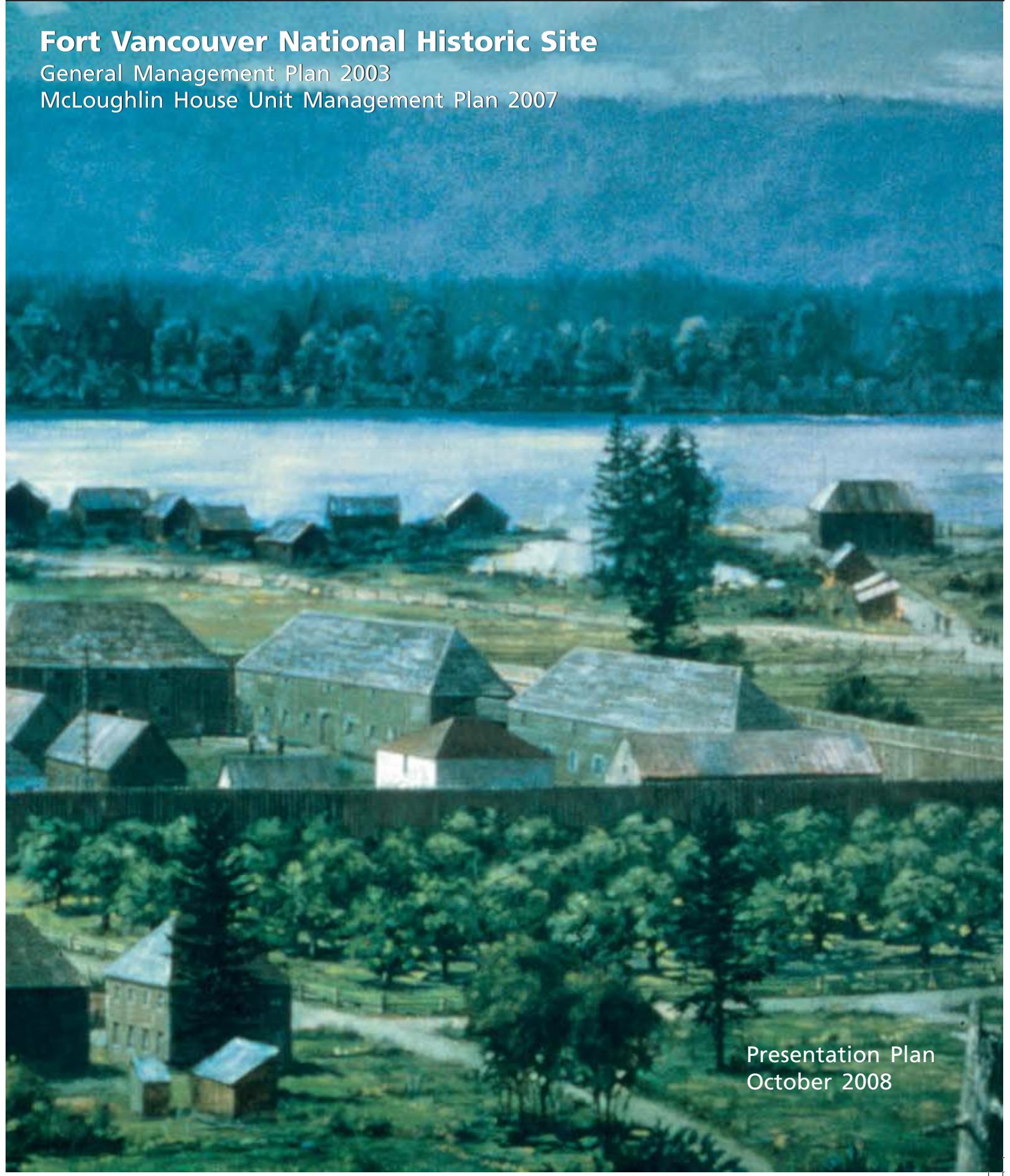




# Fort Vancouver National Historic Site

General Management Plan 2003

McLoughlin House Unit Management Plan 2007



Presentation Plan  
October 2008

*Cover: Painting by Richard Schlecht of Fort Vancouver in 1845. Commissioned by the NPS in 1975.*

*Divider Pages: Credits for artwork located on each divider page.*

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## United States Department of the Interior

NATIONAL PARK SERVICE  
Fort Vancouver National Historic Site  
612 East Reserve Street  
Vancouver, WA 98661



A34 (PWR-FOVA)

October 2008

Dear Friends of Fort Vancouver National Historic Site:

It is with great pleasure that we submit to you the final *General Management Plan for Fort Vancouver National Historic Site*. This plan is a vision for the next 15 – 20 years that will guide our management and protection of the National Historic Site. Many of you commented on the draft General Management Plan (GMP) several years ago and your comments helped shape the final GMP which was sent out in an abbreviated (strike-out and underlined) format. In June 2004, the Record of Decision on the GMP was signed by the NPS Regional Director.

This document – the final *General Management Plan for Fort Vancouver National Historic Site*, along with the *McLoughlin House Unit Management Plan*—becomes the lead planning document for the park. As many of you may recall, the McLoughlin House, which is located in Oregon City, Oregon, was added to Fort Vancouver National Historic Site in 2003 through Public Law 108-63. Although not adjacent to the National Historic Site, it is now part of Fort Vancouver National Historic Site. The *McLoughlin House Unit Management Plan* was completed in June 2007 when the Finding of No Significant Impact was signed by the NPS Regional Director.

Also included in this document is a small section on the Land Bridge and Interpretive Trail project. This project implements an action of the GMP recreating a physical link between the historic fort site and the Columbia River. The Land Bridge was designed by Native American architect Johnpaul Jones in collaboration with internationally renowned artist Maya Lin. We are very proud of the partnership created to implement this nationally recognized project, and therefore have added it to this document.

Since approval of the GMP in 2004, we have implemented many of the actions called for in the final GMP. I have already mentioned the design and implementation of the Land Bridge and the acquisition of the McLoughlin House. In addition, the following actions have occurred:

- The Counting House has been reconstructed.
- Due to decommissioning by the Army, the East and South Vancouver Barracks, which is already within the authorized boundary of the park, will transfer to the NPS in the near future.
- One village house has been reconstructed in the Village and another is in the process of being built. We plan for additional reconstructions in the coming years as funding and staffing become available.
- The New Orchard is in place and is flourishing.
- Trails, based on historic trails, are now in place inside and outside the fort, making it accessible.

The planning process for the GMP began in 1999 and much has been accomplished since that year. I've highlighted just some of the projects that have been accomplished. We look forward to future projects as we



continue to implement the vision from the 2004 *General Management Plan for Fort Vancouver National Historic Site* and the 2007 *McLoughlin House Unit Management Plan*. We also look forward to continuing to work with our partners, volunteers, and many of you in helping us to shape the future of Fort Vancouver National Historic Site, which serves our community, our region and our nation.

I hope you have the opportunity to visit Fort Vancouver and see first hand what's happening! Come spend time in your national park. I think you'll have a great time!

A handwritten signature in purple ink that reads "Tracy A. Fortmann". The signature is written in a cursive style with a large, stylized initial 'T'.

Tracy A. Fortmann  
Superintendent

# How to Use This Document

This document contains portions of the *Fort Vancouver National Historic Site Final General Management Plan* and the *McLoughlin House Unit Management Plan*. The McLoughlin House Unit (formerly McLoughlin House National Historic Site) was added to Fort Vancouver National Historic Site in 2003 through Public Law 733, just as the general management plan was finalized. These two documents form the two leading planning documents for the park. In addition, a section was added to this document to incorporate the land bridge and interpretive trail, an action proposed in the general management plan to link the Fort Vancouver village with the waterfront.

This document is presented in three sections:

## I. Fort Vancouver National Historic Site General Management Plan

**Summary** provides a synopsis of the general management plan.

**Background of the Park** sets the stage by describing the establishment of the national historic site. It also provides the park's purpose, significance and desired future conditions that were developed with public involvement during the planning process.

**Purpose and Need for the Plan** describes the purpose and need for this general management plan.

**The Affected Environment** provides detailed information on the environment, which could be affected by the decisions contained in the individual management alternative.

**The General Management Plan** describes the proposed action of the National Park Service for the future management of Fort Vancouver National Historic Site.

**List of Preparers and Cooperating Entities** denotes the planning team and other consultants that prepared and contributed to the general management plan.

**Bibliography** provides a list of reference materials used in development of the general management plan.

**Appendices** include Fort Vancouver NHS legislation, Record of Decision for the final general management plan, and a list of acronyms used in the document.

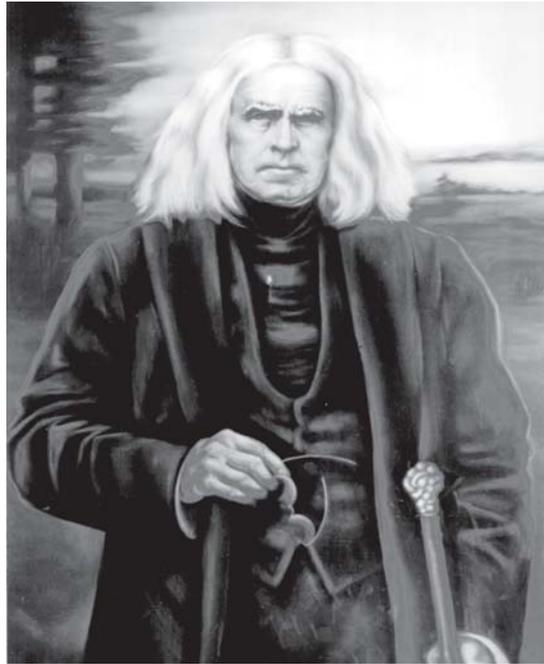
## II. McLoughlin House Unit Management Plan

This management plan tiers off the general management plan and describes how the McLoughlin House Unit will be managed as part of Fort Vancouver National Historic Site. It includes the following sections: Introduction, Purpose and Need, The Management Plan, The Affected Environment, List of Preparers, Bibliography, and Appendices.

## III. Land Bridge and Interpretive Trail

This section is a description of the land bridge and interpretive trail and is an implementation of one of the actions in the Fort Vancouver National Historic Site General Management Plan.

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**Dr. John McLoughlin**

*Chief Factor, Fort Vancouver  
Hudson's Bay Company, Columbia Department  
1784-1857*

*"Father of Oregon"*

*September 16th, 1836*

*Doct McLoughlin promises to loan us enough to make a beginning, and all the return he asks is that we supply other settlers in the same way. He appears desirous to afford us every facility for living in his power. No person could have received a more hearty welcome or be treated with greater kindness than we have been since our arrival.*

*Narcissa Whitman, My Journal*

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## General Management Plan

for

## Fort Vancouver National Historic Site

Prepared by  
U.S. Department of the Interior  
National Park Service

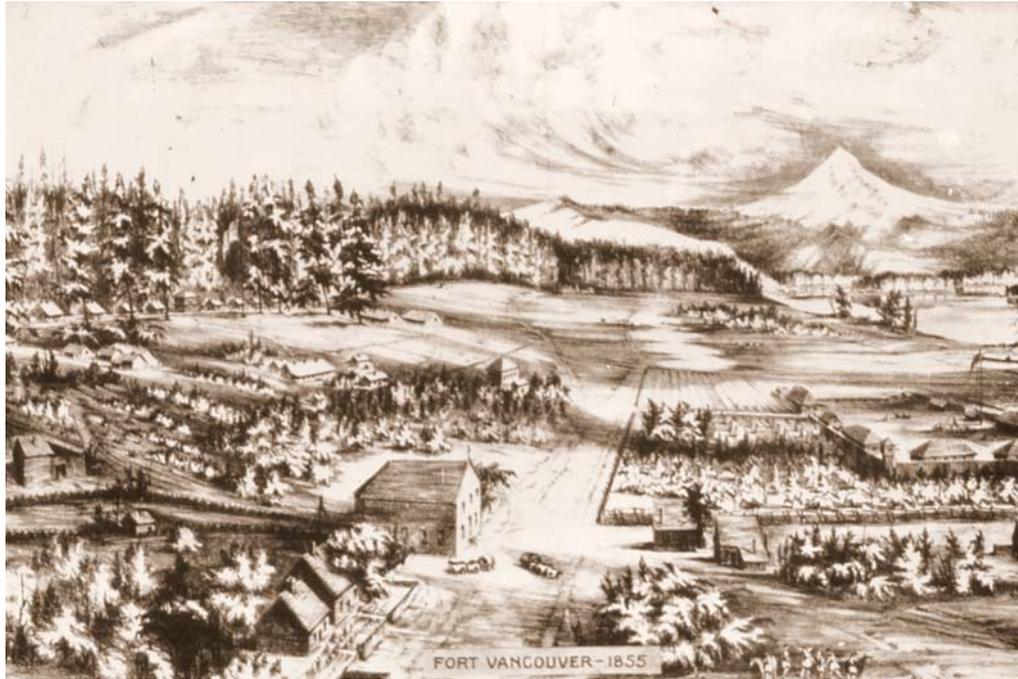
This final *Fort Vancouver National Historic Site General Management Plan* (GMP) is the proposed action of the National Park Service and was derived from three draft alternatives presented to the public during the GMP planning process. (Refer to the *Fort Vancouver National Historic Site Draft General Management Plan and Environmental Impact Statement*, October 2002 and the *Fort Vancouver National Historic Site Final General Management Plan and Environmental Impact Statement*, published in abbreviated format in November 2003.) With the signing of the Record of Decision on June 2, 2004, the preferred alternative, Alternative B, became the general management plan for the national historic site.

This GMP responds to National Park Service (NPS) planning requirements and to issues identified during the public scoping process. It emphasizes visitor use and the preservation of cultural and natural resources that provide the unique environment in which the Fort Vancouver story is presented to the public. The GMP expands opportunities for the visitor to appreciate the broad sense of history that occurred at Fort Vancouver and in the Pacific Northwest. Specific NPS actions relating to the Hudson's Bay Company and early U.S. Army period include: additional reconstruction and delineation of historic structures; the establishment of wayside exhibits at the Fort, Village, Parade Ground, and Waterfront; additional educational outreach programs; and a new research facility. On July 29, 2003, with the passage of H.R. 733, the McLoughlin House National Historic Site in Oregon City became a unit of Fort Vancouver National Historic Site administered by Fort Vancouver National Historic Site staff, an action proposed in the draft GMP.

The national historic site will undertake specific actions in cooperation with the Vancouver National Historic Reserve Partners and others. These will include: sharing of administrative, maintenance, and visitor facilities; remodeling the existing Fort Vancouver visitor center as the Vancouver National Historic Reserve visitor center; construction of a landbridge to link the Fort Vancouver Waterfront and the City of Vancouver's Old Apple Tree Park with the Fort and Village area; and the implementation of a shuttle system by C-TRAN, the regional transportation authority. Included in this GMP are development concept plans delineating enhancements to the Village, Fort, and Waterfront.

The document includes the results of public involvement, consultation, and coordination. On November 21, 2002 the draft became available for public review. Public meetings were held in Vancouver, Washington and Oregon City, Oregon during December 2002. The 60-day comment period ended on February 8, 2003 and a total of 135 pieces of correspondence were received.

For copies of this document, contact the Administrative Assistant at Fort Vancouver National Historic Site, 612 East Reserve Street, Vancouver, Washington 98661, or by phone at (360) 816-6212. For further information, contact the Superintendent at the address above, or by phone at (360) 816-6205. This document can be accessed through the Internet at [www.nps.gov/fova](http://www.nps.gov/fova).



*Richard Covington, 1855 Illustration of Fort Vancouver*

# Summary

The story of Fort Vancouver is intertwined with the history of Pacific Northwest trade and settlement. It was here in present day Vancouver, Washington that several great nations, among them Great Britain, the United States, Spain and Russia, laid claim to the rich natural resources and economic opportunities of this scenic corner of the world.

It was certainly no accident then, that Great Britain and their “economic ambassador,” the Hudson’s Bay Company (HBC), chose the broad fertile river plain along the north bank of the Columbia River as the location for a fort. Fort Vancouver would grow into a thriving commercial operation of several thousand acres in size and from which the vast territory of the Columbia Department was managed.

Many in Great Britain felt that the international boundary between British Canada and the United States would be the Columbia River. However, after the 1846 Treaty of Oregon set the boundary at the 49<sup>th</sup> parallel, the United States Army immediately established a presence in the Northwest at Vancouver Barracks, and Fort Vancouver was soon abandoned.

It is these compelling stories that the National Park Service (NPS) tells at Fort Vancouver National Historic Site (NHS). These stories are evident by the archaeological resources and historical documents, by the cultural landscape that remains and is being restored, through reconstruction of certain documented structures within and outside the fort palisade, and through living history interpretation and educational programs.

This document is the general management plan (GMP) for Fort Vancouver National Historic Site.

The GMP provides NPS management with the necessary framework to guide the management of the NHS for the next 15 years. The plan is intended to be a useful long-term decision-making tool, providing NPS managers with a logical and traceable rationale for decisions about the protection and public use of park resources.

At the beginning of the planning process, a series of public scoping meetings were held in January 2000 to present the park’s purpose and significance, primary interpretive themes, and desired future conditions, and to define issues that would be addressed in the plan. Ideas and comments were solicited from the public and other governmental agencies to discern if there were other issues that were not initially listed. A draft GMP including an environmental impact statement (EIS) was released for public comment in November 2002, followed by a 60-day public review period. Public meetings were held in December 2002 in conjunction with this public review.

The GMP was prepared with the understanding that this unit of the National Park System plays a vital role in its urban setting, tells a significant story in our nation’s history, protects important resources associated with that history, and fully participates with our partners in the Vancouver National Historic Reserve (Reserve) in conveying these stories to visitors from the region, from across the nation, and around the world.

The GMP contains several new elements for implementation that will result in expanded opportunities for the visitor to appreciate the broad sense of history that occurred at Fort Vancouver and its

place in Northwest history. Specific actions include the reconstruction of nine Hudson's Bay Company period structures within the fort palisade and two at the Village. A research and education center will be developed within the Fort. Interpretive components will be added, including wayside exhibits and delineation of structures in certain locations. Much of the historic landscape will be restored. The NPS staff will develop an interpretive area at the Waterfront by partially reconstructing the Salmon Store as an interpretive shed, and delineating several other historic HBC structures. The original location of the wharf will be simulated and the historic pond delineated with plants. A portion of Columbia Way will be realigned to better accommodate visitor circulation and interpretation.

In cooperation with the City of Vancouver and the Washington State Department of Transportation, a land bridge will be constructed to link the Fort and Village areas with the Waterfront. The design will allow for interpretation devices and the use of vegetation as transitional elements. A local transit authority, in cooperation with NPS and other Reserve Partners, will implement a shuttle system to facilitate visitation. Other cooperative sharing measures will include administrative, maintenance, and the development and operation of visitor facilities with Reserve Partners. The NPS will recommend that one of the four buildings fronting the historic Parade Ground, as determined excess by the Secretary of the Army, be renovated as the joint administrative headquarters for the park and other Reserve offices. Maximum use will be made of existing structures including renovation of the existing Fort Vancouver visitor center as the Vancouver National Historic Reserve visitor center jointly managed by the Reserve Partners, including the NPS.

Implementation of the GMP will result in the development of additional educational outreach programs and new research facilities related to the Hudson's Bay Company and early U.S. Army period. In addition, on July 29, 2003, President Bush signed into law H.R. 733, which authorized the Secretary of the Interior to acquire the McLoughlin House in Oregon City, Oregon for inclusion in Fort Vancouver National Historic Site.



*Hudson's Bay Company's operations in western North America*

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# I. Fort Vancouver National Historic Site General Management Plan

*Painting of Fort Vancouver in 1845 by Richard Schlecht.  
Commissioned by the NPS in 1975.*





# Background of the Park

*Fort Vancouver National Historic Site (NHS) is located in southwestern Washington on the north bank of the Columbia River. In 1829, the Hudson’s Bay Company (HBC) moved its palisade to the present site, establishing headquarters and principal supply depot for its operations west of the Rocky Mountains. The national historic site is within Washington’s Third Congressional District in Clark County and is located within the heart of Vancouver’s Central Park. The authorized boundary of the NHS is defined by the Columbia River to the south, Evergreen Boulevard to the north, East Reserve Street to the east, and Fort Vancouver Way and Interstate 5 to the west. (See Figure 1, Willamette-Puget Trough Ecoregion.)*

## Background

### Establishment of Fort Vancouver National Historic Site

#### Fort Vancouver National Monument

Fort Vancouver National Monument was established on June 19, 1948 “to preserve as a national monument the site of the original Hudson’s Bay stockade (of Fort Vancouver) and sufficient surrounding land to preserve the historical features of the area” for “the benefit of the people of the United States” (62 Stat. 532 and the Senate Report on the legislation). The Department of the Interior report on the legislation further stated that the lands so dedicated should fulfill “two essential requirements—the preservation of the historic stockade...and the preservation of the historic parade ground of the later United States Army Post.” In addition, the total area of the national monument was not to exceed 90 acres.

#### Fort Vancouver National Historic Site

To improve the conditions for achieving the legislative requirements of the park, Congress passed an act June 30, 1961 (75 Stat. 196), enlarging the boundaries of Fort Vancouver and redesignating the national monument as a national historic site. Congress also allowed for a revision of the boundaries of the monument to include an additional 130 acres of land “adjacent to, contiguous to, or in the vicinity of the existing monument”. (See Appendix A, Fort Vancouver National Historic Site legislation.)

There are approximately 209 acres within the authorized Fort Vancouver National Historic Site boundary. The National Park Service (NPS) manages approximately 165 acres of this area and the U.S. Army, City of Vancouver, and the State of Washington manage the remainder of lands.

The authorized boundaries of Fort Vancouver NHS contain parcels obtained either by fee simple transactions or through federal property surplus actions. Some parcels are still part of the U.S. Army’s Vancouver Barracks operations and may be available only if the Department of the Army determines that the parcels are “excess to their needs.” This determination relates specifically to properties within what is referred to as the east and south barracks (note: the names “east barracks” and “south barracks” are used in this document to refer to properties located in the east or south portions of Vancouver Barracks within the authorized NHS boundary. The east barracks area includes that portion of Vancouver Barracks east of Fort Vancouver Way. The south barracks includes the area south of East Fifth Street.) (See Figure 2, Ownership.)

### **Establishment of McLoughlin House National Historic Site**

On February 19, 1941, the John McLoughlin and Barclay houses in Oregon City, Oregon became a National Historic Site administered by the McLoughlin Memorial Association (Association) under a cooperative agreement with the Secretary of the Interior. The agreement required the Secretary to regulate the way that the Association maintained the historic character of the McLoughlin House and to provide planning and technical advisory assistance as requested and possible within existing appropriations limits.

In January 1966, the NHS officially took over responsibilities from the former NPS Portland, Oregon office including the annual inspection of the McLoughlin House. The amount of assistance by NHS staff has varied over the years. The City of Oregon City owns the land where the McLoughlin and Barclay houses are situated and is a “Charter Park”. As a Charter Park, the City of Oregon City must maintain title to the land. (See Appendix B for the 1941 McLoughlin House National Historic Site Legislation.)

