
CHAPTER 3

AGENCY COORDINATION AND STANDARDS

3.1 EXISTING MANAGEMENT SITUATION

A total of approximately 44,500 acres of Reclamation lands (17,100 acres) and waters (27,400 acres at full pool) define the Banks Lake management area. Although these lands and waters were transferred to the State of Washington for administration and management under a Memorandum of Agreement (MOA) with the United States, Reclamation maintains a basic interest in the uses authorized on them. Reclamation's continued interest and involvement insures that (1) nothing is done which conflicts with the primary purpose of the project and (2) the land receives proper use in accordance with appropriate land management principals and practices.

Reclamation's Ephrata Field Office is responsible for providing the oversight and approval of activities affecting Reclamation lands and waters at Banks Lake. The SPRC and WDFW, however, are the primary agencies responsible for administering and managing most of the day-to-day activities, which directly affect the RMP management area.

Of the 17,000 acres of Reclamation land within the management area, approximately 3,690 acres (22 percent), were withdrawn from the public domain and 13,410 acres (78 percent) were acquired in fee title for the construction and operation of Banks Lake. The following sections briefly describe the management agreements, land use agreements, and land use activities which directly affect the management area's present landscape and resources. Existing management plans, applicable state and local laws and ordinances, county comprehensive plans, and adjacent land uses are also identified and described.

3.1.1 Fish and Wildlife Coordination Act Discussion

In accordance with the Fish and Wildlife Coordination Act (46 Stat. 401, as amended, 16 U.S.C. 661 et seq.), the FWS provided a Planning Aid Memorandum documenting wildlife resources, habitat, and management concerns within the RMP management area (FWS, September 1998). A second Planning Aid Memorandum dated August 31, 1999, provided supplemental information from FWS surveys for bald eagles, peregrine falcons, pygmy rabbits, and Ute ladies'-tresses. A Draft Coordination Act Report was submitted to Reclamation on January 4, 2000, to assist in the development of the Banks Lake RMP (see Appendix E).

The Bureau of Reclamation has agreed to all of the recommendations outlined in the Coordination Act report except for the following:

- 1) Some of the current problems with management of lands within the management area, such as persistence of trespass grazing in some areas, is apparently due to financial constraints of management agencies. These environmental commitments will be funded and implemented by Reclamation.

- 2) At Barker Flats, the western ½ of the unit rather than the eastern ½ will be closed to dispersed camping to actually protect sensitive species and habitats. The western half of Barker Flats is a popular use area that has already been disturbed. Reclamation believes it is better management to protect undisturbed resources in the eastern half of the area by focusing use in an area that has already been disturbed.
- 3) A study to determine the reproductive success of western grebes in the management area will be initiated to help determine the level of management that will be applied to protect these birds. This will require action by the Washington Department of Fish and Wildlife.
- 4) Surveys for pygmy rabbits will be done in specific areas within the shrub-steppe communities which could be negatively affected by future actions. This will require action by the Washington Department of Fish and Wildlife.
- 5) Restrictions on the use of PWC during fish spawning seasons in certain areas could benefit several fish species. This will require action by the County Sheriff.
- 6) Impacts of the several fishing tournaments at Banks Lake on fisheries will be determined and tournaments modified or curtailed, if necessary. This will require action by Washington Department of Fish and Wildlife.
- 7) Both WDFW and WSPRC will finalize and implement management plans for the areas under their jurisdiction, regardless of the alternative pursued. While Reclamation agrees with this statement, it is outside of our authority.
- 8) We recommend the BOR consider stricter measures for protecting important fish and wildlife resources and environmentally sensitive areas. For example, some areas will benefit from no or very limited human use throughout most if not all of the year, rather than just a restriction on dispersed camping or motorized travel on roads. If species listed on the Endangered Species list are located in this area, or significant cultural resources are identified, additional restrictions will be implemented.

