

1 **National Park Service**
2 **US Department of the Interior**

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5 **Lake Roosevelt National Recreation Area**
6 **Washington**

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11 **Foundation Document**

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MISSION OF THE NATIONAL PARK SERVICE

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises 401 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.

[The Arrowhead – this will be a sidebar when formatted.]

The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.

INTRODUCTION

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Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Lake Roosevelt National Recreation Area can be accessed online at: <http://insideparkatlas.nps.gov/>.

PART 1: CORE COMPONENTS

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

BRIEF DESCRIPTION OF THE PARK

Lake Roosevelt National Recreation Area, which is one of the largest reservoirs in the Pacific Northwest, is located in the northeast portion of the state of Washington and stretches 131 miles from Grand Coulee Dam to Onion Creek, 13 miles south of the US-Canada border. The park manages more than 300 miles of publicly accessible shoreline that provides a wide range of primarily water-based recreational opportunities. The lake's open water and extensive—albeit narrow—shoreline provide visitors opportunities ranging from solitude to group activities, encompassing a variety of recreational possibilities. Boating, fishing, camping, picnicking, and sightseeing are a few of the activities supported by this regionally popular and nationally significant recreation area.

Long before Lake Roosevelt was formed by the impoundment of the Columbia River by Grand Coulee Dam, American Indians fished, hunted, and gathered wild fruits and vegetables in the Upper Columbia River basin. Dam construction, which began in 1933, resulted in the loss of life-sustaining fisheries, forever changing the cultural, spiritual, and economic lives of the Colville and Spokane tribes. The historic salmon fishery at the now submerged Kettle Falls was an important center of human activity in the Inland Northwest during more than 9,000 years of continuous habitation. Life began to change in the early 1800s as vastly different cultures arrived—fur traders, missionaries, settlers, and soldiers. Encroachment on traditional native lands led to tensions between American Indians and newcomers, culminating in a brief war, treaties, and the establishment of reservations.

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 (NPS), designated the National Park Service as the manager for the Coulee Dam National Recreation Area. The agreement provided for NPS management of the area and noted that Lake Roosevelt and the adjacent lands “offered unusual opportunities through sound planning, development, and management for health, social, and economic gains for the people of the Nations.” The name of the area was changed in 1997 to Lake Roosevelt National Recreation Area.

The 1990 Lake Roosevelt Cooperative Management Agreement, or “five-party agreement,” details the key responsibilities for the National Park Service, the Bureau of Reclamation, the Bureau of Indian Affairs, and the Confederated Tribes of the Colville Reservation and the Spokane Tribe of Indians. It further identifies a “reclamation zone,” a “recreation zone,” and a “reservation zone,” defining management jurisdictions for each agency. Under the terms of this agreement, the National Park Service manages all uses in the recreation zone, subject to authorities of the Bureau of Reclamation required to carry out the purposes of the Columbia Basin Project.

The Bureau of Reclamation acquired land above the water, which is at an elevation of 1,290 feet at full pool, along with a buffer of 20 feet in elevation—a strip often referred to as freeboard lands.

1 The park’s boundary line is irregular, sometimes reaching above the elevation of 1,310 feet: the
2 width of land administered by the National Park Service (“recreation zone”) can vary, depending
3 on the steepness of a given slope. The park service manages 61% of the freeboard lands along the
4 shoreline and 58% of the total water surface area. The Confederated Tribes of the Colville
5 Reservation and the Spokane Tribe of Indians manage most of the remainder of the land and water
6 (“reservation zone”). The Bureau of Reclamation retains management of the dam, its immediate
7 area, and a few other locations considered necessary for reservoir operations (“reclamation zone”).
8

9 In addition to the management of Lake Roosevelt National Recreation Area, the park leads
10 coordination efforts among multiple federal and state agencies, local governments, and nonprofit
11 partners for the Ice Age Floods National Geologic Trail. Congress established the trail in 2009
12 under Public Law 111-11 to commemorate the dramatic series of floods, which occurred at the end
13 of the last Ice Age (approximately 12,000 to 17,000 years ago), that left their mark by scouring
14 hillsides along Lake Roosevelt and transformed large portions of the regional landscape in what are
15 now the states of Montana, Idaho, Washington, and Oregon The trail is not considered within this
16 document, because it is not a separate unit of the national park system and the park does not
17 manage additional lands as part of the designation.
18
19