### **Establishment of McLoughlin House Unit**

On May 15, 2001, the citizens of Oregon City, Oregon voted to convey an easement interest in the McLoughlin House National Historic Site from the city to the NPS via donation if authorized by Congress.

On July 29, 2003, President Bush signed Public Law 108-63 (known as H.R. 733), which authorizes the Secretary of the Interior to acquire the McLoughlin House National Historic Site in Oregon City, Oregon for inclusion in Fort Vancouver National Historic Site. This legislation changes the name of the site from the “McLoughlin House National Historic Site” to “McLoughlin House.” It also changes the status of the site from an affiliated unit of the National Park Service, not managed by the NPS, to a unit of Fort Vancouver National Historic Site, managed by the staff at Fort Vancouver National Historic Site. Ownership of the McLoughlin House, the Barclay House, and other associated real property, improvements, and personal property changes from the McLoughlin Memorial Association to the NPS. (See Appendix B for the 2003 McLoughlin House Addition to Fort Vancouver National Historic Site Act.) The land itself will remain a charter park of Oregon City and in City ownership. An easement interest in the Park has been conveyed by the City to the NPS to allow for NPS administration of the site.

Under the terms of agreement, the McLoughlin Memorial Association will sell the McLoughlin and Barclay houses to the NPS to allow for direct NPS management and maintenance of the structures. A NPS site manager and staff will administer the site and provide various enhancements, and support for a volunteer cadre to assist the NPS in site operation will be pursued. The Association will assist the Fort Vancouver National Historic Site superintendent and site manager. Additionally, the Association through their nonprofit status will continue to pursue private sector support for educational programming, site preservation, and other activities. It is intended that some of the proceeds from the sale of the two historic properties to the NPS will be used to establish an endowment fund administered by the Association’s Board of Directors. The endowment fund will be available to assist in the long-term preservation and public use of the site and the development of various education programs throughout the community and the Portland/Vancouver metropolitan region.



**Legend**

- Cities
- Significant Places
- Interstate
- State Highway
- U.S. Highway
- Streams
- Lakes & Rivers
- State Boundaries
- Counties
- National Park Service Units
- National Forests
- Indian Reservations
- Columbia River Gorge National Scenic Area

25 0 25 50 Miles

1:2,200,000

**Figure 1**

↑ N

Data Sources:  
 ESRI: cities, counties  
 ESRI Digital Chart of the World: state boundaries, streams, lakes & rivers  
 Washington Department of Transportation: WA highways, Columbia River Gorge National Scenic Area  
 U.S. Census Bureau TIGER data: OR and ID highways  
 Interior Columbia Basin Ecosystem Management Project: National Forests, Indian Reservations  
 NPS: National Park Service Units

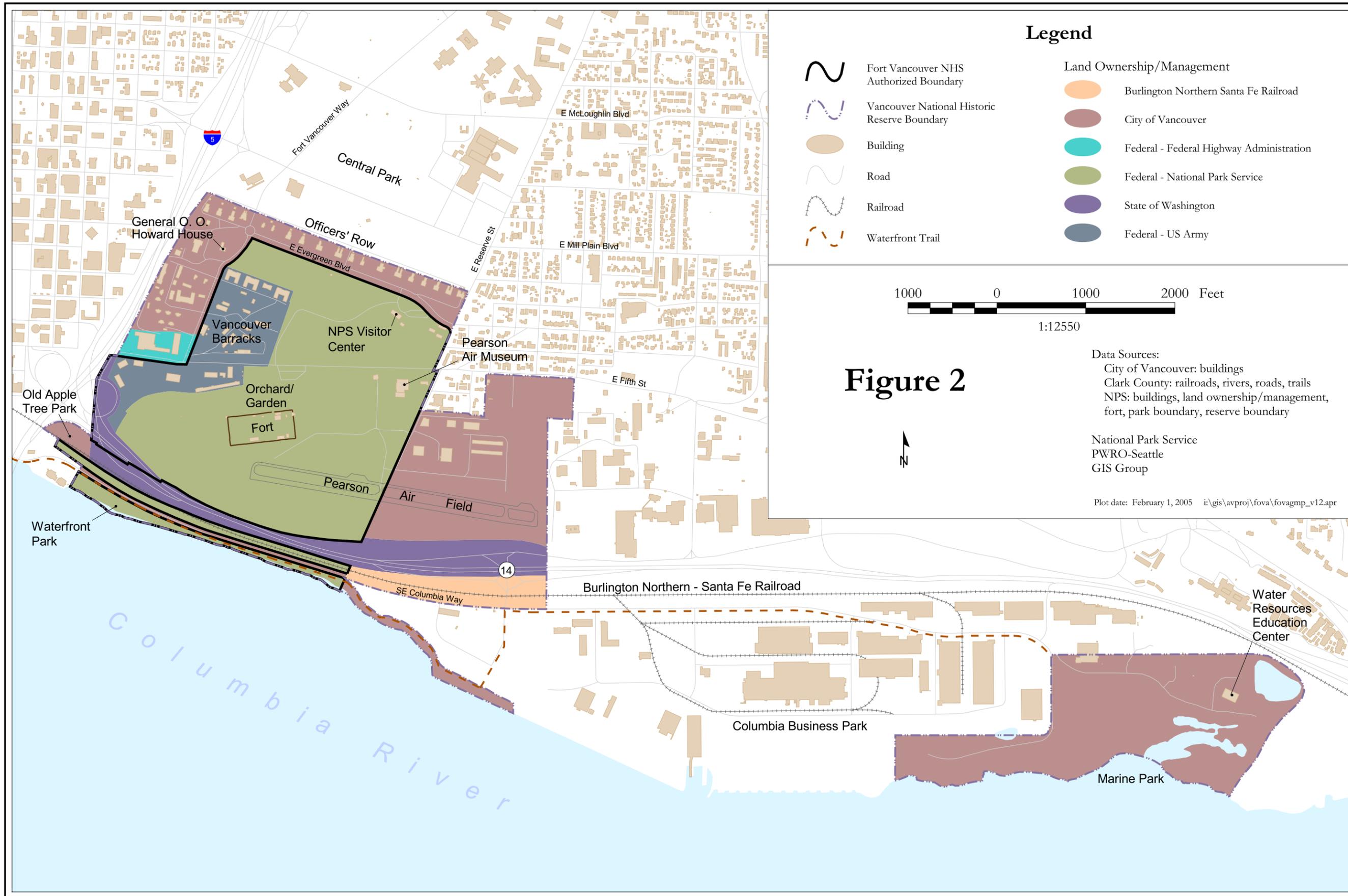
National Park Service  
 PWRO-Seattle  
 GIS Group

Plot date: February 1, 2005 i:\gis\arcmapdoc\fova\ecoregion\_v3.mxd

# Willamette - Puget Trough Ecoregion

## Fort Vancouver NHS GMP/EIS





**Legend**

- Fort Vancouver NHS Authorized Boundary
  - Vancouver National Historic Reserve Boundary
  - Building
  - Road
  - Railroad
  - Waterfront Trail
- Land Ownership/Management**
  - Burlington Northern Santa Fe Railroad
  - City of Vancouver
  - Federal - Federal Highway Administration
  - Federal - National Park Service
  - State of Washington
  - Federal - US Army

1000 0 1000 2000 Feet

1:12550

**Figure 2**



Data Sources:  
 City of Vancouver: buildings  
 Clark County: railroads, rivers, roads, trails  
 NPS: buildings, land ownership/management, fort, park boundary, reserve boundary

National Park Service  
 PWRO-Seattle  
 GIS Group

Plot date: February 1, 2005 i:\gis\avproj\fova\fovagmp\_v12.apr



**Land Ownership/Management**

**Fort Vancouver NHS GMP/EIS**

## Actions Affecting Fort Vancouver NHS after Enabling Legislation

### History of Reconstruction at Fort Vancouver NHS

The National Park Service's *Management Policies 2001* reaffirm a long-standing position on the practice of reconstruction within National Park Service or System sites. The policies (Reconstruction of Obliterated Landscapes 5.3.5.2.4) state:

No matter how well conceived or executed, reconstructions are contemporary interpretations of the past, rather than authentic survivals from it. The National Park Service will not reconstruct an obliterated cultural landscape unless:

- There is no alternative that would accomplish the park's interpretive mission;
- Sufficient data exist to enable its accurate reconstruction, based on the duplication of historic features substantiated by documentary or physical evidence, rather than on conjectural designs or features from other landscapes;
- Reconstruction will occur in the original location;
- The disturbance or loss of significant archaeological resources is minimized and mitigated by data recovery; and
- Reconstruction is approved by the Director. (National Park Service 2001: p.56)

The decision to reconstruct the stockade and key buildings at Fort Vancouver was made after years of discussion within the NPS and with public and private supporters of the national historic site. The discussion began with the earliest efforts by public groups in the years between 1915 and 1948 to establish a monument or memorial and reconstruct the stockade. It was complicated by conflicting land uses, including the presence of Pearson Field and its aviation easement that extended over the stockade site, limiting possibilities for both reconstruction and safe visitation. At the dedication of the monument in 1955, Secretary of the Interior Douglas McKay, a descendant of Hudson's Bay Company employees, made it clear that:

...the reconstruction of the stockade and buildings is not favored. We would like to replant the orchard, fence in the fields and re-establish the old wagon roads now forgotten [but] the National Park Service does not favor reconstruction of historic structures, particularly when most or all evidence of the original building has disappeared (Merritt 1993: p.28).

In the earliest NPS planning for the site, Fort Vancouver was considered primarily as an archaeological site. The focus was on further archaeological investigations and a museum perched on the bench above the Fort that would utilize artifacts recovered from the site to interpret the Hudson's Bay Company era. The local community, however, continued to lobby for reconstruction, initially by supporting the re-designation of the monument as a national historic site. Such a designation, it was believed, would encourage NPS to interpret and develop the area under the authorities of the Historic Sites Act of 1935.

Ultimately, Congressional action determined that the reconstruction of the stockade and key structures would proceed. In 1965, with the concurrence of NPS Director Hartzog, Congresswoman Julia Butler Hansen arranged for an appropriation of \$83,000 to reconstruct a portion of the stockade. In subsequent years, through the efforts of Congresswoman Hansen, Congress funded an extensive program of archaeological research, excavation, and reconstruction. National Park Service planning for the Fort, beginning with the *Master Plan for Preservation and Use of Fort Vancouver National Monument, Mission 66 Edition*, reversed the initial course and cautiously endorsed reconstruction based on sound research

and archaeological investigations and a clear identification of any resultant structures as “replicas.” The 1969 *Master Plan* prepared by the park outlined reconstruction of the stockade, key structures to support “living history” interpretation (a keen interest of Director Hartzog), fields, pasture, and the “original surrounding forest environment.” The most recent *Master Plan*, published in 1978 and scheduled for replacement by this general management plan, reaffirmed reconstruction as a priority, outlining a five-phase reconstruction program.

All future reconstruction at Fort Vancouver will continue to adhere strictly to the historical and archaeological research requirements of NPS *Management Policies 2001*, as cited above. The park will continue to work with qualified professionals, as well as build its own professional capabilities, to support these requirements. Guidelines will be developed to identify, justify, and prioritize future reconstructions, based on research, educational, and interpretive goals.

### **Pearson Field**

When the Hudson’s Bay Company departed Vancouver in 1860, the U.S. Army assumed management of the properties within the boundaries of the Vancouver Barracks Military Reservation. During the early decades of the 20<sup>th</sup> century, the open fields of Vancouver Barracks were the site of a number of early experimental flights by both civilian and military aviation enthusiasts. In 1925, Pearson Field was formally dedicated within Vancouver Barracks and functioned as an Army Air Corps station during the interwar period between World War I and World War II. Shortly after World War II, the NPS received the site of the Fort and Parade Ground and the city received the airfield for the purpose of aviation operations from the War Assets Administration.

In 1972, the City of Vancouver sold the western portion of the airfield (approximately 72 acres) to the NPS but reserved a 30-year “use and occupancy” of the property allowing for continued operations of the airport until 2002 and development of a new airfield facility at another county location. The Fort Vancouver National Historic Site master plan proposed to reestablish the historic HBC scene in this area after the airfield ceased operation.

In 1996, Congress extended city use of the airfield until 2022. During this extension period general aviation uses may continue subject to FAA approval. After 2022, the focus will be on operations of historic aircraft. Related portions of Public Law 101-523 and a Memorandum of Agreement between the NPS and the city cite the following conditions:

#### **Public Law 101-523, 1997-1996 Interior Appropriations**

Sec. 334. The National Park Service, in accordance with the Memorandum of Agreement between the United States National Park Service and the City of Vancouver dated November 4, 1994, shall permit general aviation on its portion of Pearson Field in Vancouver, Washington until the year 2022, during which time a plan and method for transitioning from general aviation aircraft to historic shall be completed; such transition to be accomplished by that date. This action shall not be construed to limit the authority of the Federal Aviation Administration over air traffic control or aviation activities at Pearson Field or limit operations and airspace of Portland International Airport.

#### **Memorandum of Agreement between United States National Park Service and City of Vancouver**

(8) The Vancouver Partnership will be requested to prepare a long-term master plan for Pearson Airpark within a timetable to be established by the Partnership. Said master plan would be completed as soon as possible, but no later than 36 months from the date of this Agreement. Said master plan shall include, as a minimum, the following:

(A) A plan and method for transitioning from general aviation aircraft to historic aircraft which transition shall be completed by the year 2022. Historic aircraft shall be defined as aircraft based on a design from: (1) World War II era or earlier, (2) which are 50 years or older, or (3) which is determined by a qualified aviation advisory group selected by the Vancouver Partnership to be of historical significance.

### **Fort Vancouver Waterfront**

Part of the vision and implementation of the *City of Vancouver Central Park Plan* in the late 1970s involved construction of a landscaped greenbelt along the Columbia River on federal property. (The Vancouver Central Park consists basically of the surplus areas of the military reservation.) In March 1982, the City of Vancouver and the NPS signed an agreement to allow the city to utilize, develop, and maintain the federal waterfront property as a public park. This agreement expires on March 9, 2007 and was negotiated with the understanding that NPS would eventually restore portions of the waterfront's historic landscape based on its 1978 master plan. In late 2003, the NPS reassumed responsibility for the day-to-day upkeep and maintenance of the waterfront area within the park.

### **Pearson Air Museum**

In 1995, the City of Vancouver and the National Park Service jointly conducted an environmental assessment to site a proposed aviation museum on federal lands and in federal buildings within the national historic site. This action required an amendment to the 1978 park master plan to justify the use of federal land for a nonprofit public museum. Three historic aviation buildings comprise the principal structural components of the museum complex. Under the amended 1978 master plan, these buildings qualified as an approved element within the Fort Vancouver National Historic Site master plan since it provides for adaptive reuse of historic properties (these properties are recorded on the Washington State Register of Historic Places and are eligible for the National Register). Museum use is thematically linked with the historical interwar period of aviation and is one of the themes of the Vancouver National Historic Reserve (Reserve).

A memorandum of agreement signed in November 1994 between the City of Vancouver and the NPS allowed for the development of the new museum within the national historic site. A December 1995 cooperative agreement authorized the City of Vancouver to assist in the historical interpretation of Pearson Field aviation history.

### **Vancouver National Historic Reserve**

Significant historical events occurring in Vancouver, Washington resulted in a rich collection of cultural resources, including sites such as Fort Vancouver, Vancouver Barracks, Pearson Field, the Columbia Riverfront, and Kaiser Shipyards. In 1990, (Public Law 101-523) Congress directed a commission to study the feasibility of establishing a Vancouver National Historic Reserve. Five representatives served on the commission. A private citizen served as one representative and as commission chairman, and four were representatives from the following public agencies: the National Park Service, the Department of the Army, the City of Vancouver, and the Washington State Office of Archaeology and Historic Preservation. Completing its study in April 1993, the commission recommended establishment of the Reserve. Though historically important, Kaiser Shipyards was not included in the Reserve boundary.

The 366-acre Reserve was established in 1996 (Public Law 104-333, Section 502). Though not a unit of the National Park System, it is an affiliated area, making the Reserve eligible for technical and financial aid from the National Park Service. Congress gave national status to the area when it established the Reserve. As part of a public/private partnership, Congress has historically provided support to the Reserve through annual appropriations that match other public and private funds. The Reserve is cooperatively managed by a partnership composed of the same four agencies that served on the commission. A cooperative agreement signed by the Reserve Partners provides for specific funding and program support for various Reserve functions. The National Park Service is the lead Reserve Partner for interpretation, education, and cultural resource protection. Leadership in these areas provides an important contribution in fulfilling the goals of the *Vancouver National Historic Reserve Cooperative Management Plan*.

Fort Vancouver NHS is essentially a park within a park because of the legislatively established Reserve that surrounds it. As a partner in the Reserve and a signatory agency to its cooperative management plan, NPS staff is committed to communicate and coordinate its planning and operational activities within the context of the larger Reserve. In addition, the NPS serves as the lead partner in education, interpretation, and cultural resources.

### **Conveyance of West Portion of Vancouver Barracks**

On October 30, 2001, Congress approved Public Law 106-398 [114 Stat.1654A], Section 2843. This section of the act authorized the conveyance of property situated within the Vancouver National Historic Reserve from the Secretary of the Army to the City of Vancouver, Washington. The property included 19 structures at Vancouver Barracks that are identified by the Army using numbers between 602 and 676 in the west barracks area.

The city intends to actively pursue the adaptive reuse of these historic properties for a variety of public and private uses. Any reuse will be accomplished in adherence to the Secretary of the Interior's Standards and in the spirit of the preservation of the historic features of the Vancouver National Historic Reserve.

## **Purpose and Significance**

### **Purpose of Fort Vancouver National Historic Site**

The National Park Service Organic Act of 1916 established management criteria for all units of the National Park System. The stated purpose is "...to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations."

As interpreted through enabling legislation, the purpose of Fort Vancouver National Historic Site is to preserve and interpret the following:

- The site of the nineteenth century Hudson's Bay Company's activities
- Settlement of the Oregon Country (Became Oregon Territory in 1848)
- The establishment of the U.S. Army's Vancouver Barracks

## Significance of Fort Vancouver National Historic Site

Through NPS staff workshops and public meetings the significance of Fort Vancouver NHS has been determined to be the following:

- From 1825 through 1849 Fort Vancouver was the site of the Hudson's Bay Company's administrative headquarters and supply depot west of the Rocky Mountains. As a result, the HBC greatly influenced the economic, political, and cultural development of the Pacific Northwest.
- Fort Vancouver was the Pacific Northwest center for fur trade and other commerce, agriculture, and industry between 1825 and 1849.
- Fort Vancouver was the first terminus of the Oregon Trail (water route along the Columbia River).
- Vancouver Barracks, established in 1849, was the first military post developed in the Pacific Northwest. It served as headquarters for the U.S. Army operations into the twentieth century.
- Fort Vancouver NHS contains extensive archaeological resources, both *in situ* (in original location) and recovered, that provide important information about the physical relationships and the cultural and economic operation of the Hudson's Bay Company and the U.S. Army.

## Desired Future Conditions

The following are desired future conditions or goals that management of the national historic site will strive toward:

- Through preservation, park resources are protected, restored, and maintained in accordance with NPS policies. These resources include recovered and *in-situ* archaeological resources, collections, and reconstructed structures and landscapes.
- Park visitors are provided effective interpretation, education, and orientation about the history and significance of the park resulting in a greater understanding of HBC and early U.S. Army resources and support for their preservation.
- Park visitors are able to safely enjoy park facilities and services.
- Formal partnership programs with Reserve Partners and others are established to assist in education, interpretation and in the conservation and preservation of park resources related to the HBC and early U.S. Army periods.
- The NHS is the lead partner serving the Reserve Partners in interpretation, education, and preservation of resources related to venues within the VNHR.
- The most current management practices, systems, and technologies are used to accomplish these future conditions.

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# Purpose and Need for the Plan

*The Mills of Oregon City*  
Painting by Paul Kane  
Courtesy of Stark Museum of Art, Orange, Texas



## Purpose and Need for the Plan

*The purpose of this general management plan (GMP) is to protect park resources and manage visitor use at Fort Vancouver National Historic Site during the next 15 years. Successful implementation of the GMP will result in the preservation of natural and cultural resources and an enhanced visitor experience.*

The National Parks and Recreation Act of 1978 (Public Law 95-625), requires the preparation and timely revision of general management plans for each unit of the National Park System. The National Park Service management policies call for each GMP to "...set forth a management concept for the park [and] establish a role for the unit within the context of regional trends and plans for conservation, recreation, transportation, economic development, and other regional issues..." Congress has also specifically directed (16 U.S.C. 1a-7[b]) the NPS to consider, as part of the planning process, the following:

General management plans for the preservation and use of each unit of the National Park System, including areas within the national capital area, shall be prepared and revised in a timely manner by the Director of the National Park Service. On January 1 of each year, the Secretary shall submit to the Congress a list indicating the current status of completion or revision of general management plans for each unit of the National Park System. General management plans for each unit shall include, but not be limited to:

- (1) measures for the preservation of the area's resources;
- (2) indications of types and general intensities of development (including visitor circulation and transportation patterns, systems and modes) associated with public enjoyment and use of the area, including general locations, timing of implementation, and anticipated costs;
- (3) identification of an implementation commitment for visitor carrying capacities for all areas of the unit; and
- (4) indications of potential modifications to the external boundaries of the unit, and the reasons therefor.

While it is the policy of the NPS to prepare or revise a GMP for units of the National Park System every 15 years, the last general management plan (master plan) for Fort Vancouver National Historic Site was revised in 1978. The need for the GMP is to comply with congressional mandates to provide a timely revision to the park's GMP. This plan will address the many issues that have changed since the previous master plan was written. Previous actions may need to be reevaluated based upon new information or circumstances. A discussion of these issues can be found in the following "Planning Issues and Concerns" section.

The proposed GMP is accompanied by an environmental impact statement (EIS), which identifies and evaluates the effects or impacts of various alternative approaches to the protection and appropriate uses of Fort Vancouver National Historic Site.

## Planning Issues and Concerns

Specific needs or challenges to be addressed in this GMP/EIS are reflected in the following array of issues specific to Fort Vancouver National Historic Site. These issues were developed by NPS staff and the public through the public participation process. They are listed by category. For a more detailed background of these issues, refer to “The Affected Environment” chapter of this document.

### **Issues Related to Cultural Resource Management**

#### **Cultural Landscape**

Since 1966, fourteen structures have been reconstructed on their original locations at the fort site. The need exists to examine the purpose and extent of further reconstruction within the fort palisade, including staffing, interior building treatment, and phasing of construction, as well as other considerations. (See Figure 3, Fort Structures.)