3.2 MANAGEMENT AGREEMENTS

Since 1953, the State of Washington has managed the fish, wildlife, and recreational resources at Banks Lake under the terms of a 50-year MOA with the United States. As part of the state's management responsibility under the MOA, the state is responsible for the issuance and administration of leases, licenses, permits, and concession contracts for the purpose of providing commodities and public services in the reservoir area. Upon the termination of any such agreements, the state may issue and administer new agreements covering such uses upon their approval by Reclamation. The MOA also empowers the state, within the limits of its jurisdiction, to make and enforce rules and regulations for the use of the reservoir area as necessary to protect public health and safety; to protect plants, fish and wildlife; and to preserve the scenic, scientific, aesthetic, historic and archaeological resources of the area. The MOA expires in 2003.

Currently, the WDFW is responsible for fish and wildlife resource management activities, the issuance of grazing and agricultural leases, and the maintenance of six “Sportsman Access” boat launch sites. Similarly, the SPRC manages the Steamboat Rock State Park Recreation Area which includes Northrup Canyon, and administers commercial and public park lease agreements and associated concession agreements. Under separate public park lease agreements with the SPRC, Coulee City and Electric City each have issued sublease or concession agreements for various facilities and services provided at these public parks.

Immediately adjacent to the management area, the WDNR administers the Sunbanks Resort commercial lease, several agricultural leases, and cooperates with the SPRC to manage Northrup Canyon’s Castle Rock Natural Area Preserve. The Grant County Sheriffs’ Department (GCSD) cooperates with other authorized law enforcement officials (i.e., State Patrol, WDFW, State Parks, etc.) to enforce the various laws, regulations, and ordinances applicable at Banks Lake.

In order to insure proper operation and protection of the reservoir, Reclamation retains primary jurisdiction over developments within the Reclamation Zone. The Reclamation Zone includes all lands on which North Dam and Dry Falls Dam and their appurtenant works are situated, and that portion of the reservoir area generally lying within a strip 200 feet in horizontal width above the reservoir’s normal high water elevation contour line of 1,570 feet. Such jurisdiction is maintained by Reclamation for the purpose of insuring proper operation and protection of the reservoir. All developments and actions within the Reclamation Zone must be approved by Reclamation.

Under the MOA, the state is required to prepare and submit development plans to Reclamation, as well as to the National Park Service and the U.S. Fish and Wildlife Service as Reclamation deems necessary. This consultation is intended to ensure the highest public benefit through the development and maintenance of the recreational, wildlife, and fisheries potentials available from Reclamation lands and waters.

Two separate MOA’s also exist between the WDFW (formerly the Washington Department of Game) and the SPRC regarding Banks Lake administration. As shown on Figure 3.1-1 the 1974 agreement delineated the Steamboat Rock State Park peninsula into three management zones (Zone A: “Game Management Zone”, Zone B: “State Parks Management Zone”, and Zone C: “Joint Management Zone”) to clarify administrative oversight and management responsibilities between the two agencies. Similarly, a separate 1985 MOA further delineated and defined additional “Lead Agency” management zones and responsibilities around the lake. Each lead agency is to provide administrative oversight and control within their respective management zones and to give the other state agency the opportunity to review and comment on lead agency actions. Actions in any management zone are subject to Reclamation approval.

3.3 LAND USE AGREEMENTS

Most land use activities are authorized by specific land use agreements with either the SPRC, WDFW, or Reclamation (see Table 3.1). The primary authorization instrument used by the SPRC is a lease agreement, whereas the WDFW administers a grazing permit and agricultural lease program. Subleases and concession agreements are generally used by lease holders (lessees) to authorize second party activities and services on leased lands. No special use permits are currently authorized in the management area.