20 **PARK PURPOSE**

21 The purpose statement identifies the specific reason(s) for establishment of a particular park. The
22 purpose statement for Lake Roosevelt National Recreation Area is based on a careful analysis of its
23 management agreements and the legislative history that influenced its development (see appendix
24 A). The purpose statement lays the foundation for understanding what is most important about the
25 park.
26

27 *The purpose of Lake Roosevelt National Recreation Area is to protect, conserve, and preserve*
28 *the natural and cultural resources of the Upper Columbia River behind Grand Coulee Dam*
29 *and provide for appropriate diverse recreation opportunities.*
30
31

32 **PARK SIGNIFICANCE**

33 Significance statements express why a park’s resources and values are important enough to merit
34 designation as a unit of the national park system. These statements are linked to the purpose of
35 Lake Roosevelt National Recreation Area, and are supported by data, research, and consensus.
36 Statements of significance describe the distinctive nature of the park and why an area is important
37 within a global, national, regional, and systemwide context. They focus on the most important
38 resources and values that will assist in park planning and management.
39

40 The following significance statements have been identified for Lake Roosevelt National Recreation
41 Area. (Please note that the sequence of the statements does not reflect the level of significance.)
42

- 43 1. Lake Roosevelt National Recreation Area, which includes some of the most publicly
44 accessible shoreline in the Pacific Northwest, offers a wide range of visitor experiences and
45 appropriate recreational opportunities.
46
- 47 2. Lake Roosevelt National Recreation Area is located within two distinct geologic provinces
48 —the Okanogan Highlands and the Columbia Plateau—and is an outstanding and easily
49 accessible landscape sculpted by a rare combination of sequential geologic processes:

1 volcanism, collision of tectonic plates, continental glaciation, and cataclysmic ice age
2 floods.

3
4 3. Lake Roosevelt National Recreation Area is located at a historic convergence point for
5 numerous Pacific Northwest tribes and contains a central gathering place in their
6 traditional homeland, including the site of the second-largest prehistoric and historic
7 American Indian fishery on the Columbia River.

8
9 4. Lake Roosevelt National Recreation Area protects prominent resources that highlight the
10 direct impacts of development—from westward expansion through the New Deal—on
11 American Indians and other communities and is the only NPS site that preserves and
12 interprets an early 20th-century Indian boarding school.

13 14 15 **FUNDAMENTAL RESOURCES AND VALUES**

16 Fundamental resources and values (FRVs) are those features, systems, processes, experiences,
17 stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration
18 during planning and management processes because they are essential to achieving the purpose of
19 the park and maintaining its significance. Fundamental resources and values are closely related to a
20 park’s purpose and are more specific than significance statements.

21
22 Fundamental resources and values help focus planning and management efforts on what is truly
23 significant about the park. One of the most important responsibilities of NPS managers is to ensure
24 the conservation and public enjoyment of those qualities that are essential (fundamental) to
25 achieving the purpose of the park and maintaining its significance. If fundamental resources and
26 values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

27
28 The following fundamental resources and values have been identified for Lake Roosevelt National
29 Recreation Area:

- 30
31 ▪ **Lake Roosevelt** – The reservoir formed by Grand Coulee Dam extends more than 130
32 miles along the Columbia River and includes other tributaries, as well as a variety of
33 geologic features and native vegetation and wildlife communities. Lake Roosevelt is a
34 popular attraction because of its size, the beauty of its scenery, its location in relation to
35 population centers, and public accessibility.
- 36
37 ▪ **Public Shoreline** – Visitors have access to more than 300 miles of publicly accessible
38 shoreline in the recreation zone managed by the National Park Service. The shoreline and
39 adjacent land provide a variety of visitor opportunities, including camping, wildlife viewing,
40 and stargazing, and serve as launch points for activities on the lake such as boating, fishing,
41 and swimming.
- 42
43 ▪ **High-Quality Recreational Opportunities** – The NPS recreational infrastructure at Lake
44 Roosevelt National Recreation Area is managed to provide appropriate and high-quality
45 visitor opportunities that serve diverse interests and abilities. Opportunities range from
46 solitude on remote stretches of the lake to group and family recreational activities.
- 47
48 ▪ **Fort Spokane Complex** – Strategically located at the confluence of two rivers, Fort
49 Spokane represents three important facets of westward expansion history: a military fort,
50 an Indian boarding school, and a tuberculosis sanitarium.

- **Archeological Sites and Ethnographic Resources at Kettle Falls** – Through its establishment and management, Lake Roosevelt National Recreation Area protects archeological sites and ethnographic resources associated with enduring human interactions with the Columbia River and surrounding landscape, including traditional villages and gathering locations, Old Fort Colville, Mission Point, the Kettle Falls Archeological District, and other submerged sites up and down the lake.