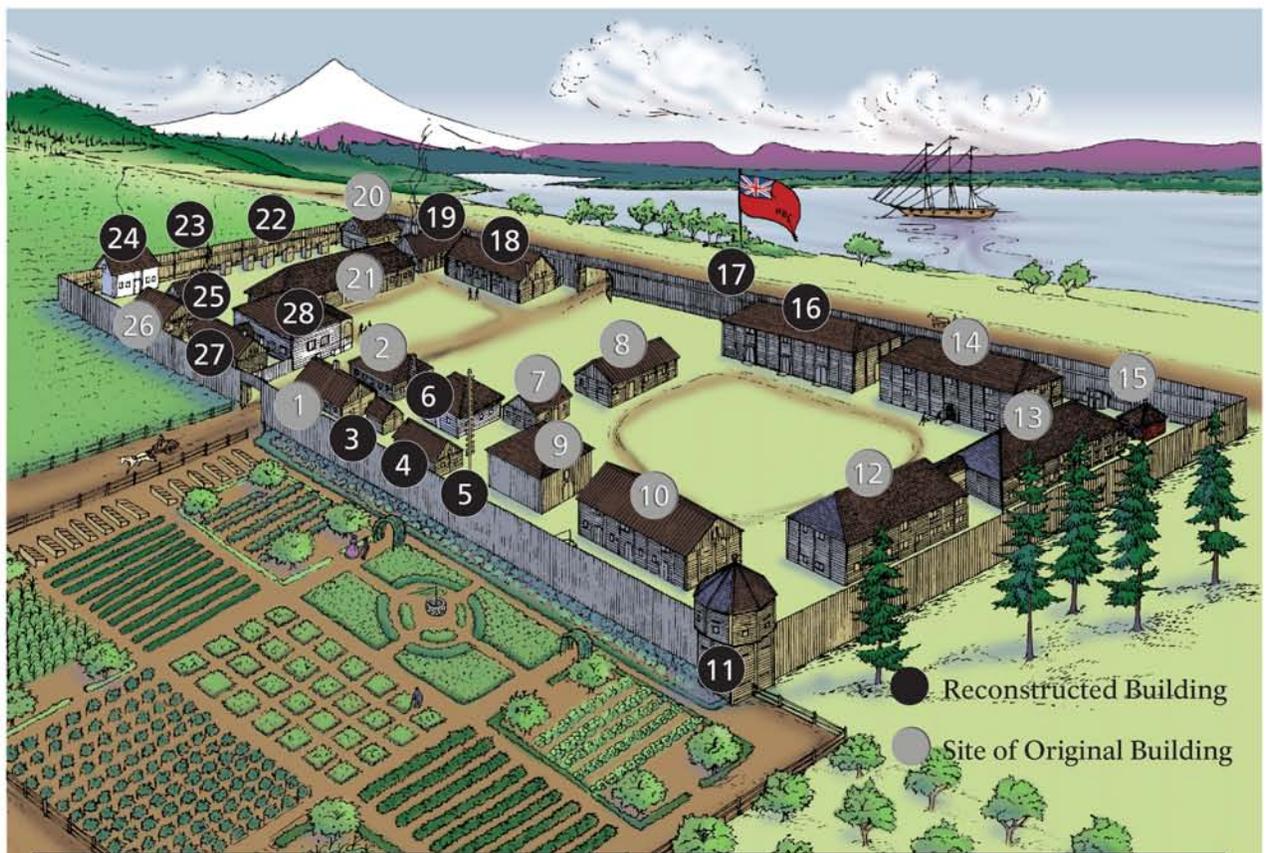
In 2002, adaptive rehabilitation of the former pilots’ lounge and a weapons storage facility was completed to support additional administrative, curatorial, and museum needs. Also in 2002, the city completed the removal of outdated hangar structures from the field between the Pearson Air Museum and the Fort palisade, restoring the open vistas common to both historic periods. Park staff need to reexamine the cultural landscape elements and how pedestrian and vehicular circulation works within these. (See Figure 4, Cultural Landscape Features.)

The NPS is preparing a Cultural Landscape Report for the Vancouver National Historic Reserve which will help the Reserve Partners address landscape issues in a comprehensive manner and provide recommendations Reserve-wide.

#### **Research and Education Center**

More than 1 million artifacts are currently being curated by the NPS and stored at Fort Vancouver NHS. The vast majority of them came from archaeological excavations at the site and from three other Hudson’s Bay Company sites: San Juan Bellevue Farm, Fort Colville, and Fort Nez Perce in the Pacific Northwest. This number will continue to grow with incorporation of the Reserve’s U.S. Army artifacts and other recovered HBC artifacts. With these unparalleled, site-specific resources, the park has the potential to be a major research and education center, documenting the early historical development of the Pacific Northwest.

The management approach for this collection needs to be developed, refined and documented. At issue is whether the NHS should function not only as a repository for the preservation, storage, and accountability of the collections, but whether it should also fill the demanding function of a research center. This determination significantly affects long and short-term planning for other activities and operations. Factors to be taken into consideration include accessibility and availability of collections, staffing, funding, interpretation, equipment and facility needs, among others. Also, the location, scale, and scope of the center need to be determined.



### Fort Structures: Figure 3

- |                   |  |
|-------------------|--|
| ① Owyhee Church   | ⑮ Powder Magazine                              |
| ② Priest's House  | ⑯ Fur Store                                    |
| ③ Jail            | ⑰ Flagpole                                     |
| ④ Carpenter Shop  | ⑱ Trade Shop, Dispensary, and Barclay Quarters |
| ⑤ Belfry          | ⑲ Blacksmith Shop                              |
| ⑥ Counting House  | ⑳ Iron Store                                   |
| ⑦ Old Office      | ㉑ Bachelor's Hall                              |
| ⑧ Catholic Church | ㉒ Privies                                      |
| ⑨ Wheat Store     | ㉓ Well #2                                      |
| ⑩ Beef Store      | ㉔ Bakehouse                                    |
| ⑪ Bastion         | ㉕ Wash House                                   |
| ⑫ Sale Shop       | ㉖ Harness Shop                                 |
| ⑬ New Store       | ㉗ Kitchen                                      |
| ⑭ Store           | ㉘ Chief Factor's House                         |

# Cultural Landscape Features

Fort Vancouver NHS GMP/EIS



## Legend

- |  |  |  |                  |
|--|--|--|------------------|
|  | Authorized Park Boundary                                   |  | Pavement Edge    |
|  | Structures eligible or listed on the National Register     |  | Railroad         |
|  | Structures not eligible or listed on the National Register |  | Waterfront Trail |
|  |  |  | Fence            |

500 0 500 1000 Feet

1 : 8000

### Figure 4

Data Sources:  
 City of Vancouver: pavement edge, structures  
 Clark County: railroads, rivers, trails  
 NPS: cemetery, fences, fort, park boundary, pavement edge, structures

National Park Service  
 PWRO-Seattle  
 GIS Group

Plot date: February 1, 2005 i:\gis\avproj\fova\fovagmp\_v12.apr

### **McLoughlin House National Historic Site**

In 1941, the McLoughlin House National Historic Site in Oregon City, Oregon, was established as a national historic site and an affiliated unit of the National Park System. The McLoughlin Memorial Association owns the house, and the City of Oregon City owns the land of the historic site. It was the retirement home of Dr. John McLoughlin, Chief Factor at Fort Vancouver. The site interprets the important contributions that McLoughlin made in the early settlement and development of the Oregon Country. The superintendent of Fort Vancouver NHS serves as a liaison for the Department of the Interior with the Association which manages the site.

In recent years, due to lack of funds, the site has experienced shortfalls in both the maintenance and operating budget to adequately care for the national historic site and provide for public use and enjoyment. Given these circumstances, the Association approached the NPS to ascertain whether the Fort Vancouver NHS staff could provide greater assistance to the Association for both the short and long-term care of the site. On July 29, 2003 (at the time of publication of this final GMP) President Bush signed into law H.R. 733, which authorized the Secretary of the Interior to acquire the McLoughlin House in Oregon City, Oregon for inclusion in Fort Vancouver National Historic Site. As part of the park, this will enable the NPS staff the ability to provide the needed funds and expertise to protect the site.

### **U.S. Army Property**

The U.S. Army may excess land in the future within the authorized boundary of Fort Vancouver NHS that would further help the park meet its mission. This excess land could include land that may be available for parking near the fort entrance, interpretive activities, and the protection of historic barracks structures. It is important that NPS staff work with adjacent landowners on protecting historic scenic views and cooperating with land use needs of other Reserve Partners. Additionally, development of any facilities will need to be done with the input from and support of the Reserve Partners.

Currently, the U.S. Army Reserve is considering developing a new Army Reserve and Washington National Guard training center. One of the site options would be to locate the new center in the south barracks and portions of the east barracks area within the authorized boundary of the NHS. Army Reserve staff is working closely with other Reserve Partners regarding issues related to the development of this new center. Some NHS or Reserve cultural resources may potentially be affected by this action.

A portion of the east barracks area and a small portion of the west barracks contain the HBC cemetery and are currently managed by the U.S. Army. The portion of the east barracks area is within the authorized boundary of the NHS. This cemetery may still contain burials representing a number of American Indians and native Hawaiian groups. At issue is how the NPS will address this area if the U.S. Army decides to excess land to NPS.

### **Vancouver National Historic Reserve**

As part of the planning process, Fort Vancouver NHS needs to address its continuing role as a legislatively identified partner in the Vancouver National Historic Reserve. The NPS has been identified as the lead agency for interpretation, education, and cultural resource management within the Reserve. Issues such as staffing, administration, and budget demands on the NHS need to be explored, along with identifying specific implementation measures.

## **Issues Related to Interpretation, Education, and Outreach**

### **Interpretation and Education**

The Fort Vancouver NHS interpretive program goes beyond the walls of the reconstructed Fort. Many significant stories remain to be told involving the additional activities of the Hudson's Bay Company besides the fur trade. These activities include lumbering, milling, blacksmithing, coopering, shipbuilding, salmon preserving, and agriculture. The lifestyles of the workers, in particular those living in the Village west of the Fort, are important stories, as is the significant connection of the Fort to the Columbia River. In addition, the interpretive program should be more inclusive of nineteenth century military interpretive themes to comply with legislation and park purpose.

The interpretive program responsibilities of the NHS extend beyond the park boundary into the Reserve. In addition to interpretation of the HBC story and early U.S. Army history, the NPS has the lead interpretive role in telling the stories of the "One Place Across Time" themes of the Reserve. These primary interpretive themes consist of the following: Crossroads and Environment, Exploration and Discovery, Settlement and Development, and Work and Community.

### **Outreach**

There are numerous opportunities to expand outreach programs to schools and the public through off-site programs and written media such as Internet presentations. Partnerships both within and outside the Reserve can enhance outreach efforts. The NPS needs to decide which opportunities should be further explored and determine the corresponding financial and staffing implications.

## **Issues Related to Park Facilities, Staffing, and Operation**

### **Staffing**

Actions recommended in the GMP have an impact on existing staffing levels. Some staffing considerations that need to be addressed include the disciplines of cultural and natural resource management, archaeology and research, interpretation, and administration to help in the additional responsibilities within the Reserve. Future staffing requirements will need to be compared with the existing permanent and seasonal workforce.

### **Facility Location**

The GMP planning process will examine the location of facilities and the relationship between them within both the NHS and the larger Reserve. For example, additional storage is needed for equipment and materials at the maintenance shop and administrative building. Multiple functions occurring in the same workspaces create crowding and safety issues. The visitor center's theater is small and awkward. The relationship of the visitor center to the reconstructed Fort and the larger Reserve needs to be evaluated. The workspace at the Fort for staff and volunteers is inadequate. The location and adequacy of public and park operational spaces need to be addressed as part of the planning process.

## Pertinent Laws, Policies, and Procedures

This section summarizes the laws, executive orders, NPS policies, and operational procedures related to the preparation of park planning documents. The following section highlights those that are most pertinent to the planning for the future protection, use, and management of Fort Vancouver National Historic Site.

### **The National Park Service Organic Act**

The NPS Organic Act of August 25, 1916 (16 USC 1) established the National Park Service. “The service thus established shall promote and regulate the use of the Federal areas known as national parks, ...by such means and measures as conform to the fundamental purpose of said parks, ...which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.”

### **National Parks and Recreation Act of 1978**

Public Law 95-625, the National Parks and Recreation Act of 1978, requires the preparation and timely revision of general management plans for each unit of the National Park System. The NPS *Management Policies* (U.S. Department of the Interior 2001) calls for each GMP to “...set forth a management concept for the park [and] establish a role for the unit within the context of regional trends and plans for conservation, recreation, transportation, economic development, and other regional issues....” Congress has also specifically directed (16 USC 1a-7[b][4]) the NPS to consider, as part of the planning process, what modifications of external boundaries might be necessary to carry out park purposes.

### **General Authorities Act of 1970**

This act defines the National Park System as including “...any area of land and water now or hereafter administered by the Secretary of the Interior through the NPS for park, monument, historic, parkway, recreational, or other purposes...” (16 USC 1c[a]). It states that “...each area within the national park system shall be administered in accordance with the provisions of any statute made specifically applicable to that area...” (16 USC 1c[b]) and in addition with the various authorities relating generally to NPS areas, as long as the general legislation does not conflict with specific provisions.

### **Redwood Act of 1978**

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

## **National Historic Preservation Act of 1966**

The National Historic Preservation Act (NHPA) of 1966 (as amended) requires that proposals and alternatives relating to actions that could affect cultural resources both directly and indirectly, and the potential effects of those actions, be provided for review and comment by the State Historic Preservation Officer (SHPO), Tribal Historic Preservation Officer (THPO), and the Advisory Council on Historic Preservation. Therefore, the document will be submitted to the appropriate offices for review and comment according to the procedures in 36 CFR Part 800 and delineated in the 1995 Programmatic Agreement signed by the NPS, the National Conference of State Historic Officers, and the Advisory Council on Historic Preservation.

### **Section 110**

Section 110 of the National Historic Preservation Act gives federal agencies positive responsibility for preserving historic properties in their ownership or control. Agencies are directed to establish preservation programs to identify, evaluate, protect, and nominate to the National Register historic properties, whether they are of significance at the local, state, or national level. It calls for them to use such properties, where feasible and compatible with their preservation, in preference to acquiring, constructing, or leasing others. The law emphasizes cooperation with SHPOs in establishing such programs.

### **Section 111**

This section of law states that federal agencies, after consultation with the Advisory Council for Historic Preservation, will establish and implement alternatives for historic properties that are not needed for current or projected agency purposes. Federal agencies may lease historic properties owned by the agency to any person or organization, or exchange any property owned by the agency with comparable historic property, if the agency determines that the lease or exchange will adequately ensure the preservation of the historic property.

### **Section 112**

This section of the law provides that each federal agency having responsibility for the protection of historic resources, including archaeological resources, will ensure that all actions taken by employees or contractors will meet professional standards. These standards will be guided by regulations developed by the Secretary of the Interior in consultation with the Advisory Council for Historic Preservation, other affected agencies, and appropriate professional societies of the disciplines involved. Agency employees or contractors will also meet qualification standards established by the Office of Personnel Management in consultation with the Secretary of the Interior and appropriate professional societies. Section 112 also provides that records and data are permanently maintained in appropriate databases and made available to potential users.

## **Fort Vancouver National Historic Site Legislation**

On June 19, 1948, an act established Fort Vancouver National Monument, including the site of the old Hudson's Bay Company stockade, as a federal area of national historical importance for the benefit of the people of the United States (62 Stat. 532). An act of June 30, 1961, (75 Stat. 196) revised the boundaries and changed the name to Fort Vancouver National Historic Site. The purpose of the national historic site is to preserve and interpret this primary center of early economic, cultural, and military development in the Pacific Northwest and to interpret the important part played in the nation's westward expansion by the fur trade and other activities carried on at the Fort. (See Appendices for inclusive legislation.)

## **Vancouver National Historic Reserve Legislation**

In 1996, Congress established the Vancouver National Historic Reserve to provide for the coordinated preservation, public use, and management of historic sites within Vancouver, Washington. The 366-acre Reserve includes Fort Vancouver National Historic Site, Vancouver Barracks, Officers' Row, Pearson Field, the Water Resources Education Center, and portions of the Columbia River waterfront. The legislation established a cooperative management partnership composed of four Reserve Partners. The cooperative management plan for the Reserve includes a statement of a shared vision emphasizing three principle goals: preservation of the historic structures and landscapes, education and interpretation of the area's history, and public use and access to Reserve resources. Fort Vancouver National Historic Site, at approximately 209 acres, is the largest land manager in the Reserve and is an active partner working with the Reserve on many issues.

## **Executive Orders 11988 and 11990**

The objectives of Executive Orders 11988 (Floodplains Management) and 11990 (Protection of Wetlands) are to avoid, to the extent possible, the long and short-term adverse impacts associated with the occupancy and modification of floodplains and wetlands. Application of the final NPS procedures for implementing those executive orders will occur if a NPS proposal affects the 100-year floodplain (500-year for critical actions), coastal high hazard zone, flash flood area, or wetland. If a proposed action involved adverse impacts to a floodplain or wetland areas, a Statement of Findings (SOF) will be prepared that documents the rationale for determining that there will be no practicable alternative to locating in or impacting these areas. The SOF will be prepared for concurrence signature by the Chief, NPS Water Resources Division (WRD), and approval by the NPS Regional Director, Pacific West Region.

## **Executive Order 11987**

The objectives of this executive order are to restrict the introduction of exotic species into the natural ecosystems on federal lands and to encourage states, local governments, and private citizens to prevent the introduction of exotic species into natural ecosystems of the United States. This order provides a legal basis for NPS to conduct vegetation management activities to restrict the introduction of those exotic species which do not naturally occur within the NHS and provides the basis for the NHS to work with others to restrict the introduction of exotic species.

This order does not pertain to plantings that are historically appropriate for the period or event commemorated. National Park Service management policies (4.4.2.5 Maintenance of Altered Plant Communities) state that where necessary to preserve and protect the desired condition of specific cultural resources and landscapes, plants and plant communities generally will be managed to reflect the character of the landscape that prevailed during the historic period. Efforts may be made to extend the lives of specimen trees dating from the historic period being commemorated. An individual tree or shrub known to be of historic value that is diseased beyond recovery and has become hazardous will be removed and may be replaced. While specimen trees or shrubs that need to be perpetuated are still healthy, their own progeny will be propagated from seed or through vegetative reproduction, such as cuttings (National Park Service 2001: p.36).

## **Executive Order 12898**

Executive Order 12898 requires an analysis of impacts on low-income populations and communities, as appropriate. The Department of the Interior's policy on environmental justice (No. ECM95-3) is based on this Executive Order. It requires the NPS, in all environmental documents, to "...specifically analyze and evaluate the impacts of any proposed projects, actions, or decisions on minority and low income populations and communities, as well as the equity of the distribution of the benefits and risks of those decisions." If significant or no impacts are predicted on minority or low-income populations, then this should be stated and the reasons provided.

## **National Environmental Policy Act of 1969**

The National Environmental Policy Act of 1969 (NEPA) requires the preparation of either an environmental assessment or environmental impact statement for all federal proposals that may have significant environmental, sociological impacts, or both, on park resources or adjacent areas.

A policy memorandum dated February 22, 1991 from the NPS Associate Director for Planning and Development specified that EISs are to be prepared in conjunction with general management plans. That position reinforces the policies and procedures of the Departmental Manual, which state that EISs will be the normal rule in preparing GMPs rather than the exception. This EIS describes potential impacts that might result from implementation of any of the alternatives discussed. Following public and agency review of the draft and final EIS, the Superintendent, Deputy Regional Director, and the Regional Director of the NPS Pacific West Region, will sign a Record of Decision (See Appendix C) indicating the proposed action and the rationale for its selection. Implementation of the GMP may then proceed.

## **Endangered Species Act**

When a project or proposal by a federal agency has the potential to impact a known endangered, threatened, or candidate plant or animal species, Section 7 of the Endangered Species Act requires that agency to enter into formal consultation with the U.S. Fish and Wildlife Service (USFWS). National Park Service management policies (4.4.3.4 Management of Threatened or Endangered Plants and Animals) direct the NPS to give the same level of protection to state-listed species, as is given to federally listed species. Prior to implementing any development proposals at Fort Vancouver NHS, the NPS will consult with the USFWS to obtain species listings, and to ascertain the need to prepare a biological assessment of the proposed actions. Similar contact will be made with the appropriate state agencies. (National Park Service 2001: p.35)

## **Native American Graves Protection and Repatriation Act**

The Native American Graves Protection and Repatriation Act (NAGPRA) provides protection to native gravesites on tribal and federal lands. The intent of NAGPRA is to "provide for a process whereby Indian tribes...have an opportunity to intervene in development activity on federal or tribal lands in order to safeguard Native American human remains, funerary objects, or objects of cultural patrimony...[and to afford] Indian tribes...30 days in which to make a determination as to appropriate disposition for these human remains and objects." Under certain conditions, culturally affiliated Indian tribes or lineal descendants will have ownership and control over human remains and cultural items which are located on federal lands.

A permit must be obtained from the managing land agency where the burial site is located to excavate a burial site. If the site is located on federal lands, the site may be excavated only after consultation with the appropriate tribe. If buried cultural items are discovered during other activities, such as construction, all activities must stop and the responsible federal agency notified, who, in turn, notifies the appropriate tribe.

This act will apply to any federally managed land within the Reserve including Fort Vancouver National Historic Site, the U.S. Army-managed portion of Vancouver Barracks, and the Federal Highway Administration offices and grounds.

## **National Park Service Management Policies**

The NPS has detailed written guidance to help managers make day-to-day decisions. The primary source of service-wide policy is contained in the publication *Management Policies*, published in 2001 by the National Park Service. These policies state that all parks are complex mixtures of values and resources, each with its own unique qualities and purposes, each requiring specific treatment in the development and implementation of management strategies and operational plans. However, the managers of all parks are required to apply policies in a consistent and professional manner to achieve the congressional mandate for management of the National Park System.

The management policies further state that the NPS will conduct planning activities for the following: to evaluate possible additions to the National Park System; to identify how park resources will be preserved and how parks will be used and developed to provide for public enjoyment; to facilitate coordination with other agencies and interests; and to involve the public in decision making about park resources, activities, and facilities. The NPS plans will represent the agency's commitment to the public and to Congress on how parks will be managed.

Included and tiering from these policies are Director's Orders issued periodically by the Director of the National Park Service. Detailed planning guidelines, called Director's Order 2 Park Planning, have been issued to guide the development of park planning, including general management plans. These overall management policies, and the accompanying Director's Order 2, guide general management planning. Director's Order 12 pertains to the preparation of documents in compliance with the National Environmental Policy Act of 1969.

### **Cultural Resources Management Guideline**

Authority for cultural resource management activities derives from a variety of laws, including the 1916 NPS Organic Act. Also fundamental are the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation. The NPS *Management Policies* state basic principles governing the management of cultural resources in the National Park System, consistent with law and the Secretary's Standards and Guidelines for Archaeology and Historic Preservation, which are reproduced in the cultural resource management handbook issued pursuant to Director's Order 28. Director's Order 28 directs the NPS to follow the Cultural Resources Management Guideline relative to policy standards.

### **Natural Resources Management Guideline**

The NPS Natural Resources Management Guideline, Director's Order 77, is a comprehensive guideline on natural resource management, combining existing guidance with documentation of unwritten practices and procedures of NPS resource management. It guides the actions of park managers so that natu-

ral resource activities planned and initiated in the parks comply with federal law, regulations, and the Department of the Interior and NPS policies.