**Table 3.1
Existing Land Use Agreements Within the Banks Lake Area**

Site	Lessee/ Permittee	Agreement	Administrating Agency	Activity	Issue Date	Expiration Date
Steamboat Rock State Park (Chimes Concession)	Yvonne George	Concession	SPRC	Provide food, beverage, and grocery sales; recreation equipment rentals and sales	6/2/95	12/31/99
Grand Coulee Dam Airstrip	Grant Co. Port District No. 7	Lease	SPRC	Construct, operate and maintain a public airstrip	9/5/67	12/31/00
	Individual Fliers	Lease	Grant Co. Port District. No. 7	Hangar rentals for the storage and maintenance of aircraft	12/14/87	12/31/00
Electric City Public Park	Town of Electric City	Public Park Lease	SPRC	Construct, operate and maintain a public park	1/154	12/31/00
	Coulee Playland / Hal Rauch	Concession	Electric City	Operate a campground, marina, food and beverage service, and boating and fishing supply service	1/1/84	12/31/00
Coulee City Community Park	Coulee City	Public Park Lease	Reclamation	Construct, operate, and maintain a public park	10/15/73	12/31/00
	Grant Co. Port District No. 4	Sublease	Coulee City	Operate and maintain a breakwater system and marina	6/3/92	12/31/00
Dry Falls Café and Minimart	Nolan Fuller	Lease	SPRC	Construct a gas station, motel and restaurant	1/1/78	6/30/02
T25N, R28E S34, NE1/4 NW1/4SE1/4	Clifford and Bonnie Hamilton	Lease	SPRC	Bare land	1/10/96	12/31/00
Various Right-of-Way Easements	Grant County PUD No. 2, Pacific NW Bell, Grant County	Permanent Easements	Reclamation	Construct, operate and maintain utility lines, sub-stations, and public roads	Various	Perpetual
Steamboat Rock State Park - Game Management Zone	Wayne Rice	Agricultural Lease	WDFW	Provide dryland winter wheat and summer fallow for wildlife cover	3/1/98	12/31/02

Table 3.1
Existing Land Use Agreements Within the Banks Lake Area

Site	Lessee/ Permittee	Agreement	Administrating Agency	Activity	Issue Date	Expiration Date
T26N R28E portions of S12, 13 & 14 T28N R29E portions of S12, 13, 23, 24, 25 & 26 T28N R30E portions of S3, 4, 5, 7, 8, 9, 10, 18 & 30	William McLean	Grazing Permit BL-04	WDFW	Livestock grazing	1/1/95	12/31/00
T25N R28E portions of S2, 11 & 14 above the coulee rim	Theodore Dormaier	Grazing Permit BL-03	WDFW	Livestock grazing	1/1/96	12/31/00
T26N R28E portions of S24 east of SR 155 T26N R29E portions of S18 & 19 east of SR 155	W. Keith Behne	Grazing Permit BL-02	WDFW	Livestock grazing	1/1/96	12/31/00
Between the breakwater jetties north of Dry Falls Dam	Coulee City Chamber of Commerce	License	Reclamation	Construct, operate and maintain a fish rearing facility		
Near Electric City		License	Reclamation	Construct, operate and maintain a fish rearing facility		

Table 3.2 summarizes the three 5-year grazing permits administered by the WDFW at Banks Lake and the specific areas currently authorized for grazing. Under each permit, the following general conditions apply:

- WDFW reserves the right to alter and change the provisions of the grazing use plan to include reduction in acres of pasture available and number of AUMs authorized when WDFW determines that such changes are required to benefit fish or wildlife management or public hunting and other recreational uses.
- WDFW reserves the right to cancel the permit in the event the area authorized for grazing in the permit is included in a land use plan determined by WDFW to be a higher and better use. Such cancellation will be in writing, will state the reason for cancellation, and notice will be at least 90 days before cancellation.

- All permit lands will remain open to the public for hunting, fishing, and other recreational uses at all times.
- The terms and conditions of a renewed permit are subject to change in land area, grazing management, AUM allotment, and fees. If it is found that permit renewal is in the best interest of WDFW, the permittee will be provided the option of meeting the highest bid made at public auction.

Table 3.2
Banks Lake Grazing Permits Administered by the
Washington Department of Fish and Wildlife

Permittee	William McLean	Theodore Dormaier	W. Keith Behne
Permit No.	BL-04	BL-03	BL-02
Total Acreage (acres)	3,610 ¹	220	180
AUM ² Allocations	320 AUMs	26 AUMs	30 AUMs
Term: 5 seasons Commence: Terminate:	January 1, 1995 December 31, 1999	January 1, 1996 December 31, 2000	January 1, 1996 December 31, 2000
Number of Pastures	Four (3 pasture rotation; 4 th pasture used in conjunction with permittee's private land)	None (used in conjunction with permittee's unfenced private land)	None (used in conjunction with permittee's unfenced private land)
Forage Utilization	Not to exceed 40 percent	Not to exceed 40 percent	Not to exceed 40 percent
Season of Use	April 15 - October 15	Year-round	Year-round

¹ Of the 3,610 acres authorized for livestock grazing, 964 acres are too steep and rocky for cattle to use.