INTERPRETIVE THEMES

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes were identified for Lake Roosevelt National Recreation Area in the park's 2001 long-range interpretive plan. The park will update these interpretive themes as part of its overall long-range interpretive plan update, beginning in 2015:

- 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 18 species of sport 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 park facilities offer an alternative to visitors without boats to experience many of the park's resources.
 - Habitats throughout the park offer opportunities for watching wildlife, such as eagles, bears, deer, and many other species of birds, mammals, and fish.
 - Recreation is a byproduct of the construction of Grand Coulee Dam; the original purposes of the dam were irrigation water, flood control, and hydroelectricity.
 - The Columbia River's huge volume of water (10 times the Colorado River) originates in Canadian snowfields and glaciers, causing Lake Roosevelt to be typically cold and clear.
- The layers and landscapes of the Lake Roosevelt area show the geologic forces that shaped the scenery: changes that happened through gradual uplift, volcanism, erosion, and—occasionally—in sudden cataclysmic events.

- 1 – Over millions of years, intermittent lava flows created the Columbia Basin and tectonic
2 action uplifted these basalt layers and nearby mountains that form the landscape within
3 which Lake Roosevelt is located.
- 4 – The gradual erosion of these rock layers changed over time as the Cascade Mountains
5 rose, forming a rain shadow that reduced the amount of precipitation in the Columbia
6 Basin and nearby Okanogan Highlands.
- 7 – During the last ice age, a series of massive floods—the largest scientifically documented
8 floods in North America—scoured the coulees (gorges), channels, scablands, and other
9 landforms in the Columbia Basin.
- 10
- 11 ▪ Lake Roosevelt marks a transition zone between the desert-like Columbia Basin to the
12 south and the slightly wetter Okanogan Highlands to the north.
- 13 – Fish inhabiting Lake Roosevelt continue to adapt to an altered environment: dams have
14 stopped salmon and sturgeon runs, the lake’s depth fluctuates seasonally because of
15 snowmelt runoff, the water temperature changes at different locations, and human-
16 introduced species such as bass and walleye compete with native fish populations for
17 food and habitat.
- 18 – Much of the shoreline around Lake Roosevelt supports conifer forests, grasslands, and
19 scrublands that provide habitat for an estimated 75 species of mammals (including
20 human beings), 200 species of birds, 15 species of reptiles, and 10 species of
21 amphibians.
- 22 – The area’s plant and animal species have changed and continue to change over time,
23 adapting to climate transitions that vary from location to location.
- 24
- 25 ▪ Human beings have been living along the Columbia River in the Lake Roosevelt area since
26 the end of the last ice age, about 12,000 years ago.
- 27 – The ancestors of many Salish-speaking people have lived in this region for thousands of
28 years using traditional land use, seasonal migrations, survival strategies, and plant and
29 animal resources.
- 30 – The salmon fishery at Kettle Falls became the center of human activity in the Inland
31 Northwest during more than 9,000 years of continuous Indian habitation, and 19th-
32 century European American fur trade and missionary efforts.
- 33 – Archeological and geoarcheological research has helped preserve the record of humans
34 in the area, especially for the eras before European American contact.
- 35 – The Spokane Tribe of Indians and individual bands of the Confederated Tribes of the
36 Colville Reservation continue a heritage that stresses cooperation.
- 37 – The religious and economic legacy of St. Paul’s Mission and Fort Colville shaped the
38 European American culture and history of the upper Columbia River during the mid-
39 1800s while influencing the lives of surrounding native tribes.
- 40 – Chinese placer miners inhabited the Columbia River region from Keller Ferry to China
41 Bend, panning for gold. From the 1850s through the 1880s, Chinese settlers out-
42 numbered other nonnatives along this stretch of the river.
- 43 – The US Army established Fort Spokane in 1880 to provide a buffer between American
44 Indians and settlers of the Inland Northwest; later, its use as an Indian boarding school
45 and hospital exemplified the US federal Indian policy in the late 1800s and early 1900s.
- 46 – The construction of the Grand Coulee Dam and the resulting impoundment of the
47 Columbia River to create Lake Roosevelt greatly affected the area’s water, fish, and
48 shoreline resources and inundated numerous ferries, routes, towns, roads, and
49 railroads that had to be relocated out of the lake’s flood path.
- 50