## **National Park Service Strategic Plan**

The 1997 NPS publication, the *National Park Service Strategic Plan* includes the NPS mission statement and mission goals. It gives five-year long-term goals to help the agency measure performance and guide the allocation of available human and financial resources. The *National Park Service Strategic Plan* incorporates the requirements of the Government Performance and Results Act (GPRA).

In addition to NPS strategic planning, staffs at individual NPS units are required to produce mission goals and a five-year strategic plan for their unit. In planning for parks, both strategic planning and general management planning share the need to articulate the purpose and significance of the park unit and to define park mission goals in relationship to overall service-wide goals. In strategic planning, parks must translate mission goals into five-year long-term goals and allocate human and financial resources accordingly. For planning, managers and park planners must ensure that proposed actions in the plan are harmonious with park mission goals and help implement their various provisions by articulating actions and strategies which are utilized by park managers to guide the long-term preservation and public use of each national park unit.

# The Affected Environment

*Four Clackama Indians*  
Painting by Paul Kane  
Courtesy of Stark Museum of Art, Orange, Texas



## The Affected Environment

*The purpose of “The Affected Environment” chapter is to provide the reader information necessary to understand the issues, the proposal, and the alternatives when a general management plan and environmental impact statement are being prepared. This chapter describes the cultural, natural, recreational, and scenic resources of the national historic site. In addition, it discusses the socioeconomic conditions, interpretation, visitor use, and existing NHS development and programs.*

### The Cultural Environment

Fort Vancouver NHS is a complex cultural landscape incorporating multiple layers of historic occupation, beginning in 1829 with the establishment of the second Hudson’s Bay Company post, and continuing through successive eras of development under the occupation of the U.S. Army at Vancouver Barracks and the National Park Service. (The first HBC site was established in 1824 to the east of the second site.) At the time of the arrival of the Hudson’s Bay Company, a Chinook Indian village named Ske-chew-twa was located to the southeast at the present-day site of the former World War II era Kaiser shipyards. Limited evidence of prehistoric occupation within the present boundaries of Fort Vancouver NHS has been recorded.

### Physical Development and Historic Significance (1825-1860)

The initial Hudson’s Bay Company fort site, occupied from 1825-1828, was located about three-quarters of a mile from the river on the edge of a terrace. This location, 60 feet above the low-lying river plain, offered protection from floods and served as a strategic defensive position from the undetermined threat of native Chinook Indians. The earliest and first of three historic cemeteries at Fort Vancouver was established in association with the occupation of the initial Hudson’s Bay Company fort during the 1820s. The first HBC stockade was near the present location of the Washington School for the Deaf at the intersection of Evergreen Boulevard and Grand Avenue. Three graves that were in the first HBC cemetery were encountered in 1935 when a basement was excavated for a new house on East Sixth Street. That location is outside of the present-day park and reserve. Further information on the exact location and extent of the first HBC cemetery is not known.

In 1829, with no significant threat materializing from the Chinook, the initial palisade was abandoned and a new site for the palisade was selected on the river plain known as Jolie Prairie and later as Fort Plain. Driving the move was the decision by HBC Governor George Simpson to make Fort Vancouver the headquarters for the HBC Columbia Department.

The Fort Plain site provided open land with rich soils suitable for cultivated fields and pasture, close to the river for access to fresh water and transportation, but above the flood zone. The dense conifer forest to the west and north provided a ready supply of timber, while the freshwater pond near the shore became the nexus for building and other industrial activities. Six miles to the east, streams provided a power source for the first grist and saw mills in the Pacific Northwest.

Between 1824-1849, Fort Vancouver, as headquarters and principal supply depot for the HBC Columbia Department, was an important center for the Northwest fur trade. In addition, it was the initial adminis-

trative center of the Puget Sound Agricultural Company, the agricultural enterprise that linked the Hudson's Bay Company outposts to Alaska, the Sandwich Islands (Hawaiian Islands), and points south through the trade of agricultural commodities produced in the Pacific Northwest. It became the western terminus of the Oregon Trail, a destination and supply depot for weary American immigrants, who were supplied with provisions, such as clothing, household goods, and seeds at the direction of Chief Factor John McLoughlin. Missionaries, scientists, and adventurers, all with interest in the Pacific Northwest, found accommodation at the Fort.

At the height of its development on Fort Plain, 1844-1846, Fort Vancouver included the palisade at its core, with other landscape features radiating out from this center. (See Figure 5, Historic Base Map, Hudson's Bay Company ca. 1844-1846.) Cultivated fields, with prairie or pasture beyond, surrounded the palisade to the south, southeast, east and northeast. Directly north and west of the palisade were extensive gardens and orchards. Further to the west and southwest extended the employee village (Village), also known as Kanaka or Company Village, where numerous small dwellings and outbuildings housed the Company's employees. Other major features north of the palisade included St. James Mission, the second Hudson's Bay Company cemetery, school houses, and to the northeast, a complex of barns. (For location of the cemetery, refer to Figure 4, Cultural Landscape Features.) Following the arrival of Catholic priests in late 1838 and the first burial they documented in 1839, the second HBC cemetery became part of or immediately adjacent to the St. James Mission cemetery. Southwest, clustered around a pond and extending to and along the riverfront, were buildings and dwellings supporting the Fort's various enterprises, including boat sheds, tanning pits, cooper's shop, saw pit and salmon packing sheds.

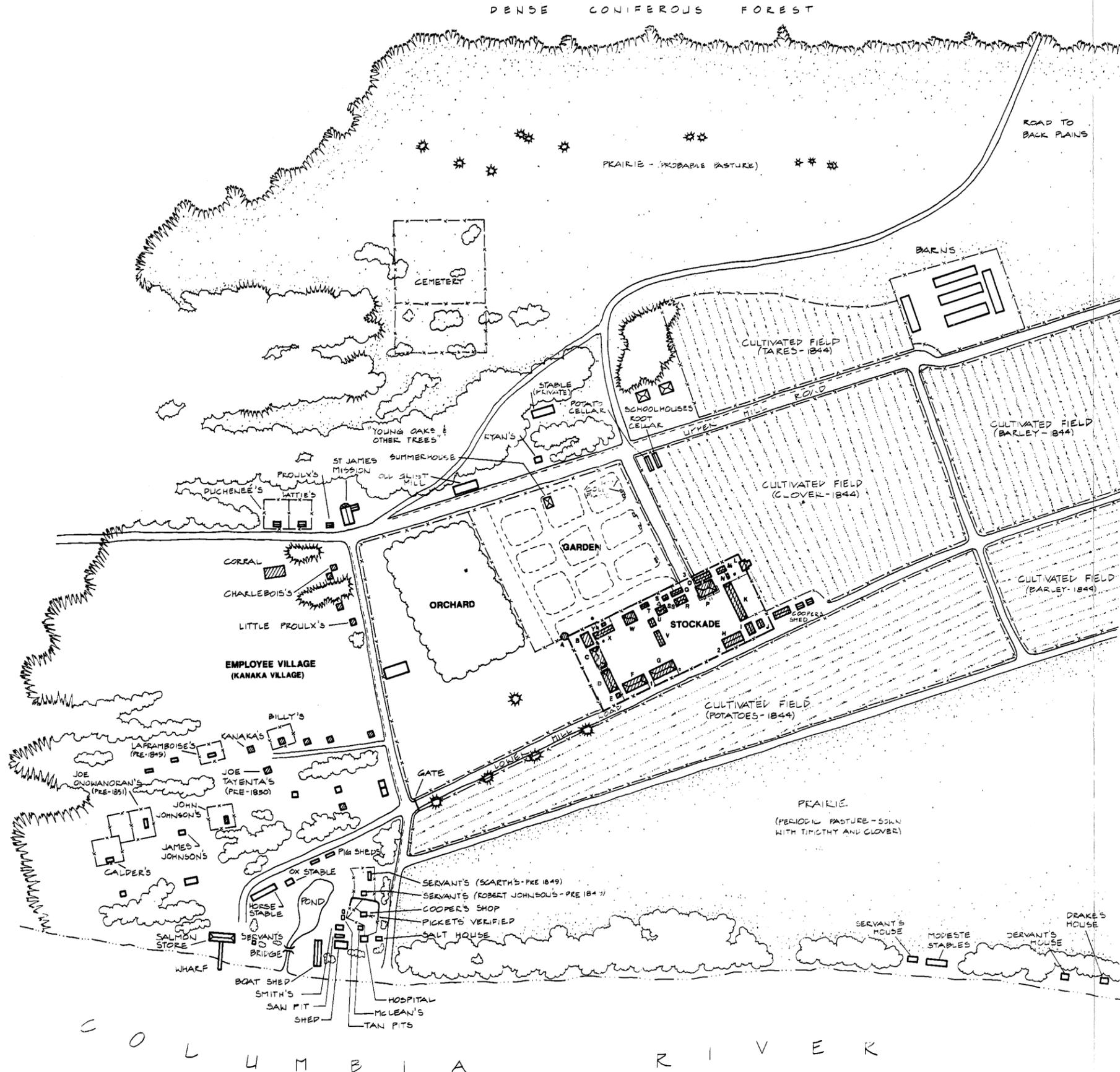
The burial of a company employee described in a journal by the post physician William Tolmie in May 1833 documents the establishment of the second HBC cemetery in a new location. Archives of the Anglican Diocese of British Columbia then document eight burials at Fort Vancouver during 1837 and another four by September 21, 1838. French speaking Catholic priests arrived in late 1838 from Montreal to establish the St. James Mission near the fort. By January 1839, the first of over 200 burials that are documented in Catholic Church records took place in this burial ground area. The last burial that is documented in Catholic Church records took place in January 1856. Prior to and during the operation of the St. James Mission other burials took place in the second HBC/mission cemetery. Documentation on those burials does not equal the archival record established by the priests. Information is missing or, at best, fragmentary. It appears in sources such as the journals of HBC employees.

The aboveground, manmade features of the Fort have disappeared, leaving behind one of the richest and most significant historical archaeological sites in the Pacific Northwest. While a significant percentage of this resource lies within the authorized boundaries of the Fort, other key features were either destroyed or lie beneath modern twentieth century developments associated with the infrastructure of the railroad and highway system, Vancouver Barracks and Pearson Field, and the Waterfront. Extant or existing subsurface features may include portions of the Village, sections of the waterfront industrial area, St. James Mission, and the second HBC/St. James Mission cemetery.

Fifty years of historical and archaeological research have extensively documented the archaeological features of Fort Vancouver and provided information for the reconstruction of the palisade, which began in 1966. Nine key structures were reconstructed between 1974 and 2001 within the palisade, beginning with the bastion and remaining palisade segment, and continuing, as appropriations became available, with the Bakehouse (1974); Chief Factor's House, Kitchen, and Wash House (1976); Indian Trade Shop and Blacksmith Shop (1981); Fur Store (1994), Carpenter's Shop (1997), and Jail (2001). Smaller scale

**STOCKADE:**

- A BASTION
  - B GENERAL STORE 17
  - C SALE SHOP
  - D NEW STORE
  - E POWDER MAGAZINE
  - F PROVISION STORE (1ST FUR STORE)
  - G 2ND FUR STORE
  - H INDIAN TRADE STORE (DISPENSARY, MISSIONARY STORE)
  - I 2ND BLACKSMITH'S STORE
  - J IRON STORE
  - K BACHELOR'S QUARTERS
  - L 3RD BAKERY
  - M HARNESS SHOP (2ND BAKERY)
  - N WASH HOUSE
  - O 2ND KITCHEN
  - P CHIEF FACTOR'S HOUSE
  - Q ONYHEE CHURCH, SCHOOLHOUSE, CHAPLAIN'S KITCHEN
  - R PRIEST'S HOUSE
  - S JAIL
  - SB NEW OFFICE
  - T 2ND CARPENTERS SHOP
  - U OLD OFFICE
  - V OLD CATHOLIC CHURCH
  - W WHEAT STORE
  - X BEEF STORE (GENERAL STORE 18)
  - Y WELL
  - 1 SOUTHWEST GATE
  - 2 SOUTHEAST GATE
  - 3 NORTH GATE
- STOCKADE PICKETS VERIFIED



**NOTES:**

- DEPICTING THE HISTORIC PERIOD AT ITS HEIGHT (1844/46) WAS DIFFICULT DUE TO THE SEPT 1844 FIRE. THIS MAP REFLECTS BOTH PRE-FIRE CONDITIONS (THE BARN COMPLEX, GARDEN & ORCHARD AT THEIR GREATEST EXTENT) AND POST-FIRE CONSTRUCTION (ST. JAMES MISSION, RYAN'S, PRIVATE STABLE, ROADS, STOCKADE ETC.). FEATURES ARE IDENTIFIED FOR 1844/46 USES OR OCCUPANTS UNLESS OTHERWISE NOTED.
- ALL STRUCTURES AND LANDSCAPE FEATURES DEPICTED ARE BASED ON A SYNTHESIS OF HISTORIC MAPS AND MATERIALS. WHENEVER POSSIBLE, ARCHEOLOGICAL EVIDENCE WAS USED TO VERIFY THE LOCATION OF NON-EXTANT FEATURES.
- THE LOCATION AND CONFIGURATION OF NON-EXTANT FEATURES IN KANAKA VILLAGE AND RIVERFRONT AREA WERE BASED PRIMARILY ON R. COVINGTON'S 1846 MAP, ARCHEOLOGICAL EVIDENCE, AND DEPUTY SURVEYOR LEWIS VAN VLEET'S 1860 SURVEY (SHORELINE, SALMON HOUSE, POND, FIELDS/SMITH'S HOUSE).
- THIS MAP ILLUSTRATES THE WESTERN 1/3 (APPROX) OF FORT PLAIN.

**SOURCES:**

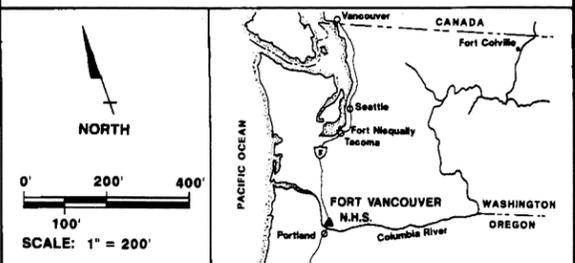
HISTORIC MAPS DOCUMENTS AND PHOTOS ON FILE, FORT VANCOUVER N.H.S. ARCHEOLOGICAL REPORTS AND MAPS ON FILE, FORT VANCOUVER N.H.S. EXISTING CONDITIONS DOCUMENTATION AND FIELD INVENTORY (1991).

**LEGEND:**

- |  |                                     |  |                      |
|--|-------------------------------------|--|----------------------|
|  | VERIFIED STRUCTURE                  |  | PRAIRIE (NATURAL)    |
|  | STRUCTURE                           |  | STOCKADE PICKETS     |
|  | VERIFIED DIRT ROAD                  |  | WOOD FENCE           |
|  | DIRT ROAD                           |  | FLAGSTAFF (STOCKADE) |
|  | VEGETATION (COMPOSITION UNVERIFIED) |  | WELL (STOCKADE)      |
|  | CONIFEROUS TREES                    |  | BELFRY (STOCKADE)    |
|  | CULTIVATED FIELD                    |  | SHORELINE            |
|  |                                     |  | PATH                 |

**Figure 5**

**VICINITY MAP**



TITLE OF SHEET		DRAWING NO.	SHEET
HISTORIC BASE MAP		389	2
HUDSON'S BAY COMPANY ca. 1844-1846		80030	OF
HISTORIC PERIOD			5
DESIGNED:		DRAWN:	
CULTURAL LANDSCAPE REPORT:		T. TAYLOR	
FORT VANCOUVER NATIONAL HISTORIC SITE		DATE: 10/92	

structures, including privies, well, flagpole, and belfry have also been reconstructed. All reconstructed structures, including the palisade, are included on the National Park Service's List of Classified Structures and managed as historic structures in accordance with the Secretary of the Interior's Standards for Historic Preservation Projects.

### **Cultural Landscape (1825-1860): A Status of Resources**

The historical landscape of the fort era has been severely compromised by subsequent development. A railroad berm and highway corridors have effectively severed the physical and visual connections between the river and the reconstructed Fort. Pearson Field's paved landing strip hinders public access to the main south entrance of the palisade, and along with the berm and highway, serve as modern-day barriers which sever the historic connection between the Fort and the river. Operations of modern aircraft are inconsistent with the HBC and early U.S. Army historic periods.

To the east of the Fort are the structures associated with Pearson's operations and the Pearson Air Museum, with a light industrial park beyond. North of the Fort are the late nineteenth and early twentieth century structures associated with Vancouver Barracks, as well as the Mission 66 architectural style visitor center, and maintenance, residence, and administrative structures built by the National Park Service. The Interstate Bridge over the Columbia River dominates the skyline to the west, and the twentieth century developments along the waterfront are visible on both sides of the Columbia River. Only in the immediate vicinity of the palisade has there been an effort to reconstruct and interpret the garden, orchards, and pastures that existed during the historic period.

Within the palisade, empty spaces, some marked by asphalt pads, indicate where fort structures have been documented by archaeological investigations. Twenty-six structures have been identified within the palisade; fourteen have been reconstructed. None of the fort buildings outside of the palisade have been reconstructed. The Fort Vancouver palisade site is a component landscape of the Vancouver National Historic Reserve cultural landscape.



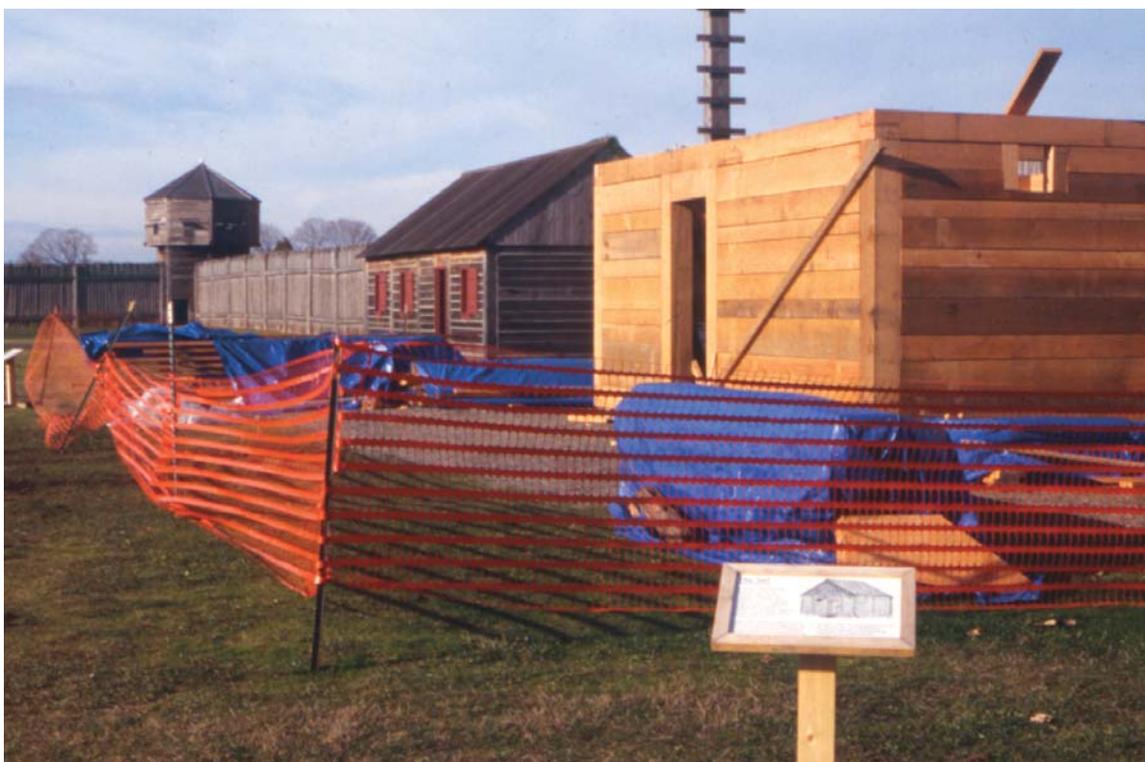
*Restored Fort Vancouver garden and fort entrance.*



*Fort Vancouver NHS recreated orchard and wayside panel interpreting the Village.*



*Reconstructed Chief Factor's house within fort palisade.*



*Recent reconstruction of the Jail within the fort palisade.*



*View south of the visitor center looking toward Pearson Air Museum.*



*View southwest of the Village from the Fort showing modern intrusions (railroad, highway, and I-5 Bridge and suspension towers) into the historic scene.*

## **Vancouver Barracks (1849 to Present)**

Vancouver Barracks was established in 1849 to defend settlement of the Oregon Territory. From then until World War I, the post was the U.S. Army's principal administrative center in the Pacific Northwest. As headquarters of the Oregon Department, it served as a central command and supply post for actions associated with the Northwest region Indian wars of the mid-nineteenth century, including the 1877 Nez Perce campaign. The barracks was also the base for a number of significant military exploration and survey expeditions in the Northwest and Alaska in the latter part of the nineteenth century, and later served to police civil strife resulting from the depression of the 1890s. In the late-nineteenth and early-twentieth centuries, the post served as a recruitment, mobilization and training facility for the Spanish-American War and other foreign engagements. During World War I, Vancouver Barracks was the principal district for the U.S. Army Signal Corps' Spruce Production Division and the site of the world's largest lumber mill. In 1925, the Army established Pearson Field at the post, initiating a sustained role in aviation history. In the 1930s, the post became the district headquarters for the Ninth Corps of the Civilian Conservation Corps and played an important role in the enrollment, training, and supply of the Pacific Northwest's network of CCC camps. During World War II, the post served as a port of embarkation for the Pacific Theater. (See Figure 6, Historic Base Map, Vancouver Barracks ca. 1936.)

In 1849 U.S. Army troops arrived at Fort Vancouver and for the next 11 years shared the grounds in an uneasy coexistence with the Hudson's Bay Company. Initially, the Army camped in tents on the high ground behind the HBC Fort, constructing several log buildings to serve the company's needs. Officers and provisions were also housed in structures rented from the HBC both within the employees' village and the palisade.

In 1850, under an agreement with the HBC, the Army leased an eight-acre field north of the palisade. Twenty-six buildings were constructed on this site, their placement outlining the first parade ground. Additional buildings were constructed in the employees' village west of the palisade. On October 31, 1850, the army formally proclaimed the establishment of a military reservation of about four square miles that included the HBC palisade, land, and improvements, "subject only to the lawful claims of the Hudson's Bay Company" as guaranteed by the 1846 treaty. Two years later, in 1853, Congress reduced the reserve to 640 acres.

In 1860, the HBC closed down its operations at Fort Vancouver and departed for Victoria. The army burned and leveled the remaining palisade and buildings on lower Fort Plain, opening the area south of East Fifth Street for military uses. A quartermaster's depot was established on the site of the old employee village at the western edge of the reserve. The open fields were used at times as a polo field for the officers and, in the second decade of the twentieth century, for early aviation experiments by local aviators.

Burial markers, monuments and fences that once identified the second HBC/St. James Mission cemetery have disappeared and the above ground indicators have been replaced by various buildings, structures, and landscape features in the period since the 1860s. Historical maps and written descriptions of this cemetery nevertheless document its relative location and approximate extent for the period from the 1830s to the 1860s. The area is on land currently managed by the U.S. Army and within the authorized boundary of the NHS, as well as being within the Reserve. Human remains and coffin parts were encountered in this cemetery area during the excavation for one Army building in 1885 and during work on a water pipe in the basement of another in 1982.