² Animal-Unit-Month (AUM): The amount of forage required to sustain a cow and calf, or their equivalent (e.g., 5 sheep), for one month.

3.4 OTHER LAND USES

3.4.1 Steamboat Rock State Park Recreation Area

Operated and maintained by the SPRC, the Steamboat Rock State Park Recreation Area encompasses about 9.5 miles of the lake's eastern shoreline. The Recreation Area includes Steamboat Rock State Park located on the 2,060-acre peninsula, the Steamboat Rock Rest Area and Boat Launch, the Jones Bay Campgrounds, the Osborn Bay SW Campground and Boat Launch, and the Northrup Canyon Natural Area and Castle Rock Natural Area Preserve located just east of the management area boundary. Recreation facilities provided by the SPRC include campsites, picnic sites, a swimming beach, hiking trails, boat launch lanes, fish cleaning stations, comfort stations, access roads, and other support facilities and amenities. A detailed discussion of recreation resources, use and access is provided in Section 3.14, "Recreation and Access."

3.4.2 Boat Launch Sites

Within the “Lead Agency” zones established under the September 1974 and May 1985 MOAs, the WDFW is responsible for the operation and maintenance of six boat launch sites, and the SPRC is responsible for three boat launch sites at Banks Lake (see Table 3.3). Operation and maintenance responsibilities for the other boat launches located on the reservoir (Sunbanks Resort, Coulee Playland, and Coulee City Community Park) are the responsibility of the respective lessee or concessionaire.

**Table 3.3
Boat Launch Sites and Operation and Maintenance Responsibilities**

<p>Washington State Parks and Recreation Commission Osborn Bay Southwest Campground and Boat Launch Steamboat Rock State Park Day Use Area Steamboat Rock Rest Area and Boat Launch</p>
<p>Washington Department of Fish and Wildlife Osborn Bay Southeast Boat Launch Dry Falls Boat Launch Dry Falls Campground and Boat Launch Barker Flat Campground and Boat Launch¹ Million \$ Mile North Boat Launch Million \$ Mile South Day Use Area and Boat Launch</p>
<p>Sunbanks Resort Lessee Sunbanks Resort</p>
<p>Coulee Playland Concessionaire Coulee Playland</p>
<p>Coulee City Coulee City Community Park</p>

¹ No operation and maintenance activities are currently performed by the Washington Department of Fish and Wildlife.

3.4.3 Equalizing Reservoir Game Reserve

In 1964, the “Equalizing Reservoir Game Reserve” was established at Banks Lake by the State Game Commission (WAC 232-16-140). Managed by the WDFW, the Reserve encompasses about 1,520 acres of Reclamation land and water. Within the boundaries of the reserve, it is unlawful to hunt game animals, game birds, or to trap fur-bearing animals.

3.4.4 Gravel and Material Sites

There are 14 gravel sites within or near the Banks Lake management area. Of the nine sites within the management area, eight sites are inactive and one site (Material Site 1) is actively used for material extraction. Of the five sites located outside the management area, only one site (Material Site 2) is actively used for material storage.

Abandoned, unreclaimed gravel/material sites are a resource concern. Improperly or non-reclaimed material sites can: (1) increase wind-borne dust; (2) promote the establishment of noxious weeds; (3) increase soil erosion and sediment-laden runoff; (4) encourage improper disposal of domestic solid waste; and (5) encourage unauthorized off-road vehicle use (i.e., Material Site 11 in Osborn Bay E) (Powell, 1999).

3.5 EXISTING LAND MANAGEMENT PLANS

A number of specific land management plans have been developed by federal, state, and local agencies to assist in the management of land use activities and resources within or near the Banks Lake management area. Existing management plans affecting the Banks Lake area are identified and summarized below.

