 1991 for the ten year period ending January 1, 2001. Prior to the initial signing of this document, a planning team was assembled from organizations directly involved in the administration of recreation resources of Lake Roosevelt: The National Park Service, Bureau of Indian Affairs, Bureau of Reclamation, Colville Confederated Tribes, and the Spokane Tribe of Indians.

The planning team reviewed existing documents and conditions, laws, regulations, policies, inter-agency agreements, previous plans, and environmental assessments. Current needs and future conditions were assessed by the team.

The Concession Management Plan covers only commercial development on Lake Roosevelt and the adjacent federally owned freeboard lands. Privately owned lands are not under the jurisdiction of this plan.

The 2001 Concession Management Plan:

The Lake Roosevelt Concession Management Planning Team, met on June 23, and October 3, 2000 to identify management issues, establish planning priorities, and select specific issue to be reviewed and presented as draft amendments for public review and comment.

It was determined that the 1991 Plan was still valid in most regards, and that only minor amendments were needed. Therefore, the 2001 revision of the Concession Management Plan consists of the 1991 CMP with amendments.

Environmental Considerations:

The Environmental Assessment (EA) and associated Finding of No Significant Impact (FONSI) for the 1991 Concession Management Plan was approved and signed by the National Park Service, Regional Director on June 6, 1988. The Environmental Assessment (pg. 16) for the CMP covers only the "plan". All managing partners, when initiating specific projects, must prepare environmental assessments for individual projects in compliance with the National Environmental Policy Act of 1969, the National Historic Preservation Act, and other applicable laws and regulations.

The Concession Management Plan is intended to be the guiding document for commercial development on Lake Roosevelt for a ten (10) year period, from the date of approval. In order to determine if the plan is meeting its goals and objectives, a review will be made at the end of (5) years. Notwithstanding the five year review, the parties to the plan may consider at any time the need for updating the plan.

Public Review:

A notice of availability for the proposed amendments to the 1991 Concession Management Plan was mailed to interested parties on December 15, 2000. In addition, a press release was issued on December 18, 2000. The public comments period was open from December 15, 2000, through January 15, 2001. No written comments were received.

## Approved Amendments to the 1991 Concession Management Plan

1. The National Park Service, Lake Roosevelt National Recreation Area, proposes to expand the Kettle Falls Marina (revision to pg. 10 of CMP), to include deep water moorage, per the approved General Management Plan (GMP). With the current fluctuations in lake level, there is a need for deep water moorage at Kettle Falls. The current marina location goes dry at lake elevation 1275'.
2. The National Park Service is proposing the addition of a concession operated facility at the Hunters Campground (addition to pg. 10 of CMP). Facilities would include sewage pump out, gas dock, and convenience/camp store. Priority will be given to installation of a sewage pump out facility.

NPS would provide the basic infrastructure for the project. Hunters is ideally situated to serve a portion of the lake where visitor services are non-existent. In addition, pumpout facilities are needed to serve houseboats and other boaters on this portion of the lake.

3. The Colville Confederated Tribes are proposing the addition of the Quarry Falls Development as a development zone (addition to pg. 8 of CMP).

The proposed project is located on the north bank, behind Grand Coulee Dam, and would provide much needed visitor services at the lower end of the lake. The proposed project is consistent with the increasing visitor demand to Grand Coulee Dam area and southern end of the lake. The Colville Tribe is proposing a full scale destination resort, hotel, convention center, and events arena.

4. The Spokane Tribe is proposing the inclusion of a tour boat service (addition to pg. 11 of CMP) for the Two Rivers Resort. The tour boats would provide guided tours of Lake Roosevelt and the Spokane Arm.

Large tour boats (carrying more than 6 passengers) would operate under the United States Coast Guard's regulations for boat size, number of boat occupants, safety and general boating procedures.

5. Small Commercial Operations (addition of #14 on page 12 of CMP)

The managing partners will issue permits for small commercial operations such as fishing guides and small tour boats. Small commercial operations are defined as operations with annual gross receipts of not more than \$25,000 resulting from services originating and provided solely on Lake Roosevelt. These operations also involve incidental use of facilities and resources with the services originating and terminating off federal lands.

This amendment would cover businesses that don't require fixed facilities, but just use the lake and launch facilities. The managing partners will explore developing a joint permit that covers such uses on a lakewide basis.

6. Shoreline Management Plans (addition of #15 on page 12 of Concession Management Plan)

All commercial activities and facilities will be consistent with the approved Shoreline Management Plan (or its equivalent) of the managing partner under whose management jurisdiction a proposal would fall. The plans, as of December 2000, are:

National Park Service:  
General Management Plan, Lake Roosevelt National Recreation Area  
Approved: January 2000

Colville Confederated Tribes:  
Shoreline Management Plan  
Approved: November 5, 1998

The amendment provides for consistency with each managing partner's respective shoreline management plan. Individual shoreline management plans provide for protection of cultural and natural resources, and provide for appropriate levels of development.

Acceptance and Approval

The undersigned accept and approve the amendments to the 1991 Lake Roosevelt Concession Management Plan. The Plan, as amended, will remain in effect until January 1, 2011.

Jeanne A. Jensen 4-17-01  
for Colville Confederated Tribes Date

Alfred McKeone 4-18-01  
Spokane Tribe of Indians Date

Vaughn Baker Feb 16, 2001  
National Park Service Date

David Lynchok 4/18/01  
Bureau of Reclamation Date

Robin J. Annouy 4-18-01  
Bureau of Indian Affairs, Spokane Agency - Acting Supt. Date

Robbie A. Sheeler 04/18/2001  
Bureau of Indian Affairs, Colville Agency Acting Supt. Date