Thomas Janhson was identified in the Catholic Church Records as the first American soldier in the U.S. Army to be buried in the second HBC/St. James Mission cemetery on August 18, 1850. A daughter of an American serviceman was buried in 1854 and by 1855 four members of U.S. Army 4<sup>th</sup> Infantry were also buried in the same cemetery. At the same time, relationships between the HBC and the U.S. Army became increasingly strained. An HBC Fort Vancouver physician wrote between 1853 and 1858 that soldiers had removed some of the HBC/mission cemetery fences and grave markers for use as heating fuel. At that time, the authorities also put up a new fence that incorporated part of the old cemetery into the parade ground.

As surface evidence of the second HBC/mission cemetery was being obliterated in the mid to late 1850s, a third Fort Vancouver cemetery was established by the U.S. Army. The HBC left in 1860, and by 1866 Brevet Brigadier General James F. Rusling suggested relocating the remaining marked graves from the old cemetery to the new post cemetery. This new cemetery was located west of Officers' Row. It is outside of the park and within the western periphery of the Reserve. In 1866 it had some 20 graves and ultimately consisted of about four acres. Part of the land became the future site of the Interstate 5 corridor that now separates Fort Vancouver NHS from the city of Vancouver. When the interstate highway was under construction in the 1950s the fragmentary skeletal remains of about 10 individuals were encountered in an area that may have been part of the first military cemetery. Some of these human remains and other graves may have been relocated from the second HBC/St. James Mission to this first formal U.S. Military Cemetery at Fort Vancouver if Rusling's recommendations had been acted upon.

With expansion of Officers' Row to the west in 1883, the military contracted with a civilian to remove and relocate graves to a new military cemetery north of Fourth Plain Boulevard where it is still located. A portion of the new military cemetery, located outside of the park and reserve, was set aside for the remains of civilians, including those relocated from the first military cemetery used between 1855 and the early 1880s. Although above ground evidence of these two cemeteries no longer exists, graves may still be in place in both formerly active burial ground areas.

During World War I, the northern edge of lower Fort Plain contained a large industrial facility—the spruce cut-up plant—supporting the Spruce Production Division. In the mid-1920s, after the cut-up plant was removed, the Army developed a military airfield dedicated in 1925 as Pearson Field. Adjacent to the airfield, the site contained temporary buildings and tent camps associated with the post's CCC program and, later, World War II operations as a primary Pacific Theater embarkation camp.

North of East Fifth Street, development of the complex of administrative, barracks, officers' housing, and support structures accelerated. The early log structures were replaced in the 1880s by more elaborate officers' housing, which drew on the era's popular Italianate, Queen Anne, and Victorian styles, and extended along the north side of the expanded Parade Ground. Officers' Row was formally listed on the National Register of Historic Places in 1972 and was adaptively rehabilitated by the City of Vancouver, which took title to the buildings through a federal surplus property transfer in 1986. These are presently leased to private businesses and other tenants.

The complex of structures west and south of the Parade Ground, including the barracks along the south edge of the Parade Ground, the gymnasium and the hospital, was primarily constructed during the first decade of the twentieth century. This construction followed standard Quartermaster plans and reflected the simplified Colonial Revival style common to military areas of the period. Subsequently, during both World War I and II, additional administrative and support structures—many intended to be temporary—were constructed north of East Fifth Street, following the general form of the earlier structures, but



stripped bare of ornamentation. West of McLoughlin Boulevard (now Fort Vancouver Way), brick bungalows, also following standard Quartermaster plans, were constructed in the 1930s.

After World War II, the Army reduced its presence at Vancouver Barracks and surplused certain properties to the city, NPS, and other agencies. New modern infill structures were built in the southwest and northwest corners that compromised the integrity of the historic approaches to the Barracks. The construction of Interstate 5 cut-off alternative access routes to downtown Vancouver, effectively isolating the southwest corner of the reserve. Military reserve acreage involving land north of Evergreen Boulevard was transferred to the City of Vancouver as the foundation for Central Park. In 1961, the designated boundaries of Fort Vancouver NHS were overlaid on the Barracks, extending from McLoughlin Boulevard to the west, south of East Fifth Street to State Route 14, east to East Reserve Street, and north to Evergreen Boulevard, incorporating the old Parade Ground. A NPS Mission 66 visitor center and administrative, housing, and maintenance complex was built on the eastern edge of the Parade Ground across from Officers' Row and overlooking Fort Plain to the south.

Today, although the boundaries and surrounding scenery have changed significantly, the central core of the original Vancouver Barracks remains. The regular Army has formally departed and has recently transferred management of Vancouver Barracks to the U.S. Army Reserve. In 1986, the Vancouver Barracks Historic District was determined eligible for the National Register of Historic Places. Sixty-three of the historic buildings located within the district contribute to its eligibility. Features still intact include the historic clustering of functions; many of the original circulation features, including internal roads and sidewalks; and remnant plantings, as well as the interpreted historic landscape features of Officers' Row. Non-contributing features include the NPS Mission 66 complex, the reconstructed bandstand, and the modern structures in the northwest and southwest corners of the complex. South of East Fifth Street, separated from the core historic district, historic Pearson Field represents another historic remnant of Vancouver Barracks.

## **Vancouver Barracks/Pearson Field**

Prior to World War I, the open fields of Vancouver Barracks provided a venue for a number of early aviation experiments and demonstration flights. Notable events included the 1905 dirigible flights between Portland and the Barracks grounds by Lincoln Beachey, and the flights of early aviators such as Silas Christofferson and Charles Walsh beginning in 1910. During the war, the site of the present airfield was covered with the large industrial facilities associated with the Spruce Production Division, which supplied the production of military aircraft. In 1923, following the removal of the World War I era Spruce Production Division structures, an air-training field for the 321<sup>st</sup> Observation Squadron of the Ninety-Sixth Division of the Organized Reserves was established on the Fort Plain east of the palisade site. For 18 years Pearson Field operated as an intermediate field within the larger framework of Air Corps bases. In addition to Army operations, mail service and fire fighting support teams also operated from the field for brief periods.

Between 1923 and 1941, the airfield figured in several important events in aviation history. In 1924, four Douglas World Cruiser airplanes stopped at the Vancouver field on their way to Seattle, the starting point for the first around-the-world flight, sponsored by the Army. In 1929, a twin-engine ANT-4, *Land of the Soviets*, touring the United States on a goodwill trip unexpectedly landed at Pearson Field when the plane developed mechanical problems. In 1937, pilot Valery Chkalov and his crew completed the first transpolar flight at Pearson Field. They were welcomed to the barracks by Brigadier General George C. Marshall. Their feat is commemorated today by a monument adjacent to the Pearson Air Museum.

Infrastructure associated with the airfield during the historic inter-war period included an airplane hangar and several buildings salvaged from the defunct Spruce Mill operations to serve for weapons storage, offices, and a pilots' lounge. A grass airstrip extended westward across the palisade site. To the east, on the other side of East Reserve Street, the City of Vancouver developed an early municipal airstrip to serve civilian needs.

Following World War II, when the War Department surplused the area below East Fifth Street, the City of Vancouver received the Pearson Field acreage and quickly combined the municipal and army fields into one larger municipal field. In 1972, the National Park Service purchased from the city the acreage west of East Reserve Street, including the structures associated with the historic airfield, granting the city a 30-year use and occupancy for the airfield. The airstrip was relocated and the aviation easement restrictions removed, allowing for subsequent reconstruction of the remainder of the palisade and other structures.

The Pearson Field group of three structures within a seven-acre cluster was determined eligible for the National Register of Historic Places in 1992. In 1996, Congress extended general aviation use by the City of Vancouver for the portion of Pearson Field on NPS land until 2022. Subsequent to 2022, use of the airfield will be transitioned to aircraft meeting the historic definition as stated in the Memorandum of Agreement between the NPS and the City of Vancouver dated November 4, 1994. In that agreement, "historic aircraft" is defined as "aircraft based on a design from: (1) World War II era or earlier, (2) which are 50 years or older, or (3) which is determined by a qualified aviation advisory group selected by the Vancouver Partnership to be of historical significance." Airfield operations are subject to FAA approval.

With NPS approval and technical assistance, the city and the Pearson Field Historical Society developed the new Pearson Air Museum, adaptively reusing the three historic buildings including the remaining hangar and joining it to a newly constructed hangar housing the primary museum exhibit and educational facilities. In 2000, adaptive rehabilitation began on the former pilots' lounge and a weapons storage building to support additional administrative, curatorial, and museum needs. Also, in 2000, the city began the removal of outdated hangar structures from NPS property, with removal of all hangar facilities between the museum and the palisade to be completed by the end of 2002. The old metal museum building and a metal building to the south of the former museum will also be removed at this time.

## **Additional Reconstruction**

### **Sale Shop and New Store**

The National Park Service recently made the decision to reconstruct the 1845 Sale Shop and New Store, subject to availability of funds. Historically the Sale Shop and New Store were large warehouses connected by a second-story walkway at the west end of the fort complex. These buildings will be the first to be constructed on the western end of the courtyard and will balance the historic scene within the interior of the Fort.

The interior of the reconstructed Sale Shop and New Store could be used for classroom and lecture space, museum exhibits, an expanded NHS research library (currently housed in the Indian Trade Shop), or an expanded state-of-the-art curation facility to manage related HBC collections and U.S. Army archaeological collections. Its location within the Fort will allow easy access to the site's premier archaeological collection of 1.5 million artifacts now housed in the Fur Store.

### ***Historical Significance***

The Sale Shop was distinct from the Indian Trade Shop at Fort Vancouver. The Sale Shop was a retail mercantile outlet where European manufactured goods and some “country-made” items and “country” produce were sold or traded to the fort’s officers, lower class HBC employees and their families, missionaries, settlers, and other visitors. As the fur trade declined and large numbers of American emigrants settled the Oregon Country in the 1840s, the importance of the Sale Shop grew. The shop’s operation provided a large percentage of the HBC’s profits at the Fort and for the Columbia Department. The building contained a small retail room probably fitted with a wicket type window and counter where customers purchased goods. The Sale Shop’s vast inventory of goods would not have been on display for customers.

The New Store was used as a general storehouse for the storage of provisions, dry goods, and hardware for the HBC’s entire Columbia Department. Goods from Great Britain came in huge bales, barrels, and boxes. Another portion of the inventory came in smaller bales, boxes, and kegs that were sent out from Fort Vancouver to the HBC’s interior posts in the Columbia Department after re-packing. The Sale Shop and the New Store were connected by a second floor walkway to facilitate the transfer of goods from one building to the other.

### **Research and Education Center**

The need and idea for a research and education center has been discussed at the NHS for several years. As one of its recommendations in 1998, the *Fort Vancouver National Historic Site Museum Management Plan* stated the need for the NHS to decide if it will function solely as a repository for HBC related collections or as a research center for the early developmental history of the area. In 2000 shortly after initiation of the general management planning process, park management decided that in addition to its critical function as a repository, the park could also fill the role of a research and education center. The research and education center will need to include space for expanded collections from other sites in the Pacific Northwest. Though its function is currently being housed in the Fur Store, alternatives in this GMP discuss various locations for the research and education center.

The mission of the research and education center at the NHS is to foster the analysis, interpretation, and dissemination of information relating to archaeology and historic architecture. The foundations of the research center are the site’s archaeological collections, the archaeological resources remaining *in situ*, and the existing historic architecture of the Reserve areas. These cultural resources form an unparalleled opportunity for researchers, students, and members of the public to study within the fields of archaeology, curation and collections management, museum studies, preservation and conservation, and historic architecture. Possible research topics will include, but are not limited to, fur trade sites, U.S. Army forts and related sites, logging camps and mill sites, and Civilian Conservation Corps camps. The mission of the research and education center will be accomplished through the following: ongoing archaeological excavations and field school, analysis of existing collections and data, expansion of archival materials, development of web-based educational tools, the fostering and publication of research papers, lectures and demonstrations on associated topics, programs that highlight the cultural resources professions, and intensive public research.

### **Counting House**

A second building that will be reconstructed in 2003 is the Counting House (also known as the 1845 New Office). The Counting House will interpret the life of Captain Thomas Baillie who initially resided in the building from 1845-1847, as well as describe the role of the Counting House in the operation of

Fort Vancouver. Two of the rooms, the bedroom and front room, will be historically furnished. The third room will house modern, hands-on interpretive exhibits, designed to teach young visitors how we learn about the past through archaeology and historical research.

### ***Historical Significance***

The Old Office was one of the oldest structures in the Fort dating from 1829, so construction of a new Counting House began in 1845. Because living space inside the Fort was at a premium, clerks often had to room in their office when visitors filled Bachelors' Hall. Due to the overcrowding, on its completion the Counting House was given to Captain Thomas Baillie of *HMS Modeste* as his shore quarters. The Counting House became a lively place, the scene of frequent balls, plays, and parties hosted by Baillie. After he left in 1847, the contents of the Old Office were transformed and the building became the Counting House.

### **Archaeology**

The whole of Fort Vancouver National Historic Site is an archaeological site. Fort Vancouver is recognized as the most important historical archaeological site in the Pacific Northwest. Any ground disturbance is likely to affect buried resources; therefore all planning and construction projects should first consider effects upon the park's archaeology.

Since its establishment as a monument in 1948, NPS professionals and scholars alike have accepted that the *in situ* archaeological resources, including foundations, artifacts and features, were one of the two most important park resources. The historic documentation of the Hudson's Bay Company in the northwest has continually been strengthened and enhanced by the analysis of the data and artifacts resulting from excavations at Fort Vancouver. As a result of the archaeological investigations, the interpretive theme at the park is as much a celebration of the archaeological resources of the Fort as it is of the story of the Hudson's Bay Company.

A year before the establishment of the national monument in 1947, the first exploratory archaeological excavations were begun by NPS archaeologist Dr. Louis Caywood. The purpose was to provide spatial and artifact data to guide and assist in the reconstruction of the palisade of Fort Vancouver and its interior structures. Caywood excavated from 1947 through 1952, and delineated the palisade outline and the size and locations of several of the structures.

In 1966, contract archaeologists John Combes and Edward Larrabee conducted separate excavations of the north wall and northeast corner of the palisade prior to reconstruction of these features. Intensive excavations throughout the interior of the palisade area occurred from 1970 through 1974 conducted by NPS archaeologist Jake Hoffman and assisted by Lester Ross. These excavations produced twelve volumes of data to be used for reconstruction purposes, and a very large accumulation of artifacts and depositional data that has been used to interpret the material culture of the people who lived and worked at Fort Vancouver. In 1974, a partial excavation of the Sale Shop was conducted by the Oregon Archaeological Society (OAS) under the supervision of Harvey Steele and Lester Ross. In 1984 through 1988, the OAS partially excavated both the Counting House (New Office)(1845) and the Jail (1843-1845) with Charles Hibbs as principal investigator.

During this period there also occurred excavations conducted outside of the immediate palisade area. In 1961, NPS regional archaeologist Paul Schumacher conducted testing at the HBC barn complex. And

beginning in 1968, a series of excavations were conducted in and around the Village, located west of the palisade. The first, begun in 1968, by Susan Kardas and Edward Larrabee, was a research effort to determine the location of the eastern boundary of the Village. The data and artifacts resulting from these and following investigations provide important data on the life and culture and the acculturation of this ethnically diverse community. Subsequent excavations at the Village site were prompted by the renovation of the interchange of State Route 14 and Interstate 5. To mitigate the effects on the Village site by the construction activities, archaeologists David and Jennifer Chance conducted excavations in 1974 and 1975. Several of the important features found and investigated were a village dwelling area, a boat building area and separate black smithy, and the historic pond used as a refuse dump for both the HBC and the U.S. Army. University of Idaho archaeologist Caroline Carley conducted a third season of excavations at the site in 1977. The objectives were to increase the information available about the palisaded hospital and the HBC boat building area, to determine the eastern boundary of the complex, and to augment the stratigraphic and artifact collections from the pond. In 1980 to 1981, Bryn Thomas and Charles Hibbs, Jr. of Eastern Washington University (EWU) concluded the archaeology for the right-of-way of the State Route 14 expansion by investigating U.S. Army properties with sites east of Interstate 5 and west of the NPS property line. These test excavations discovered the remnants of the 1850-1851 quartermaster's depot stable, clerks' quarters, an HBC depot corral, and five village dwelling areas.

In 1985, Thomas was asked to excavate the proposed utility corridor that was to follow a route outside the northeast palisade, opposite the Bakehouse, south to the southeast corner, and then west to the area just south of the Fur Store foundation remnants. The excavations revealed several exciting features, including the remains of the Cooperage just north of the southeast palisade, features and artifacts identified as associated with the Southeastern Bastion, and a pre-1841 servant's quarters and shop.

The utility corridor was dug to service the proposed reconstructed Fur Store. In 1991, EWU conducted data-recovery excavations on the remaining footings and features within the Fur Store foundation. The most notable recovery was that of the footing for the Fur Press which was used to compress furs into bales for shipment to England. The completion of these excavations and the findings from the recovered artifacts and features allowed for the reconstruction of the Fur Store to interpret the historic storage of furs at the Fort and for its use as the Fort Vancouver NHS archaeology and curation facility.

In the summer of 1994, in anticipation of the reconstruction of the Carpenter Shop, the park hosted an archaeological field school. Dr. David Brauner of Oregon State University (OSU) conducted a six-week investigation of the east half of the Carpenter Shop. Due to the extensive intrusions to the site area since about 1860, Brauner found little recognizable evidence of the Carpenter Shop in his excavations. In 1996, Thomas at EWU finished the excavations of the west side of the Carpenter Shop, again finding no clear architectural evidence for the presence of the Carpenter Shop. However, the presence of carpentry related tools and the historical documentation of the structure provided the park with the data needed to reconstruct the Carpenter Shop.

In the fall of 1999, Dr. Douglas Wilson of Archaeology Consulting was contracted to finish excavating the area associated with the Counting House. These excavations, together with those by Caywood in 1952, and Hibbs in 1986 through 1988, have provided definitive evidence of the location and dimensions of the Counting House. This, together with the evidence provided by the recovered artifacts from these excavations, will likely result in the reconstruction of the Counting House sometime in 2003. In the summer of 2000, Wilson (this time employed as NPS Reserve archaeologist) assisted by park archaeologist Robert Cromwell, completed the excavations of the Jail. These excavations concentrated on the north and west portions of the Jail, and definitive evidence for its location and dimensions were lo-

cated in the form of wooden sill footings still *in situ*. The combined data from the 1984 to 1985 and 2000 excavations allowed reconstruction of the Jail during the fall of 2000.

### **Hudson's Bay Company Cemetery**

The U.S. Army and the NPS sponsored a joint project to study the second Hudson's Bay Company cemetery, which is within the authorized boundary of the NHS. One element of that project employed historical maps and drawings of the cemetery to estimate its boundaries (Garnett, 2001). Geophysical remote sensing surveys (magnetometer and ground-penetrating radar) were conducted in the area of the cemetery in September of 2000 (Conyers, 2000; McDonald, 2000). A second set of surveys funded by the NPS was conducted in 2002 and 2003, with a magnetic survey conducted on September 27, 2002 (McDonald, 2002), and a ground-penetrating radar survey conducted on June 27, 2003 (Conyers and Amanti, 2003). This archaeological remote sensing work has identified some subsurface anomalies associated with possible grave sites and many anomalies associated with later U.S. Army disturbance of the site including trenches and pipelines. The cartographic analysis has helped define the probable extent of the cemetery. These studies have provided a means to better manage and protect the historic cemetery.

As a result of over 50 years of archaeological investigations at Fort Vancouver NHS, a total of close to 2 million artifacts have been retrieved and scores of scholarly reports have been produced and archived. The collection, which includes artifacts from other northwest HBC sites, such as Fort Nez Perce, Fort Colville and the HBC Belle Vue Farm on San Juan Island, represents the largest recovered Hudson's Bay Company fur trade era artifact collection in the world. This historical array offers an incredibly rich resource for future research and interpretation of the many cultures that helped shape the modern northwest community. The park staff recognizes the importance of the collection not only to academic and historical scholars, but also to the lay community especially children in kindergarten through high school. Staff members of the research and education center are devising creative ways to offer increasing access to the collections by devising web access to digitized archaeological and historical reports, as well as maps, and will provide digitized photos of thousands of diagnostic artifacts.

### **Status of Archaeology Surveys**

As of September 31, 2001, approximately 50% of the 209 acres within the NHS were adequately surveyed. Those portions of the NHS that have not been surveyed to date for subsurface archaeological resources will be surveyed, including areas within the authorized boundary transferred to NPS. The NHS staff will use geophysical and other types of remote sensing and subsurface shovel probes and shovel tests to determine the presence and extent of subsurface cultural deposits. This will help to determine their integrity and whether they likely contribute to the significance of Fort Vancouver.

To comply with Section 106 of the National Historic Preservation Act, survey work will focus on areas slated for park development and reconstruction, and then proceed to other park areas. Survey work will be integrated with the park's existing Geographic Information System. Additional archival research will be conducted to identify and preliminarily assess any intact and potentially contributing archaeological resources that are discovered. Interested and consulting parties, including the State Historic Preservation Officer (SHPO) and appropriate Native American Tribes will be consulted and notified about the proposed undertakings.

Survey work for areas of the Reserve outside of the NHS will be conducted in a similar fashion and on a similar priority schedule. Archaeological testing and evaluation will be conducted as needed to deter-

mine the significance of historical archaeological remains that could be impacted by a project. Wherever possible, reconstruction, trail and road development, and other planned projects, will seek to avoid archaeological resources that are intact and contribute to the significance of the NHS. If it is not possible to avoid significant archaeological deposits for a proposed undertaking, a data recovery or other mitigation plan will be developed and implemented. Artifacts collected during survey, testing, and evaluation work will be cataloged to the Secretary of the Interior's Standards and curated at the Fort Vancouver NHS curation facility.

## **Collections**

The on-going archaeological investigations at Fort Vancouver NHS have produced one of the largest and most significant collections of Hudson's Bay Company and U.S. Army-related artifacts in the world, totaling close to 2 million items. In addition, the NHS serves as a repository for archaeological material recovered from U.S. Army sites within the Reserve. The park's study/diagnostic collections consist of nearly 200,000 metal, ceramic, glass, bone, and brick artifacts. In addition, extensive collections from other HBC sites in the Pacific Northwest—Belle Vue Farm (San Juan Island National Historical Park), Fort Colville (Lake Roosevelt National Recreation Area), and Fort Nez Perce (Whitman Mission National Historic Site)—have been transferred to the Fort Vancouver NHS facility. At present, the cataloging backlog estimated for these collections is about 635,000.

The NHS collection includes over 4,000 historic objects, most of which are used as furnishings in the interpretive spaces of reconstructed buildings. The NHS also maintains archival collections, which include maps, photographs, and other documents that relate to the Hudson's Bay Company, Fort Vancouver, and the U.S. Army. The collection also contains the papers of John Hussey, an NPS Historian who conducted seminal historical research on Fort Vancouver. In addition, archaeological field records from over 50 years of excavations are housed here.