3.5.1 Columbia Basin Wildlife Area Management Plan

State-wide, the WDFW manages more than 840,000 acres to preserve, protect and perpetuate Washington's diverse wildlife and wildlife habitats, and to maximize the recreational and aesthetic benefits of wildlife for all citizens (WDFW, 1997). The Columbia Basin Wildlife Area (CBWA) is one of the Department's public holdings and incorporates many scattered tracts of land developed as a result of Reclamation's CBP. Encompassing over 260,000 acres, the CBWA is managed by the Department either through ownership or by agreements with other and federal agencies. Banks Lake is one of the sixteen management units within the CBWA.

Because of changing habitats and changes in public expectations and priorities, the Columbia Basin Wildlife Area Management Plan was drafted in June 1997. However, no specific wildlife management proposals or activities were developed for the Banks Lake unit.

3.5.2 Grant County Comprehensive Plan

The Grant County Comprehensive Plan sets guidelines and criteria for the preservation of the county's agricultural land, its recreational and scenic potential, the total environment, and the health and welfare of its citizens. As conditions change or the need arises, the Grant County Planning Commission can amend the Comprehensive Plan to keep it current with changing conditions. Recently, the Plan underwent major revisions to incorporate the Urban Growth Areas concept required by the Washington state's Growth Management Act. The updated Grant County Comprehensive Plan was adopted in June 1999.

The Comprehensive Plan emphasizes the preservation of all farmland which can be economically utilized in the production of agricultural commodities. To preserve prime agricultural lands, the ongoing expansion of local municipalities is to be channeled into the least productive agricultural lands within the area. Recognizing that some property is not suitable for agricultural use, such property, when distant from municipalities is best to preserve as open space areas for recreational purposes. The scattering of individual residences within agricultural areas is to be discouraged.

Specific objectives outlined in the Grant County Comprehensive Plan include:

- Preserve the county’s agricultural land.
- Maintain low population densities in residential areas except in specific areas which are Planned Unit Developments (PUDs) or communities which have or will receive their utilities from a municipality.
- Preserve open space areas for recreational purposes.
- Limit commercial uses to those which cannot be provided by nearby communities.
- Avoid leap-frog development. Because a parcel of land within an agricultural area is unproductive or irregular, it will not be sufficient grounds for approval of residential development.

Seven major land use categories including residential, commercial/industrial, dryland agriculture, irrigated agriculture, orchard, rangeland, vacant/unimproved (includes parks and open space) were used in preparing the Comprehensive Plan. The land use designations identified in the Comprehensive Plan show Reclamation lands as “open space.”

Adjacent to these lands, three of Grant County’s fifteen cities (incorporated areas) - Coulee City, Electric City, and Grand Coulee - are established urban growth areas (UGAs). An UGA defines where developments will be directed and supported with urban public facilities and services, such as sanitary sewer systems, domestic water supply systems, street lighting, fire and police protection services, etc. If the County’s economic base is to be enhanced and its rural character preserved, the lion’s share of future growth must take place within and around these UGAs (Grant County Comprehensive Plan DEIS, March 1999). The 100-acre parcel being considered for disposal by Reclamation is within Coulee City’s UGA.

3.5.3 Grant County Shorelines Management Master Program

In accordance with Washington’s Shoreline Management Act of 1971 (Chapter 90.58 RCW), the Grant County Planning Department and Citizens Advisory Committee for Shorelines Management prepared the “Grant County Shorelines Management Master Program,” dated June 1975. Banks Lake is listed as a shoreline of state-wide significance (WAC 173-20-290). Under this designation, preferences to uses are to be given in the following order:

- Recognize and protect the state-wide interest over local interest
- Preserve the natural character of the shoreline
- Result in long-term over short-term benefit
- Protect the resources and ecology of the shoreline

- Increase public access to publicly owned shoreline areas
- Increase public recreational shoreline opportunities
- Provide for any other element as defined in RCW 90.58.100 deemed appropriate or necessary

Environment designations are used as a system of categorizing shoreline areas according to management objectives and the character of the shoreline. Table 3.4 summarizes the Grant County Shorelines Master Program environments applicable to the Banks Lake management area. Within each designated environment, the primary planning objective is as follows.

Conservancy Objective: Protect, conserve, and manage existing natural resources and valuable historic and cultural areas in order to insure a continues flow of recreational benefits to the public. The conservancy environment is intended to maintain their existing character. Preferred uses are those which are nonconsumptive of the area's physical and biological resources.

Steamboat Rock Bald Eagle Nest Territory Management Plan: In 1991, the SPRC and WDFW cooperatively developed and adapted the conservation measures described in the *Steamboat Rock Bald Eagle Nest Territory Management Plan*. The management plan created site-specific management procedures to maintain a productive eagle nest territory and integrated management interests and goals of the land managers (WDFW, 1991). The plan emphasized the preservation of nesting, roosting, and foraging habitats in the Steamboat Rock bald eagle nesting territory at Banks Lake. The territory, covered by the plan, includes Sections 35 and 36 in T28N R29E and Sections 1 and 2 in T27N R29E.

Castle Rock Natural Area Preserve Management Plan: The 680 acre Castle Rock Natural Area Preserve lies adjacent to the RMP management area in Northrup Canyon and is part of the Steamboat Rock State Park Recreation Area, administered by the SPRC. In 1989, the SPRC and the WDNR jointly prepared the *Draft Castle Rock Natural Area Preserve Management Plan* to protect natural features of scientific or educational significance. Although never formally adapted, the preserve is managed under the policies and management guidelines outlined in the 1989 draft plan.

Douglas County Comprehensive Pan: This comprehensive plan was adapted in 1995. Lands in Douglas County, adjacent to the management area, are designated for dryland agriculture. Douglas County policies regarding land use, service centers, and recreational districts were considered in the RMP.

Spokane Resource Management Plan: In 1987, the Spokane District of the Bureau of Land Management (BLM) prepared the Spokane RMP to more effectively manage public lands in the district. The Spokane RMP designated the Scattered Tracts Management Area (STMA) for those public lands in the district, which are intermingled with private lands or managed by other federal or state agencies. BLM lands located near Banks Lake are in the STMA. Approximately 40 BLM scattered tracts are located within two miles of the Banks Lake management area. The

directives and policies outlined for these STMA lands were incorporated into the RMP to improve public agency and management efficiencies at Banks Lake.

Ground Water Management Area (GWMA): In 1998, under recommendation of the Washington State Interagency Ground Water Committee (WIGWC), a GWMA was established encompassing Grant, Adams, and Franklin counties. The state (in cooperation with the county health districts) monitors nitrate levels in public water supplies including those at Banks Lake. Based on observed nitrate levels, additional agricultural “Best Management Practices” throughout the GWMA may be prescribed.

Federal Columbia River System Operations Biological Opinion: The National Marine Fisheries Service (NMFS) prepared a *Biological Opinion* for threatened and endangered species found within the Columbia Basin (NMFS/WDFW, 2000). The RMP followed the measures outlined in the opinion

Rural Objective: Restrict intensive development along undeveloped shorelines, provide a buffer between suburban areas, and maintain open spaces and opportunities for recreational uses. This environment is intended for those areas having a high capability to support recreational development.