The preservation, management, and interpretation of this collection continue to be one of the most important cultural resource issues for the NHS. Representing the original fabric of Fort Vancouver and providing insight into the lives of its occupants, it is an internationally significant resource. An extensive curatorial processing area, offices, and exhibit spaces occupy the first floor of the Fur Store building. A glass wall between the interpretive corridor and the work area allows visitors to view the curatorial space and work in progress. On the second floor, collections are stored in a state-of-the-art facility.

### **Hudson's Bay Company Archival and Material Cultural Collections**

Following is a list of repositories and institutions containing Hudson's Bay Company archival and material cultural collections:

- American Antiquarian Society, Philadelphia, Pennsylvania
- Bancroft Library, Berkeley, California
- Fort Nisqually Historic Site, Tacoma, Washington
- Glenbow-Alberta Institute, Calgary, Alberta
- Hudson's Bay Company Archives, Winnipeg, Manitoba
- Huntington Library, Pasadena, California
- Manitoba Museum of Man and Nature, Winnipeg, Manitoba
- McLoughlin House National Historic Site (now McLoughlin House Unit), Oregon City, Oregon

- National Archives of Canada, Ottawa, Ontario
- National Collections, Ottawa, Ontario
- Oregon Historical Society, Portland, Oregon
- Parks Canada, Department of Canadian Heritage, Regional Collections, Winnipeg, Manitoba
- Provincial Archives of Manitoba, Winnipeg, Manitoba
- Public Record Office, London, England
- Royal Engineers Library, Brompton Barracks, Chatham, Kent, England
- Royal Ontario Museum, Toronto, Ontario
- Royal Provincial Archives of British Columbia, Victoria, British Columbia
- U.S. National Archives, Washington, D.C.
- University of Washington Library, Seattle, Washington
- Washington State Historical Society, Tacoma, Washington
- Washington State Library, Olympia, Washington

### **Technology Options for Collection Availability**

Currently, the Fort Vancouver NHS archaeological collection is available to the public through a variety of integrated, technological means. An “online collection” project uses several different features to make artifacts accessible to researchers and interested persons.

The Automated National Catalog System (ANCS+) used for recording artifact data has a function that allows a digital image to be attached to an electronic catalog record. Staff and volunteers at Fort Vancouver NHS have been producing several digital images for each object in the archaeological study collection, a grouping of approximately 200,000 artifacts. These are designed to show multiple views of an object, and a detail of any diagnostic traits. This entire process of digitizing the artifacts and importing the images into the cataloging software can be shown on a monitor in the interpretive corridor of the Fur Store. Visitors to the site can view the artifact image and catalog data as a Museum Technician or volunteer works on the project. During other times, the monitor shows a slide show of images so visitors can be introduced to items from the archaeological collection.

These data, the ANCS+ catalog records and related digital images, are used as the basis for the online collection. Re:discovery Software, in conjunction with the National Park Service Museum Management Program (MMP), has developed templates so that the data can easily be accessible through the World Wide Web. A visitor to this Web Catalog can browse the catalog records, view images, and compose searches and queries to sort or filter data according to their personal research needs.

In addition to the Web Catalog, which is hosted on a server managed by the NPS Museum Management Program, the Fort Vancouver website includes archaeological and curatorial features designed to increase the availability of the collection. Articles on current excavations are tied to artifact descriptions and images, highlighting the most recent additions to the collection. An online Research Guide introduces visitors to the collection and guides them to representative artifacts and archival references. Additional features illustrate conservation projects, and describe how the site cares for its collection.

Utilizing technology to increase the availability of the collection is an integral component of the transition to a research and education center. In addition to continuing the online collection project, several technology options will improve the availability of the Fort Vancouver NHS collection and other ar-

archaeological collections the park holds that are associated with Hudson's Bay Company material culture. One project could integrate the ANCS+ catalog records with GIS data, visually tying individual artifacts to the units and strata from which they were excavated. This would allow researchers more flexibility when looking at stratigraphic variety, distribution patterns, and other types of spatial analyses. Various software programs could make this visual representation accessible through the Web, and visitors to the website, or to a park kiosk, could interact with map layers (historical features, archaeological excavations, existing conditions) and corresponding artifacts from the collection. This would in essence place an artifact in time and space, giving visitors a historical context for an item from the collection.

Additionally, the World Wide Web could be more intensely utilized to promote the availability of the collection through virtual exhibits; interactive educational features based on cultural resources, and online versions of archival documents like archaeological reports and photos. Overall, a research center will require online services that address collection availability for both visitors to the park and those who come via the website, and are capable of meeting the needs of researchers as well as visitors who desire an introductory or engaging view of the collection.

## **Historical Human Populations at Fort Vancouver**

As the preceding portions of this section suggest, the complex cultural landscape and historic occupation of Fort Vancouver NHS was highly diversified socially and culturally. With the establishment of the first Hudson's Bay Company post in 1824, the region became integrated into the international political economy that the Company represented through its role in the British fur trade and other mercantile activities (Mackie 1997). At that time, many different native people already lived adjacent to the west coast of Canada and the United States, along the tributaries of the Cascade Mountain Range, and east of the mountains on the Plateau of the Interior. Near the site of the Hudson's Bay Company post, local natives, some of whom were known as Chinook Indians, had villages and interacted extensively with native people from elsewhere.

The London-based trading company operated in a vast geographical area throughout northern North America and at outposts in Hawaii and California. It is not surprising therefore, that the indigenous diversity of the region surrounding the new HBC post was a foundation upon which people from many ethnic and national origins found fertile ground. As a result, the diversity and intermixture of the historical occupants of the post between 1824 and 1860 increased dramatically. Principals of the HBC were English and Scottish. They at first brought metis (persons of mixed non-Indian and Indian ancestry from Canada), French Canadians, and Native Americans from the northeast such as Iroquois and the Cree, and the Carrier and others from the northwest. To meet increasing needs for labor, "Kanakas" were brought from the Sandwich or Hawaiian Islands to Fort Vancouver and other posts. At Fort Vancouver, Hawaiians and natives from across North America resided at a post oriented community that came to be known as Kanaka Village.

During the early days of the HBC post, Chief Factors and officers led services for others that belonged to the Church of England. Employees such as the French Canadian carpenter, David Dompiere, held services for Catholics. For two years in 1830s, the Company provided a chaplain who was an Anglican priest. By 1838, the HBC promoted and supported the two Catholic priests from Montreal who arrived under the auspices of the church in Canada. The priests held services at existing structures within the post and began to maintain records on all baptisms, marriages, and burials at this post and at several other missions located from one to several days travel away.

The new cemetery that was used for Catholics and others between 1839 and 1856 was a short distance north of the HBC palisade. When the first Catholic Church was built in 1848 it was located between the palisades of the HBC post on the south and the cemetery in a wooded area to the north. The records of baptisms, marriages, and deaths that were maintained by the priests of the St. James Mission document the ethnic and national diversity of those that worked, lived, and died in the vicinity of the post. The priests named individuals in the records and documented the “nations” (including Hawaiians referred to as Kanakas and Metis of Canada) that they and their parents belonged to. A few of the nations, as the priests referred to them, no longer exist as named groups. However, many of the tribal names were clearly ancestors of one or another constituent group in over a dozen contemporary federally recognized American Indian tribes in the Pacific Northwest, at least one unrecognized tribe, and several Canadian First Nations. The records also document extensive intermarriage among near and distant tribes, and between tribal members and other ethnic groups and nationalities. Indeed, numerous examples of intermarriages between various Indians, Hawaiians, Europeans, and Canadians exist in the records (Warner and Munnick 1972).

Transcriptions and publications of the names and biographical data from the Catholic Church Records by Warner and Munnick (1992) show that the more than 200 individuals who were buried in the St. James Mission Cemetery were diverse in many ways. There were men and women. Some were infants, others were aged; some were natives, others were non-natives; some were originally from the local area and others were from distant places such as Hawaii, the British Isles, Europe, elsewhere in the United States and eastern Canada. Likewise, they represented vastly different occupations and social classes. Among the natives, there were individuals identified as slaves and others who were chiefs.

Chief Tamakwen (also known as Thomas Tamakun) of the Cascades Indians died at the age of about 35 years in early 1848. In December of that year, a “High Chief of the Chinook Tribe of the Lower Columbia” named Chief Cassino (also known as Francois Kinsnos, Kinsneau and Casenoe) died at about 50 years of age. Whether or not their remains were ever removed from the cemetery is unknown. Members of contemporary tribes who the NPS has consulted continue to be concerned about the remains of those chiefs and other people who were buried in the cemetery.

Insufficient documentation about whether or not burials were removed from the St. James Mission/HBC Cemetery is exemplified by a comment on the body of Chief Factor John McLoughlin’s son. The corpse of John McLoughlin II was buried at Fort Vancouver in October 1843, about a year and five months after his death at Fort Stikine: “His body was brought to Fort Vancouver for burial in the Old Cemetery, since removed, but his name is honored on a plaque, along with those of Pambrun and Kittson, near the new Cemetery farther up the slope” (Warner and Munnick 1972: A-55).

Throughout the 1850s, the ethnic and national diversity characteristic of the HBC period at Fort Vancouver coexisted with the establishment of the Columbia Barracks by the U.S. Army beginning in 1852, and as the HBC continued its trading operations. At the same time, Columbia City, as the City of Vancouver was then called, became the leading center of commerce in Washington Territory. By 1860, however, the HBC moved out of Fort Vancouver. At the regional level, the decade of the 1850s was one of transition to social, political, and economic integration of the Pacific Northwest into the nation-state of the United States of America. The transition coincided with the establishment of treaties between the U.S. Government and the indigenous native people, the cession of certain lands by tribes and the “reservation” of other lands for their contemporary and future occupancy and use. Ultimately, tribal reservations were not established and maintained in the immediate vicinity of Fort Vancouver.

The local scene came to be dominated by the U.S. military base and the development of nearby Columbia City. The site of the former HBC post developed a social and cultural character that was more typical of other places in the American west that had a combination of military forts and centers of commerce. Ethnic and cultural diversity then became less evident at Fort Vancouver as a reflection of U.S. continental expansion and the implementation of the reservation system for American Indians in the Pacific Northwest. The numerous officers and enlisted men at Fort Vancouver Barracks reflected the ethnic and cultural makeup of American society at large. Exceptions included the incarceration of 33 members of the Red Heart Band of Nez Perce Indians for about seven months in 1877 and 1878 (Sinclair 1998).

The historical changes that took place at Fort Vancouver during the last 150 years displaced the tremendously diverse populations who were present during the time of Hudson's Bay Company operation. For the most part, changes in the cultural landscape (including the destruction, deterioration, and displacement of buildings and other material features) at Fort Vancouver have erased specific cultural and natural resources that were culturally important to resident populations in the past. Contemporary people may have interests and concerns about interments that may still be located at the site of the historical cemetery referred to above. However, it is not likely that any contemporary group of people (ethnic group, tribe, or nation) have knowledge about cultural resources from the HBC period that would continue to have special cultural significance to them. A discussion of potentially park-associated contemporary human populations appears in the "Socioeconomic" section of this document.

## **Sites Associated or Affiliated with HBC Activities in North America**

### **Fort Nisqually Historic Site**

Established in 1833 by Chief Trader Archibald McDonald at the south end of Puget Sound, Fort Nisqually served as a fur trading post. In the late 1830s, it became the headquarters for a subsidiary of the Hudson's Bay Company, the Puget Sound Agricultural Company, which had been formed to provide agricultural products for the HBC for export to Hawaii, Alaska, and California. This was one of the forts that Chief Factor John McLoughlin of Fort Vancouver was responsible for overseeing. Fort Nisqually closed in 1869. In the 1930s, the two surviving original buildings were moved to Point Defiance Park on land owned by the Metropolitan Park District of Tacoma. Additional buildings were restored, reconstructed and furnished to the period of the 1850s. The Metropolitan Park District of Tacoma administers Fort Nisqually Historic Site.

### **San Juan Island National Historical Park**

The site commemorates the 1859 "pig" incident in which an American settler, Lyman Cutler, shot a pig belonging to the Hudson's Bay Company, operating at Belle Vue Farm on San Juan Island. The incident nearly precipitated a war between Great Britain and the United States. Military forces from both nations were stationed on San Juan Island from 1859-1874. The controversy over the pig incident and the boundary between the United States and Canada was eventually resolved peacefully by international arbitration under the auspices of the Emperor of Germany. In 1872, the emperor ruled in favor of the U.S., establishing the boundary line through the Haro Strait. The National Park Service administers San Juan Island National Historical Park.

### **Fort Victoria**

Founded as Fort Victoria in 1843 on the southern tip of Vancouver Island, British Columbia, it was the headquarters of the Hudson's Bay Company's western department after 1849. No historic structures

from the HBC period have survived. The modern city of Victoria encompasses the original site of Fort Victoria.

### **Champoeg State Park**

Champoeg State Park is located on the east side of the Willamette River approximately 15 miles southwest of Portland, Oregon. On May 2, 1843, a vote taken here between American settlers and former employees of the Hudson's Bay Company established the first provisional American government of the Pacific Coast. This action may have been one of the factors leading to Oregon becoming an U.S. Territory in 1848. The Oregon State Parks Department administers this site.

The following six sites are administered by Parks Canada, Department of Canadian Heritage:

### **The Fur Trade at Lachine National Historic Site**

Located to the west of the Island of Montreal, Lachine National Historic Site interprets the fur industry in the Montreal region of Canada in the late eighteenth and early nineteenth centuries. A stone warehouse was built under the direction of Alex Gordon, former clerk of the Northwest Company, in 1803 to store trade goods and furs. In 1833, the warehouse was taken over by the Hudson's Bay Company. Lachine, historically, occupied a strategic position on the fur route as a departure and arrival point for trading expeditions. It also served as an important center for storing the Montreal merchant's furs and trade goods.

### **Fort Langley National Historic Site**

Fort Langley was established in 1827 by Hudson's Bay Company's Chief Factor James McMillan on the south side of the Fraser River in present British Columbia. The fort provided dairy products and large quantities of salmon for use by the HBC and for export.

### **Lower Fort Garry National Historic Site**

Established by Governor George Simpson of the Hudson's Bay Company in 1830, Lower Fort Garry served as a retail, agricultural, and industrial center to supply outlying fur posts. It also served as a transshipment point for goods being shipped from York Factory on Hudson Bay.

### **Rocky Mountain House National Historic Site**

Established by the Northwest Company in 1799 on the North Saskatchewan River as a fur trade post, the Rocky Mountain House was taken over by the Hudson's Bay Company in 1821. The post was closed briefly in 1822 and reopened in 1825. Rocky Mountain House was permanently abandoned by the HBC in 1861.

### **Fort St. James National Historic Site**

Fort St. James National Historic Site was founded by Simon Fraser on Stuart Lake in 1806 as a Northwest Company post. It was taken over by the Hudson's Bay Company in 1821 and became the administrative headquarters for the New Caledonia fur district. From this post, the annual fur brigades to the Pacific Coast departed and returned, and supplies for the district were distributed from Fort St. James.

### **York Factory National Historic Site**

Established by the Hudson's Bay Company in 1682 between the mouths of the Hayes and Nelson rivers, York Factory was the depot and headquarters of the HBC's Northern Department of Rupert's Land. All

official correspondence, requisitions for trade goods and supplies, records of the Company's business activities for the previous outfit (business year) for Fort Vancouver, and all the posts in the Columbia Department were forwarded yearly to York Factory by way of the York Factory Express. There the records were sent by ship to London. York Factory was closed in 1957.

## **Sites Associated or Affiliated with Early U.S. Army at Vancouver Barracks**

### **Fort Bellingham**

Fort Bellingham, built 1856 is located in Bellingham, Washington. Originally a blockhouse, it later served as an U.S. Army post. The only remaining building is the home of Captain George Pickett who is best known for his involvement at the Battle of Gettysburg.

### **Fort Borst**

Fort Borst was strategically located on the military road between Fort Vancouver and Fort Steilacoom. Originally built in 1856, the residual blockhouse is now located at Fort Borst Park in Centralia, Washington.

### **Fort Cascades**

Completed in 1855, Fort Cascades was built to guard the portage road around the Cascades Mountains near present Bonneville Dam in Washington State. A walking tour is available of the old fort site located on U.S. Army Corps of Engineers land.

### **Fort Canby**

Established as Fort Cape Disappointment, Fort Canby was renamed in 1875. Along with Ft. Stevens, Fort Canby was built to guard the Columbia River during the Civil War. Visitors can view the original battery gun emplacements and visit the adjacent museum, emphasizing the Lewis and Clark Corps of Discovery expedition. This site is near Ilwaco, Washington.

### **Fort Columbia**

Fort Columbia (1896-1904) was established in 1899 during the turn of the century to compliment protection of the Columbia River at Fort Stevens and Fort Canby. It is now a Washington State park and includes original buildings, gun emplacements, and a museum.

### **Fort Lewis**

Fort Lewis was established in 1917 as Camp Lewis and today is the largest active U.S. Army post in the Pacific Northwest near Tacoma, Washington. It includes the Fort Lewis Museum at the post.

### **Fort Lugenbeel, Fort Gilliam, Upper Cascades Townsite, and Fort Rains**

These sites now exist only as archaeological sites on present U.S. Army Corp of Engineer land located west of Stevenson, Washington near the Bridge of the Gods. Fort Rains was built in 1856.

### **Fort Simcoe**

Several original buildings, including the Commanding Officer's house, still exist at this 1856 fort site. It is now a Washington State park and has an interpretative center open part of the year.

### **Fort Spokane**

Established in 1882, Fort Spokane served as the training ground for U.S. troops during the Spanish-American War, among other activities in Washington. Remaining there are several original buildings, including the Indian School dating from 1899-1929.

### **Fort Vancouver (Vancouver Barracks)**

Fort Vancouver served as the former department headquarters for the Columbia Department and is presently home to U.S. Army Reserve units. It is the oldest active military post in the Pacific Northwest, begun in 1849 and is now part of the Vancouver National Historic Reserve in Vancouver, Washington.

### **Fort Walla Walla**

Fort Walla Walla built in 1856-57 was a principal U.S. Army post east of Cascades Mountains. Several original buildings, parade ground, and the cemetery remain. A museum is open in the summertime after mid-April.

### **San Juan Island National Historical Park**

Located on San Juan Island near the border of British Columbia, it is the NPS site of American and British camps during the boundary dispute between 1859 and 1872. British Camp has four historic buildings and a small garden that have been restored. At American Camp, two historic buildings survive along with the remains of an earthwork gun emplacement. There is a visitor center at American Camp and an orientation center in Friday Harbor, Washington.

### **Fort Dalles**

Built in 1850, Fort Dalles was the principal U.S. Army post for the area above Great Falls in the Columbia River. One original building, a former surgeon's quarters which houses a museum, remains in Oregon.

### **Fort Hoskins**

Fort Hoskins was established in 1856 to protect the Grand Ronde and Siletz Indian Reservations from encroachment. It is open to the public as a county park in Benton County, north of Philomath, Oregon.

### **Fort Klamath**

Built in 1863, Fort Klamath was a principle U.S. Army post during the Modoc War (1872-1873). The site houses the graves of four Modoc Indians executed in 1873 and the original guardhouse now used as a museum.

### **Fort Stevens**

Fort Stevens was one of two forts built in 1853-54 to guard the mouth of the Columbia River and was occupied by U.S. Army unit 1947. It is now an Oregon State Park and includes original gun emplacements and a museum.

### **Fort Umpqua**

Fort Umpqua was a U.S. Army Post established in 1856. Today Fort Umpqua is an archaeological site located across the Umpqua River from Winchester Bay, Oregon.

### **Fort Yamhill**

Fort Yamhill consisted of a Blockhouse built in 1855 which was expanded to a U.S. Army post in 1856. A young Philip Sheridan spent much of his early career here before the Civil War. The blockhouse was converted to a city park in Dayton City southwest of Portland, Oregon.

### **Camp Withecomb**

Located near Estacada, Oregon, Camp Withecomb is the site of the Oregon Military Museum.

### **Fort Sherman**

Fort Sherman was originally Camp Coeur d'Alene located east of Spokane, Washington, near Coeur d'Alene City Park.

## **The Natural Environment**

### **Environmental Context and Setting**

In 1824, George Simpson, governor of the Hudson's Bay Company's Northern Department, ordered the establishment of a new fur-trading post on the north side of the Columbia River. This post was named Fort Vancouver. During its existence between 1824-1860, Fort Vancouver was one of the most important settlements west of the Rocky Mountains.

Historically, the natural landscape of Columbia River's north shore was a mosaic of plains, coniferous forests, streams and lakes, with the Cascade Mountains visible in the distance. The Fort, the heart of the Hudson's Bay Company operations, was located on a low-lying river plain called Fort Plain that was six miles upriver from the confluence of the Columbia and Willamette rivers. Today, the park contains approximately 209 acres (in the authorized boundary of the NHS) and includes resources that relate to both the Hudson's Bay Company and the U.S. Army's Vancouver Barracks.

### **Air Resources**

No baseline inventory or monitoring regarding air quality is being conducted by Fort Vancouver National Historic Site. However, the Washington State Department of Natural Resources does monitor air quality in Clark County. The park is located within the Portland, Oregon metropolitan airshed. Ambient air pollutant concentrations for the park are within national and state air quality standards.

The Southwest Air Pollution Control Authority indicates the Vancouver area was redesignated from a non-attainment area to a maintenance area for ozone and carbon monoxide, meaning the area has met the National Ambient Air Quality Standards and has plans in place to maintain the standard. High carbon monoxide levels typically occur in winter. High ozone levels occur during hot, dry periods with little or no wind. There have been no carbon monoxide violations in the Vancouver area since 1991. The old one-hour ozone standard had not been violated since 1992 until an ozone episode in 1998. The new eight-hour standard has not been violated; however, conditions could occur that may exceed the ozone standard in the future. The Southwest Air Pollution Control Authority issues nonmandatory "clean air action days" to help reduce ozone levels on such occasions.

This attainment status has been in existence since 1991. The park is located beneath the flight paths of Portland International Airport and adjacent Pearson Field. The park is also adjacent to major highways and rail lines subjecting park resources to potential air pollutants.

The U.S. Environmental Protection Agency has set health-based standards for seven air pollutants: carbon monoxide, ozone, fine particulate matter less than 10 micrometers in diameter (PM<sub>10</sub>), sulfur dioxide, nitrogen dioxide, lead, and hydrocarbons. When ambient concentrations of these pollutants exceed the standards, health problems can result. The park is within a designated attainment area (specifically, concentrations below standards) for all criteria pollutants. This designation is based on representative ambient air quality monitoring from nearby monitoring stations. Air quality monitoring stations near the park are located at the following places: Mountain View High School – ozone; Hazel Dell and Fourth Plain and East Reserve – air quality and carbon monoxide; and Moose Lodge, Fourth Plain – particulate matter.

### **Climate**

The City of Vancouver and Clark County have mild wet winters and warm dry summers with an average rainfall of 41.3 inches, snowfall of 6.5 inches, and a growing season of 218 days. Approximately 80% to 85% of the precipitation occurs in the months from October to May. Fog is common during the spring and fall months. Average monthly temperatures are shown in the following chart.

**Average Monthly Temperatures**

<b>Month</b>	<b>High Temperatures</b>	<b>Low Temperatures</b>	<b>Precipitation</b>
March	54.9°	36.4°	3.5"
June	71.8°	49.2°	1.5"
September	72.9°	47.1°	3.8"
December	45.2°	32.5°	7.6"

Seasons are distinct, yet temperatures are not severe. Summer temperatures of 80 and 90 degrees are common while winter frequently finds nights below 30 degrees Fahrenheit.

Prevailing winds during the summer are from the northwest averaging eight to nine miles per hour. Prevailing winter winds are from the southeast, with an average velocity of eight miles per hour. However, high winds do occur, and during the fall, winds from the southwest can exceed 60 miles per hour on occasion. The highest recorded wind was on October 12, 1962, at 106 miles per hour.

## **Geologic Resources**

### **Topography**

Fort Vancouver NHS is located in the Willamette-Puget Trough, a geographic basin formed by the Cascade and Coast ranges. The topography of Fort Vancouver NHS has been formed by floodplain deposits from the Columbia River to form low-lying bottomlands and a series of alluvial plains and terraces. The area within the park slopes gently from the north boundary down to the river, with elevations from 102 feet mean sea level at the north, to 24 feet mean sea level at the river. The site of Fort Vancouver lies on the first narrow floodplain of the Columbia River. The slope quickly rises to the second floodplain, known as Mill Plain. From here looking southward, the visitor can view the historic area as well as the far side of the Columbia River.

## Geology

Clark County, Washington, exhibits traces of its geologic history including repeated inundation by fluctuating seas during glacial epochs, sedimentary processes of the Columbia River, volcanic activity, and periodic earthquakes. There is no evidence to suggest that these events have ended. Rivers are still eroding and transporting material to create new land areas. Land is still changing by slumping and downwarping. The weathering of rocks is continuing to create soil. Landslides, earthquakes, and volcanic events can occur at any time.

Fort Vancouver NHS is situated on alluvial deposits which underlie the southwestern third of Clark County and form the plains and terraces of the park. These alluvial deposits are further categorized into three general types:

- Alluvial fan and associated deposits—These deposits have accumulated along streams and tributaries to the Columbia River. They consist of fine-grained sand and gravel. In the bottomlands these deposits are an important source of groundwater.
- Terrace deposits—These deposits are distinctive because they are re-worked portions of the Troutdale Formation and contain very coarse gravels in a sandy matrix.
- Recent alluvium deposits—These deposits are confined to the floodplains of the present streams and creeks. They consist primarily of silt, sand, and gravel.

## Soils

The floodplain and the rising ground behind it consist of a fairly uniform gravelly loam 12 inches or more in depth over alluvial gravel. Surface runoff is quickly absorbed by these soils.

The major soil associations in the Vancouver urban area and the park are the Sauvie-Puyallup and the Lauren-Sifton-Wind River associations. Sauvie-Puyallup soils are found in the bottomlands while the Lauren-Sifton-Wind soils are found in the terraces.

Sauvie-Puyallup soils are poorly to excessively drained, moderate textures, nearly level to gently sloping alluvial soils of the floodplains of the Columbia River. Lauren-Sifton-Wind soils are excessively drained, gravelly, moderately textured, and nearly level to excessively sloping soils of alluvial deposits on the terrace along the Columbia River.

## Water Resources

### Surface Water Quality

While the park has not conducted a baseline inventory of monitoring regarding surface water quality within the park, the north shore of the Columbia River forms approximately 3,600 feet of the southern boundary of the park. Water quality information for the Columbia River and its tributaries within the general vicinity of the park have been collected by the Oregon Department of Environmental Quality and the Washington Department of Ecology and are summarized in a report entitled *Baseline water quality data inventory and analysis: Fort Vancouver National Historic Site* (NPS Water Quality Division 2000). The north shore of the Columbia River forms the south boundary of the park, approximately 3,600 feet in length, at the mean high waterline. No other surface watercourses exist within the park.

Increased water temperatures, high levels of dissolved nitrogen, alga growth, and high bacteriological counts, have degraded the water quality of the Columbia River. These pollutants are primarily the result of natural processes, but can also be attributed to discharges by industrial, agricultural, and recreational activities.

The 1978 *Clark County Water Quality Management Plan* characterized the quality of water resources within Clark County as impacted in various degrees by nonpoint source pollution. As documented through a routine monitoring program, none of the waters tested at that time met the state's water quality standards. The overall state of water quality among Clark County's surface water resource today is uncertain due to the absence of a countywide monitoring program.

### **Ground Water Quality**

The park obtains irrigation water using a well from a local aquifer. This aquifer lies within the alluvial deposits along the Columbia River lowlands and is recharged primarily by infiltration from the Columbia River. Water rights have been secured for this purpose. No monitoring is currently being conducted (except for monitoring conducted relating to the Safe Water Drinking Act) as to the water quality of this aquifer.

The management of water quality in Clark County is broad based with several agencies responsible for different aspects of the problem. The Southwest Washington Health District is responsible for water quality as it relates to septic tanks and water wells. Septic tanks can affect surface water and groundwater. There are no septic tanks within the NHS.

### **Wetlands**

Executive Order 1990, Protection of Wetlands, directs federal agencies to avoid to the extent possible adverse impacts associated with the destruction or modification of wetlands and to avoid direct or indirect support of new construction in wetlands wherever possible. The National Wetland Inventory identifies riparian wetlands associated with the park's 3,600 feet of shoreline along the Columbia River.

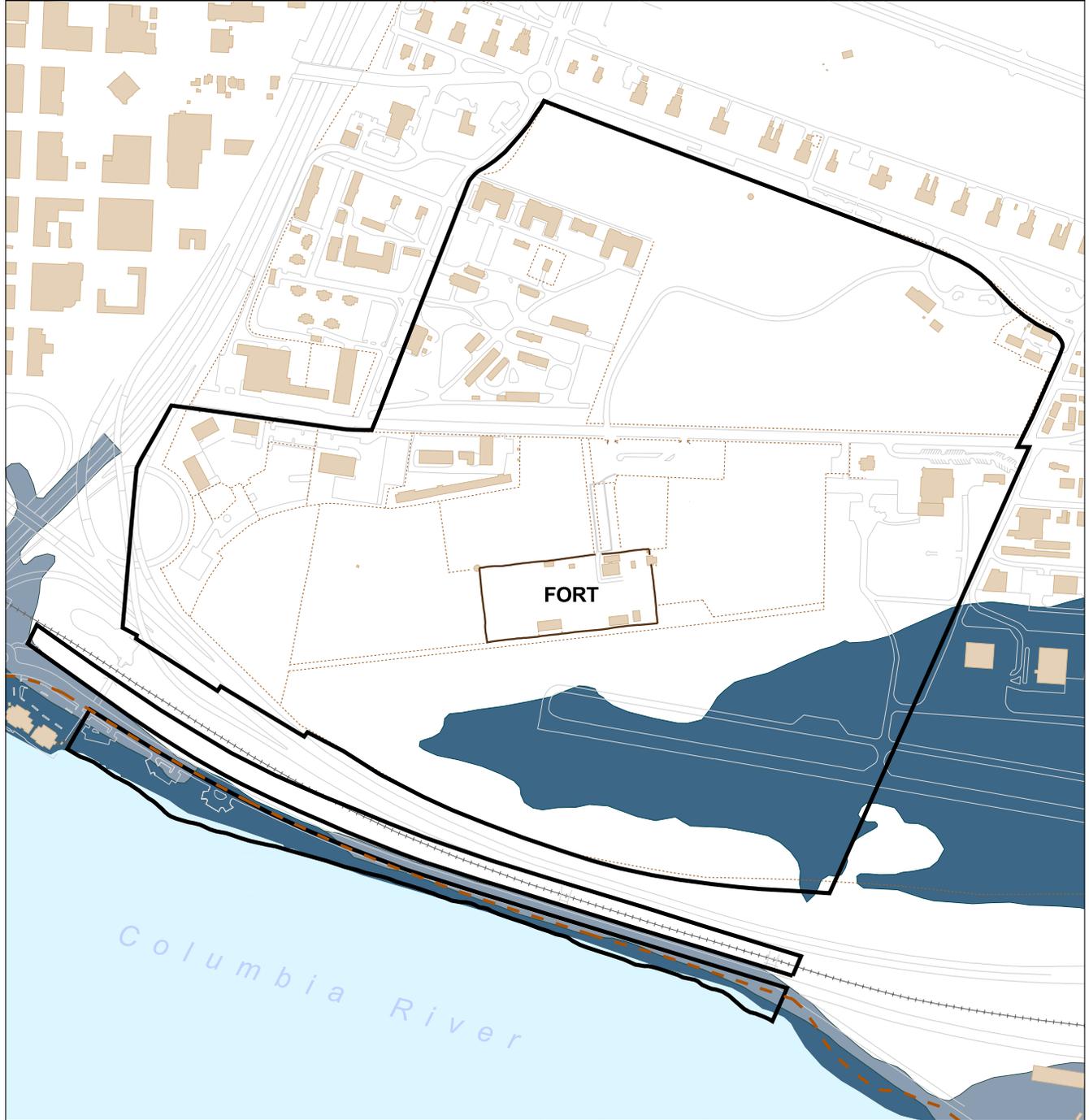
### **Floodplains**

Executive Order 11988, Floodplain Management, and the guidelines for implementing the Executive Order developed by the Water Resources Council published in the *Federal Register* in 1978, direct environmental analysis for proposed actions and alternatives located in floodplains to identify potential impacts associated with occupation and modification of floodplains. Although a portion of the park and Pearson Field is identified as a floodzone, existing zoning regulations are adequate to manage development. The waterfront area of the park is in the 100-year floodplain, but existing uses are compatible with the floodzone. (See Figure 7, Floodplain.)

Elevations within the park boundary extend from 102 feet at the northern boundary of the park along Evergreen Boulevard to 24 feet along the Columbia River. According to the U.S. Army Corps of Engineers, the 100-year floodplain level is 28 feet mean sea level while the 500-year floodplain level is 32 feet mean sea level. The average mean sea level elevation of the palisade area is 30 feet. The 100-year floodplain is the area that has a 1% chance of being flooded each year. Other on-site developments, dikes, and dams on the Columbia River have substantially altered the existing floodplain.

# Floodplain

## Fort Vancouver NHS GMP/EIS



### Legend

- |   |                          |   |                  |
|---|--------------------------|---|------------------|
|  | 100-Year Floodplain      |  | Pavement Edge    |
|  | 500-Year Floodplain      |  | Railroad         |
|  | Authorized Park Boundary |  | Waterfront Trail |
|  | Building                 |  | Fence            |

500 0 500 1000 Feet

1 : 8000

### Figure 7



Data Sources:  
 City of Vancouver: buildings, pavement edge, railroads  
 Clark County: rivers, trails  
 FEMA: floodplains  
 NPS: buildings, fences, fort, park boundary

National Park Service  
 PWRO-Seattle  
 GIS Group

Plot date: February 1, 2005 i:\gis\asproj\fova\fovagmp\_v12.apr

## **Vegetation**

Vegetation is a critical component of the Fort Vancouver landscape because of the prominent role agricultural and subsistence activities played in the Fort's success and influence in the Pacific Northwest. The cultivated fields, garden, orchard, and livestock pastures were all significant landscape features during the historic period of the Hudson's Bay Company occupation of the site.

Today there are no known vegetative remnants or features introduced by the Hudson's Bay Company, within the park boundary. An interpretive orchard, planted in 1962, exists on the site of the historic garden and consists of approximately 70 fruit trees. There is also an interpretive period garden located northeast of the palisade on the site of what was historically a cultivated field. The field area within the palisade is currently maintained as turf.

The only documented vegetation existing from the Hudson's Bay Company period includes two Douglas fir trees at the east end of the Parade Ground, and the apple tree in the city's Old Apple Tree Park. Two large Oregon oak trees on the Parade Ground may date from the 1850s, and a pear tree located north of East Fifth Street appears to be an old variety, although its location does not correspond to the known development of the Hudson's Bay Company.

To date, while no other vegetation dating from the historic period exists in the park today, the landscape character of some areas surrounding the palisade is still indicative of the vegetation associated with the historic period. For example, during the Hudson's Bay Company period, the undeveloped area north of Upper Mill Road consisted of Oregon oaks and Douglas fir trees scattered across a natural prairie. Today, Douglas fir and Oregon oak trees scattered across the manicured lawn of the parade ground retain the general character of the historic period. Several of the trees on the Parade Ground date from early in Vancouver Barracks's history (1861-1947). Clumps of Oregon oaks that are spread across the Vancouver Barracks portion of the park (many of which are within the park's legislated boundary) were also common in this area during the HBC and Vancouver Barracks periods as part of the oak savannah transition zone between the conifer forest and the plain.

Preliminary research indicates other trees in the Vancouver Barracks portions of the park may have historic integrity, for example, the large deciduous trees, including oaks, located along the southwest side of the park in the Reserve (see photo below). These trees were planted in 1883 along both sides of



McLoughlin Boulevard (now known as Fort Vancouver Way), a Vancouver Barracks depot road leading from East Fifth Street to the riverfront, which dated from the early 1850s. Significant vegetation located outside the park boundaries includes the maple trees on both sides of Evergreen Boulevard that were planted in front of Officer's Row in the 1880s. These trees create a strong visual edge to the north side of the parade ground and the park's northern boundary.

The vegetation along the river historically consisted of native riparian trees and shrubs. Today, the majority of the Fort Vancouver Waterfront consists of native riparian vegetation, masses of black cottonwoods, willows, and alders. The open fields north of State Route 14 are similar to the open-space character of the pasture and fields of the Hudson's Bay Company period. However, the overall visual character of the area lacks historic detail and diversity, due to the lack of crops and the associated grids and patterns created by fields and rows of crops.

The structures and features associated with Pearson Field represent a later historic development associated with the history of the U.S. Army at Vancouver Barracks. They are situated where open fields were cultivated and fenced for pasture during the Hudson's Bay Company. Later, these open fields were used for ordinance practice, polo matches, and early aviation pioneers. The park's 1975 Master Plan and the 1972 Cultural Landscape Report envisioned a full restoration of the fields and pastures to the appearance of the Hudson's Bay Company era following the expiration of the city's "use and occupancy" rights. The extension of the city's "use and occupancy," the determination that Pearson Field is eligible for the National Register of Historic Places, and the creation of the Pearson Air Museum precludes the implementation of this proposed restoration. However, the removal of outdated hangar structures from the field between the Pearson Air Museum and the Fort Stockade provides an opportunity for interpretation of both the agricultural fields and the open grass airfield representing the two eras.

## **Wildlife**

In 1993, Fort Vancouver NHS conducted its first park-wide inventory of wildlife species which included mammals, birds, and fish. Invertebrates, reptiles, and amphibians were not inventoried; however, this inventory was not completed. A baseline plant and animal inventory has yet to be conducted to document species occurrence and record scientific names.

The NHS is surrounded by commercial, industrial, residential, and aviation developments. The widespread expansion of the activities that the Hudson's Bay Company started nearly 180 years ago has left little room for native wildlife, but some species persist in this highly altered environment. Some of this wildlife can create potential impacts to flight activities, both on the ground (such as deer and coyotes), and in the air (birds). The NPS staff will work with the U.S. Department of Agriculture Wildlife Services on these issues.

The park's inventory lists species either observed or known to inhabit the Vancouver area for which there is habitat within the park. These species include 18 species of mammals, 82 species of birds, and 28 species of fish. According to a national inventory by the U.S. Fish and Wildlife Service, the geographic area surrounding the national historic site has suitable habitat for two species of reptiles, and one amphibian.

Given the urbanized nature of the habitat of the park, terrestrial habitat for wildlife is somewhat limited. The trees, meadows, orchard, garden, and waterfront areas each provide limited habitat for wildlife generally passing through the area of the park.

## **Mammals**

Common mammal species using the park include possum, raccoon, skunk, coyote, Western gray squirrel, beaver, deer mouse, mole, and brush rabbit. Fox may be found within the area. No large mammals have been identified within the park. (According to park staff there have been deer sightings, but none within the last few years.)

## **Birds**

Tall grasses, blackberries, shrubs, and occasional groves of trees characterize the area west of the palisade, along the north side of State Route 14, and the Fort Vancouver Waterfront. These areas contain the greatest diversity of wildlife including birds. Resident and migratory birds that have been observed in the area include waterfowl, gallinaceous birds, pigeons, woodpeckers, hummingbirds, raptors, and passerines. Among the raptors are red-tailed hawk, Cooper's hawk, and American kestrel. The passerines that use the area include swallows, sparrows, finches, jays, chickadees, robins, blackbirds, wrens, starlings, crows, and ravens. Recently this area has been mowed to control noxious weeds.

Common waterbirds and shorebirds that use the area include blue heron, mallard, common merganser, western grebe, pied-billed grebe, double-crested cormorant, and killdeer. Common gallinaceous birds in the area include mourning dove and rock dove. The northern flicker, ring-billed gull, and herring gull also use the area.

## **Reptiles and Amphibians**

A systematic inventory of reptiles and amphibians in the park has not been conducted. Common reptiles and amphibians in the area include western toad, Pacific tree frog, racer, common garter snake, western terrestrial garter snake, and northwestern garter snake.

## **Invertebrates**

Invertebrates are common throughout the park, but data on populations is limited due to lack of studies.

## **Fisheries**

The southern park boundary stretches approximately 3,600 feet along the Columbia River. The Columbia River supports a varied fish community in the waters adjacent to and along the NHS. Fish species may be seen from the bluff above the river, as carcasses along the waterfront, or the catch of people fishing. Some of the species observed have been sockeye salmon, chum salmon, coho salmon, Chinook salmon, walleye, channel catfish, European carp, black crappie, and largemouth bass.

## **Threatened, Endangered, Rare Species, and Species of Concern**

The Endangered Species Act of 1973 (Section 7) as amended requires an examination of impacts of projects on all federally listed or proposed threatened or endangered species or critical habitat. Consultation with the U.S. Fish and Wildlife Service and the Washington State Natural Heritage Inventory disclosed no threatened or endangered species within the park, though the bald eagle (*Haliaeetus leucocephalus*) and the bull trout (*Salvelinus confluentus*) may occur in the vicinity of the park. A proposed species, stocks of sea-run coastal cutthroat trout (*Oncorhynchus clarki clarki*) may occur in the vicinity of the park.

The National Marine Fisheries Service's website identified certain stocks of the following anadromous salmon species migrating through the Columbia River adjacent to the park as species of concern. They

are chinook salmon (*Oncorhynchus tshawytscha*) listed as threatened, coho salmon (*Oncorhynchus kisutch*) listed as a candidate species, chum salmon (*Oncorhynchus keta*) listed as threatened, steelhead (*Oncorhynchus mykiss*) listed as threatened, sea-run cutthroat trout (*Oncorhynchus clarki clarki*) proposed threatened. In addition, the sockeye salmon (*Oncorhynchus nerka*), native to the upper Salmon River in Idaho, are listed as endangered on the Snake River and must migrate through the Columbia River to reach its spawning areas.

For listed mammals, the NMFS website shows the Stellar sealion (*Eumetopias jubatus*) as threatened.

The following are species of concern that have been documented in Clark County. These species or their habitat could be located on or near the NHS: Cascade frog (*Rana cascadae*), Larch Mountain salamander (*Plethodon larselli*), Long-eared myotis (*Myotis evotis*), Long-legged myotis (*Myotis volans*), Northern goshawk (*Accipiter gentilis*), Northwestern pond turtle (*Clemmys marmorata marmorata*), Olive-sided flycatcher (*Contopus cooperi*), Pacific lamprey (*Lampetra tridentata*), Pacific Townsend's big-eared bat (*Corynorhinus townsendii townsendii*), Peregrine falcon (*Falco peregrinus*), River lamprey (*Lampetra ayresi*), Slender-billed, white breasted nuthatch (*Sitta carolinensis aculeata*), Tailed frog (*Ascaphus truei*), Van Dyke's salamander (*Plethodon vandykei*), Western toad (*Bufo boreas*).

The American peregrine falcon (*Falco peregrinus anatum*) is a likely visitor to the area. Two candidate mollusks, the California floater *Anodonta californiensis*) and the Columbia River pebble snail (*Fluminicola [=Lithoglyphus] columbiana*), may also occur along the shoreline of the park boundary. The USFWS does not list any critical habitat.

No threatened or endangered plant species are known to occur within the park boundary. The Washington Natural Heritage Program currently has no records for rare plants or high quality ecosystems in the vicinity of Fort Vancouver National Historic Site. However, the Washington Natural Heritage Program does have a record of tall bugbane (*Cimicifuga elata*), a state threatened plant and a federal species of concern, occurring about 1.5 miles from the park.

## Interpretation

Interpretation at the site has continued to evolve over the past 15 years since the completion of the park's Interpretive Prospectus and as more buildings are reconstructed. In addition, new information about the lives of all people associated with the Fort has also influenced interpretation. With the inclusion of Fort Vancouver NHS as part of the Vancouver National Historic Reserve, opportunities exist for telling the nationally significant stories of the NHS and the Reserve.

In addition to the primary interpretive themes developed for the NHS during the course of the GMP process, a companion effort was undertaken by the Reserve Partners to develop a comprehensive Interpretive Plan for the entire Reserve. The NHS staff facilitated this process since the NPS serves as the lead in interpretation, education, and cultural resources. All of the NHS's primary themes fit well within some of the broader interpretive themes of the Reserve. These interpretive themes are currently under development and will be shared with the public by the Reserve Partners during the summer of 2002. The four primary themes for the Reserve are Crossroads and Environment, Exploration and Discovery, Settlement and Development, and Work and Community.

## Primary Interpretive Themes

Interpretation of the site has primarily been classified from the NPS publication, *National Survey of Historic Sites and Buildings*, to the theme of Westward Expansion and the Extension of the National Boundaries to the Pacific, 1830-1898, The Fur Trade. Breaking these out into site specific themes provides for the following:

- Crossroads – The Fort Vancouver area lies at the junction of the Columbia River and the Cascade Mountain Range. The area is rich in natural resources that provided abundant sustenance for American Indians and immigrants. The river served as a primary route of exploration, travel, and trade, and the fertile land has supported major agricultural production.
- Fur Trade and Commerce – Fort Vancouver’s diverse and extensive mercantile operations and advantageous location on the Columbia River enabled it to be the center for North west fur trade and international commerce.
- A Mix of Cultures – Fort Vancouver was a “melting-pot” of diverse human cultures of many American Indian, Hawaiian, American, and European peoples. This mix of cultures, and how people lived and worked together, is an important story in the life of the fort and in the development of the region.
- Settlement – Fort Vancouver was the commercial, agricultural, and social center of the Pacific Northwest. The resources in the area supported further settlement. Fort Vancouver also served as the first terminus of the Oregon Trail and provided large amounts of provisions and supplies to thousands of American settlers. Though the British Hudson’s Bay Company dominated the area for decades, international events provided for the territory to be peacefully annexed by the United States.
- Military – Vancouver Barracks was the first U.S. Army Post in the Pacific Northwest and served as the headquarters for the vast Department of the Columbia. Vancouver Barracks was a center for United States military operations in the region for the last half of the nineteenth century and into the twentieth century. Associated with this theme is Pearson Field and the history of early civil and military aviation in the Pacific Northwest.
- Archaeological Research and Resources – Through research, archaeological resources at Fort Vancouver NHS enable us to learn about the past and tell an accurate story about Fort Vancouver.
- National Park Service Preservation and Education – The National Park Service is responsible for preserving the nation’s outstanding natural and cultural areas and for providing engaging educational programs for all people.