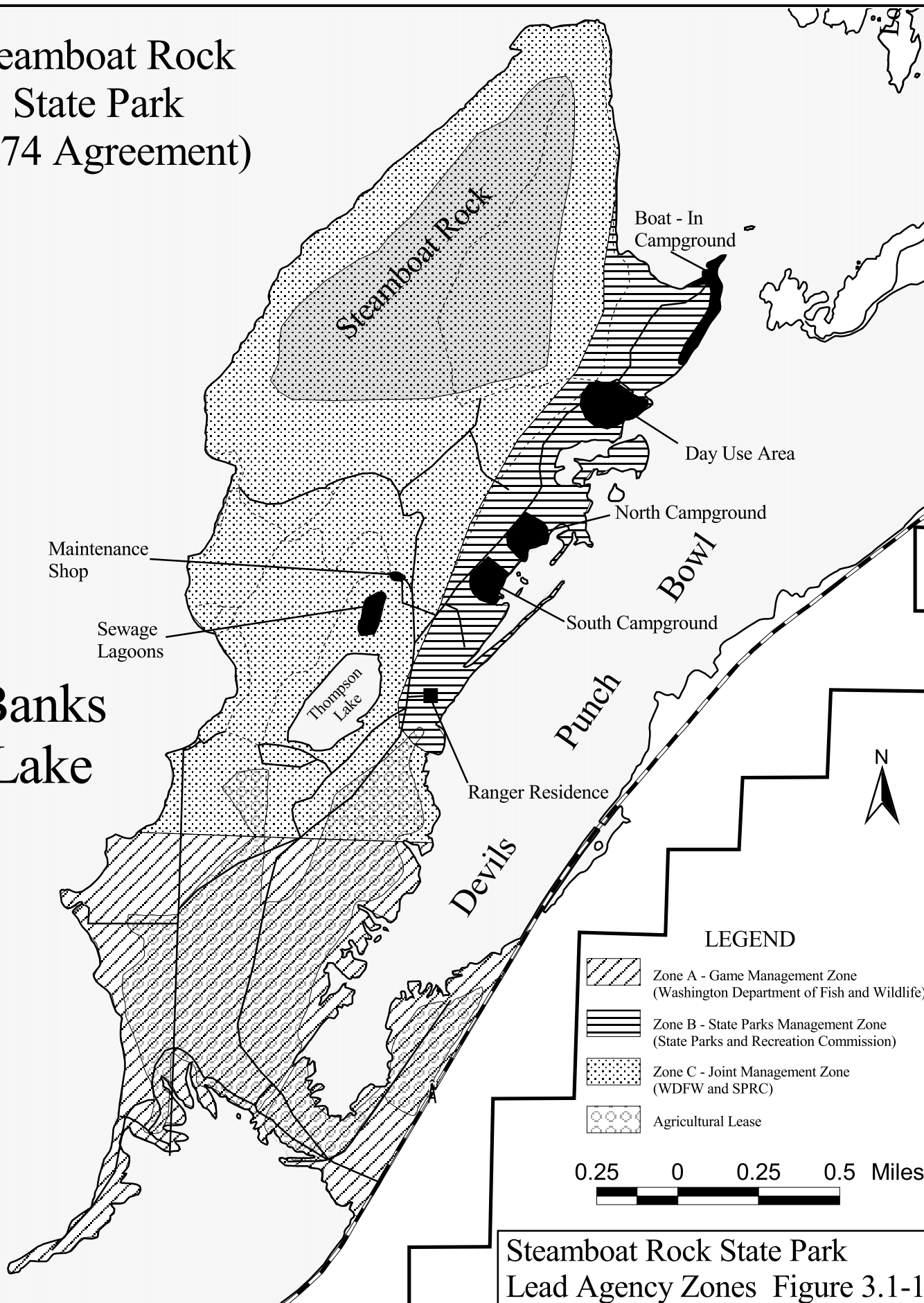
Suburban Objective: Insure optimum utilization of shorelines within suburban areas by providing for intensive public use and by managing development so that it enhances and maintains a multiplicity of shoreline uses.

Table 3.4
Grant County Shorelines Master Program Environments at Banks Lake

Environment	Shoreline Location	Reasoning
Conservancy	Banks Lake: all except Coulee City Park, Electric City Park, and Steamboat Rock State Park	Federal ownership; physical features and lack of development
Conservancy	Coulee Lake	Federal ownership and lack of development
Conservancy	Table Lake	Federal ownership and lack of development
Conservancy	Junction Lake	Federal ownership and lack of development
Rural	Coulee City Community Park	Existing park and recreational facilities
Rural	Steamboat Rock State Park	Existing and proposed State Park facilities
Suburban	Electric City Park (Coulee Playland)	Existing development

Source: Shorelines Master Program for Grant County, June 1975.

Steamboat Rock State Park (1974 Agreement)



Maintenance Shop

Sewage Lagoons

Banks Lake

Thompson Lake

Ranger Residence

Steamboat Rock

Boat - In Campground

Day Use Area





North Campground

Punch Bowl

South Campground

Devils

LEGEND

-  Zone A - Game Management Zone (Washington Department of Fish and Wildlife)
-  Zone B - State Parks Management Zone (State Parks and Recreation Commission)
-  Zone C - Joint Management Zone (WDFW and SPRC)
-  Agricultural Lease



Steamboat Rock State Park
Lead Agency Zones Figure 3.1-1