## Secondary Themes

Secondary themes that may be interpreted by the park include the CCC development in the Village and the Spruce Mill. In addition to the park themes, interpretive staff at the NHS are responsible for interpreting the themes for the Reserve articulated in the Reserve’s cooperative management plan and the long range interpretive plan.

Interpretive efforts (both personal and non-personal) should relate to one or more of the interpretive themes that have been established based upon the purpose, significance, and mission goals of Fort Vancouver NHS. Each theme should be addressed by some part of the overall interpretive program.

### ***Spruce Mill Trail***

This trail, which is under development, links the Headquarters Building (a former Spruce Mill building) at Pearson Air Museum with the northeast corner of the reconstructed stockade. The World War I Spruce Mill overlays these two sites. The mill was highly significant in the development of Northwest lumbering, labor relations, aviation history, and in the support of the war effort during World War I. The development of the trail can greatly assist in bringing this large scale and archaeologically important resource to light. Some of the concrete foundations and other archaeological remnants of the Mill, recently identified during removal of modern hangers in 2000 and 2002, could be interpreted to give the visitor a sense of the industrial archaeological site that rests just below the ground surface.

The trail between the Fort and Pearson sites fits well with National Park Service plans to both reconstruct the 1845 landscape and interpret the important archaeological resources of the Spruce Mill. It is also within the mission of Pearson Air Museum to interpret the dawn of aviation and the significance of the Spruce Mill as a cut-up plant to supply Spruce for early aircraft.

### **Visitor Experience Goals**

The intent of NPS management in offering interpretive programs and services at Fort Vancouver NHS is to provide an opportunity for visitors to experience the site's special history. In this regard:

- Visitors will be able to obtain interpretive information in a variety of ways and to the level of complexity and detail they desire.
- Visitors will be able to visualize life at the Fort and in its surroundings, as it would have been in 1845.
- Visitors will be able to experience a vestige of the sights and sounds of the Fort.
- Visitors will be able to understand the scale and scope of fort operations in the middle nineteenth century.
- Visitors will be able to understand the value of cultural resource preservation as exhibited at Fort Vancouver NHS.
- Visitors will be able to understand the value of the diverse cultures of people involved with the Fort.
- Visitors will understand the central role played by the Hudson's Bay Company and the Columbia River in the development of this area and the region.
- Visitors will experience the seamless story of "One Place Across Time" theme within the Vancouver National Historic Reserve.
- Visitors will experience the pioneering aviation milestones that are associated with Pearson Field and the golden age of flight in the Pacific Northwest.
- Visitors will understand the significance of this site in Pacific Northwest history.
- Visitors will be able to experience the life of the early soldier at the Vancouver Barracks.
- Visitors will be able to understand the role the U.S. Army played in the development of the Pacific Northwest.

## Fort Vancouver National Historic Site Visitor Center

### Visitor Center Lobby

The visitor center is currently open to the public every day except Thanksgiving, December 24, December 25, December 31, and January 1. Hours are 9:00 a.m. to 5:00 p.m. March through October, and 10:00 a.m. to 4:00 p.m. November through February (with some variation during the Fourth of July and Candlelight Tour events).

Visitors enter the visitor center from the parking area. Inside the lobby (approximately 25 feet by 35 feet) staff and volunteers provide important information to visitors from an information desk. The Northwest Interpretive Association (NWIA), a cooperating association with NPS, operates a sales area. Available for purchase are a wide variety of national historic site related books, as well as a wide variety of goods related to the fur trade and Fort Vancouver, such as blankets, tin cups, beads, and Spodeware. Historic Reserve items are also sold through this outlet. Staff and volunteers conduct sales of NWIA items. The park brochure and other park handouts, such as event schedules and bookmarks, are available to the public. The *Fort Vancouver Handbook*, a NPS publication was reprinted in 2001 and is available for purchase.

In addition to the information desk, the lobby also contains a large painting (5 feet by 8 feet) in a case that illustrates how the Fort and immediate surroundings would have looked in 1845. It is accompanied by a visitor activated taped message of approximately two minutes. While viewing the painting, visitors are able to look out the window of the visitor center down to the Fort site some 300 yards away. The lobby also contains a temporary exhibit on “Whose Fur Am I?” a tactile exhibit aimed at children to illustrate the difference among animal furs.

### Visitor Center Exhibits and Video

The visitor center exhibit room (approximately 35 feet by 35 feet) contains displays of fur trade items, fort building cutouts, a diorama, models, a variety of flat panel displays, and other items. These exhibits describe a variety of related stories, from the role of the first steamship in the Pacific Northwest to the technique of trapping beaver. An audio component of fort voices, in several languages of the Fort, plays continually in the background. These exhibits were installed in 1975 and have received repair, and updating. The exhibits are well executed but do not adequately tell the primary stories of the national historic site.

The Portland, Oregon public television station, as part of a series on Northwest forts, produced the park video in 1986. It is 12 minutes long and outdated. Upon request, it is shown to visitors on a large screen (26-inch screen) television. Originally produced on videotape, it was converted to laser disc in 1997. The auditorium seats 40 people.

## Interpretation at Fort Vancouver National Historic Site

### Interpretation North of East Fifth Street

This area contains the park’s picnic shelter, visitor center, and maintenance and administrative areas on approximately 40 acres of maintained turf area with interspersed trees. About 12 acres of this is the historic Parade Ground and reconstructed bandstand. The only interpretive wayside in this area is at the historic anchor, adjacent to the visitor center parking lot. It is an outdated routed aluminum sign. It is currently to be replaced as part of a wayside project that will also provide for a wayside on the Parade Ground.

Upon leaving the visitor center, visitors can drive the park road, or walk the 300 yards to the Fort. Some visitors choose to walk across the turf, while others walk the shoulder of the narrow park road.

### **Interpretation South of East Fifth Street**

The Fort is reached by parking at a temporary gravel parking lot on the south side of East Fifth Street. From the parking lot, it is a 75-yard walk to the north gate of the Fort. During fee season (May through September) fees are collected at the contact station inside the north gate. Leaving the Fort's parking lot, visitors have the option of walking through the one acre recreated formal English garden or taking a parallel path along the historic north road. On the north road is a wayside on the Village, where fort workers, including a large number of Hawaiians (called Kanakas) lived. Nearby there are two additional waysides—one located near the entrance to the garden interpreting the Fort Vancouver farm, the other on the north road interpreting the HBC's "workers of many nations."

The garden has some plant identification signs and interpretation is occasionally provided during the summer months but seldom provided during the winter months. To the west of the garden is the orchard, covering approximately three acres. To the east of the garden are fields, one of which the park has recently revegetated due to removal of four T-hangars located on federal property. Two existing waysides, recently placed near the entrance of the Fort, tell the story of agriculture and agricultural workers at the Fort.

### **Fort Palisade and Structures**

The 1845 era fort palisade and 14 structures inside the Fort have been reconstructed since 1966. There is a non-historic structure (contact station) located inside the palisade where visitor fees are collected and orientation occurs. A wide variety of personal and non-personal interpretive elements are located within the palisade.

### **Waterfront**

Fort Vancouver National Historic Site is responsible for managing approximately nine acres on the Columbia River. Currently the City of Vancouver, under a cooperative agreement with NPS, maintains this property as a city park with green spaces and parking facilities. Fort Vancouver NHS staff occasionally provide roving interpretation here and at times have presented evening interpretive programs. Five wayside exhibits interpreting the Fort Vancouver Waterfront were installed in January 2001. Some of these interpret the Oregon Trail. A sixth wayside to complete the waterfront story was installed in the fall of 2001.

## **Other Programs**

### **School Programs**

The national historic site is very popular with local and regional schools. Some 600 groups containing approximately 24,000 students visit the Fort throughout the year, with highest concentrations in the spring. Both HBC and early Army stories are told through this program which also incorporates findings from archaeological research. A teacher's guide was produced in 1996 and over 400 copies were distributed free of charge to local schools, but it is currently out of print. Tours for school groups are adapted to meet the educational needs of the groups. When requested NPS staff will provide a staff member or volunteer to do off-site visits to schools or other educational groups as staffing allows.

### **Junior Ranger Program**

This program is called the Northwest Explorers Program. The park offers a booklet of activities for children to perform. If completed, the children earn a Junior Ranger badge while at the Fort. This is part of a cooperative effort with three other related sites: McLoughlin House Unit of Fort Vancouver National Historic Site (formerly the McLoughlin House National Historic Site), Champoeg State Historical Park (Oregon State Parks), and Fort Nisqually Historic Site (Washington State Parks). The program also includes opportunities for children to explore U.S. Army history and other Reserve stories.

### **Archaeology Field School**

Portland State University, Washington State University - Vancouver, and the National Park Service conduct a field school for college students at the Fort Vancouver National Historic Site in the summer. Students are given a “hands-on” opportunity to learn about archaeology specific to HBC Native American occupation, and the U.S. military presence in the Pacific Northwest. During this time, the public can visit the excavation areas and speak with participants. In addition, an archaeology lecture series accompanying the field school is open to the public featuring local and national experts in the fields of history and archaeology.

### **Public Archaeology Program**

In addition to the field school and public lectures, the NHS staff conducts archaeology walking tours, tours of the reconstructed fort buildings, and tours of the archaeological collection. Interactive “kids digs” are offered to children to introduce them to the subject of archaeology.

### **Web Site**

Fort Vancouver NHS has recently upgraded its web site to contain a wide variety of information on history, activities, and schedules of programs for the NHS, and Reserve. It also displays basic park administrative documents. It is now possible to print out group reservation forms on the website. It is envisioned that the web site will continue to expand and improve.

### **Volunteers in Parks Program**

The site has approximately 200 active volunteers who donate in excess of 20,000 hours of service each year, primarily in interpretation of both the NHS and the Reserve. Volunteers are involved in all aspects of interpretive services from the garden and blacksmith shop to fort tours and off-site presentations and special events.

### **General O.O. Howard House and Vancouver National Historic Reserve**

Formerly, an NPS interpretive staff of five to six people (4.3 full time equivalents) supervised by Fort Vancouver NHS staff, worked at the General O.O. Howard House visitor center to provide visitor information and interpretive services to the NHS and the Reserve. Reserve funding cutbacks eliminated this function in 2003. Up until this change, the site served as the Reserve visitor center. The General O.O. Howard House visitor center operated on the same schedule as the Fort Vancouver NHS visitor center. Walks and talks were offered daily with several annual and recurring special events and presentations. Interpretive staff also regularly participated in the conceptualization, planning, and implementation of partner interpretive events and activities, serving as consultants, co-hosts, and presenters. Fort Vancouver NHS and the General O.O. Howard House staff also served on a variety of committees involved in a wide range of Vancouver National Historic Reserve functions, from marketing to providing sponsor support. It is anticipated that the demand for additional activities and NPS involvement in Re-

serve planning and programs will continue to increase, even while future funding for these activities remains uncertain.

### **Workshops and Seminars**

The park's staff hosts and conducts a variety of workshops, seminars, and training sessions. These are usually associated with special anniversaries of the Fort's establishment or other commemorations, such as Archaeology Month.

### **Library**

A park research library is maintained and available for use by staff, volunteers, and the public. Check-out of materials is limited to staff and volunteers. Information is available at the library regarding the NHS, U.S. Army, and Reserve.

### **Regional Theme-related Sites**

#### **McLoughlin House Unit**

Formerly the McLoughlin House National Historic Site, this unit is located in Oregon City, Oregon and includes the McLoughlin and Barclay houses. In 1941, under a cooperative agreement worked out with the Secretary of the Interior, the property became a national historic site (0.63 acres) in nonfederal ownership administered by the McLoughlin Memorial Association (Association). The houses are situated on a Charter Park owned by the City of Oregon City. The neighborhood surrounding the houses is a local historic district and part of McLoughlin's original plat.

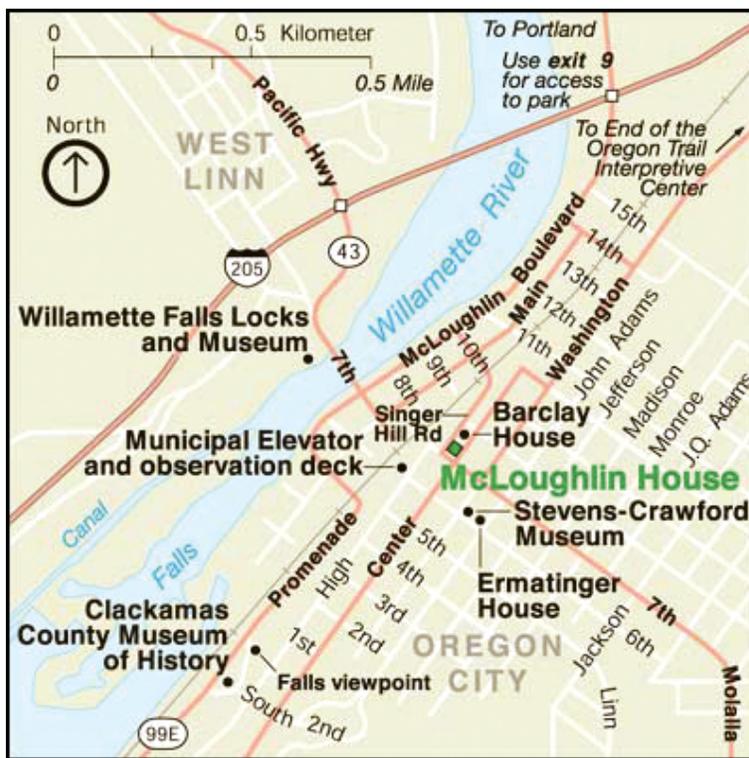
There is a strong historical connection between the McLoughlin and Barclay Houses and Fort Vancouver NHS. John McLoughlin was the Chief Factor of Fort Vancouver from 1824-1846. During his tenure there, the Fort grew to become the political, economic, and social center of the entire region. Through his leadership, the first agricultural enterprise, grist and lumber mills, and trade industries were developed in the Pacific Northwest. His greatest legacy was his contribution to the settlement of the Oregon Country. He earned the title "Father of Oregon" for his humanitarian role in providing assistance to American immigrants arriving at the end of the Oregon Trail. When McLoughlin left the Hudson's Bay Company in 1846, he retired to the house he had built in Oregon City, and as a new American citizen cemented his significant place in national history. Here he lived with his wife Marguerite and other family members until his death in 1857.

Forbes Barclay was Fort Vancouver's physician under John McLoughlin. Like McLoughlin, he retired from the HBC and moved to Oregon City. Barclay served as the city's mayor, and was an important community figure for the rest of his life. Though their wives are not as prominently featured in the historical record, Marguerite McLoughlin and Maria Barclay were remarkable women who influenced and supported their husbands. Both came from families of mixed European and American Indian ethnicity. They characterize the complex position of women in the fur trade culture and the transition to active members of a settled American community.

In 1909, the Association saved the house from demolition and moved it from its original location below the falls to its present location on a bluff overlooking the Willamette River. It has been restored to its approximate appearance during McLoughlin's occupancy and contains a number of original McLoughlin furnishings.



McLoughlin House Unit of Fort Vancouver National Historic Site (formerly the McLoughlin House National Historic Site) in Oregon City, Oregon.



Location map of McLoughlin House Unit.

As a former affiliated unit of the National Park System, this agreement required the Secretary of the Interior to regulate the way that the Association maintained the historical character of the McLoughlin House and to provide planning and technical advisory assistance. This has included an annual site inspection by the NPS and consultation with staff at the site. In 1966, Fort Vancouver National Historic Site officially assumed responsibilities for providing technical assistance to the McLoughlin House under a cooperative agreement with the Secretary of the Interior.

On July 29, 2003 (prior to the time of publication of this GMP) President Bush signed into law H.R. 733, which authorized the Secretary of the Interior to acquire the McLoughlin House in Oregon City, Oregon for inclusion in Fort Vancouver National Historic Site. This legislation changed the name of the site from “McLoughlin House National Historic Site” to “McLoughlin House”. It also changed the status of the site from an affiliated unit of the National Park Service, not managed by the NPS, to a unit of Fort Vancouver National Historic Site, managed by the staff at Fort Vancouver National Historic Site. Ownership of the McLoughlin House, the Barclay House, and other associated real property, improvements, and personal property changes from the McLoughlin Memorial Association to the NPS. As part of the park, NPS staff are expected to provide the needed funds and expertise to protect the site.

### **Tamastlikt Cultural Institute**

The Tamastlikt Cultural Institute is located four miles east of Pendleton, Oregon on the Umatilla Indian Reservation. This facility opened in 1998 and presents the visitor with an opportunity to share and participate in the dramatic chronicle of the meetings of two vastly different cultures. It is the only Indian-owned interpretive facility on the Oregon National Historic Trail and the only one that tells the story from the indigenous or native point of view. The institute provides a brief overview of the Oregon Trail but concentrates on the Cayuse, Umatilla, and Walla Walla tribes and their traditional culture.

### **Oregon Historic Trails Program**

Fort Vancouver National Historic Site shares interpretive themes with the Oregon Historic Trails Program recognized by the state of Oregon. This program is coordinated by the Oregon Historic Trails Advisory Council (formerly the Oregon Trail Coordinating Council), whose objective is to “establish Oregon as the nation’s leader in developing historic trails for their educational, recreational, and economic values. The Oregon Historic Trails Program, when fully implemented, will help preserve and leverage existing heritage resources while promoting rural economic development and growth through heritage tourism” (Executive Order No. EO-98-16, Office of the Governor, State of Oregon).

### **National Historic Oregon Trail Interpretive Center**

The National Historic Oregon Trail Interpretive Center is located in Baker City, Oregon. It was among the first centers to open on the Oregon Trail. The center interprets the experience of pioneer families who traveled the 2,000-mile Oregon Trail. There are several displays of realistic dioramas and historical exhibits. Visitors can also visit nearby wagon ruts still visible from the pioneers’ wagons. In addition to this center, there are two others along the Oregon Trail in Oregon: Four Rivers Cultural Center in Ontario, and the Columbia Gorge Discovery Center and Wasco County Historical Museum in the Dalles.

### **End of the Trail Interpretive Center**

Oregon City, Oregon marked the end of the Oregon Trail for those traveling to the fertile farmland in the Willamette Valley. This center interprets stories through living history of the decisions and preparations that were made for the trip out West and the ensuing adventures. The building is comprised of three 50-foot high covered wagons.

## Visitor Use

### Visitor Use Patterns

The NPS Cooperative Park Studies Unit in Corvallis, Oregon conducted the most recent visitor survey in 1986 entitled, *1986 Fort Vancouver Visitor Study*. It was conducted during a three-day weekend in August 1986 and showed that 25% of the visitors were 12 years old or younger, 20% were between 30 and 39 years old, and 13% were 60 years old or older. In addition, 46% were males and 54% were women. Over 50% were employed, approximately 20% were homemakers, 4% were students, 9% were retired, 2% were unemployed and 14% were in an “other” category.

Trends showed most visitors to be in a family group, well educated, and predominately from the Vancouver-Portland metropolitan area. Most were first time visitors who stayed an average length of approximately two hours. An updated visitor survey is needed to see how visitation has changed at the national historic site and how visitation has been affected by development of the Vancouver National Historic Reserve. Since this survey, the population of the Portland metropolitan area has changed and according to data, has seen an increase in the amount of international residents and others with limited English speaking ability (Langford, 2000: pp.24-26).

According to the NPS Socioeconomic Services Division in Denver, in 2000 the visitation to the national historic site was 376,688 with approximately 70,000 visitors entering the Fort. Overall visitation for the last ten years has shown a slow steady increase of approximately 3% to 5% per year. Inside the Fort, visitation has been steady at approximately 65,000 to 70,000 per year. This trend is expected to continue. Overall visitation figures do not take into account use of the grounds after evening closure of the park, general recreational use, or use of the NPS waterfront property. It is believed that “after hour” and use along the Fort Vancouver Waterfront would increase overall visitation numbers by 25% to 40%. A table showing visitation for the last ten years follows:

**Fort Vancouver National Historic Site Yearly Visitation 1991 - 2000**

<b>Year</b>	<b>Total Visitation</b>	<b>Fort Visitation</b>
<b>1991</b>	245,417	80,707
<b>1992</b>	291,458	73,695
<b>1993*</b>	306,568	85,148
<b>1994</b>	318,366	65,694
<b>1995</b>	310,309	64,389
<b>1996</b>	352,769	66,127
<b>1997</b>	360,637	60,437
<b>1998</b>	365,326	68,077
<b>1999</b>	377,650	68,854

\* Visitor counting methods were changed in 1993

Broken down monthly, July has the highest visitation due to the Fourth of July Celebration. The month with the second highest visitation is August with May and June close behind. The lowest visitation occurs in the months of January and December.

## **Carrying Capacity**

Carrying capacity is defined as the type and level of visitor use that can be accommodated while sustaining the desired resource and social conditions that compliment the purposes of the NHS and its management objectives. Both physical constraints and the more subjective perceptions of what constitutes a quality visitor experience affect it.

Physical limitations at the NHS are defined as the following: maximum seating capacity of the auditorium (present capacity at 40 visitors), total number of parking spaces (present total parking capacity at 144 spaces), total number of picnic tables (7 picnic tables) in the picnic area, and by the size of the public restrooms. Due to the urban setting of the NHS, visitors can access additional parking lots within the Reserve on Evergreen Boulevard (Officers' Row), south Barracks, and at Pearson Air Museum. Visitors can also walk the relatively short distances from Vancouver downtown district or arrive by public transportation. During special events at the NHS, such as the Candlelight Tour and the Fourth of July, visitation can meet and exceed carrying capacity of the park. However, during regular visitation periods, the NHS is at or below the maximum carrying capacity.

The visitor center lobby and museum exhibit room also have a finite space, but the number of people that these rooms can hold is governed more by what visitors and the NHS staff regard as crowding, and by the possibility of damage to the exhibits that could occur from excessive numbers of people. Even though a reservation system is used, the visitor center can become crowded during spring mid-week mornings for school groups. During this time, non-school groups often do not get adequate service. The visitor center and auditorium can accommodate approximately 75-100 school children or visitors.

No visitor use management plan currently exists at the NHS. A visitor use management plan needs to be prepared to define the desired resource and social conditions within the visitor center during the school group visitation season of April and May and set the level of acceptable use that will maintain those conditions. With the paved walks that lead from the visitor center, resource damage and excessive concentrations of visitors outside the visitor center does not seem to be a problem.

## **Park Special Uses**

The national historic site's large attractive open grassy areas are inviting to a variety of community groups hoping to conduct private and public events. As the park's visibility in the region has grown, the demand for events has grown. In fiscal year (October through September) 1996, 17 events were permitted, in 1997 there were 23, in 1998 there were 25, in 1999 there were 19, and in 2000 there were 25. Along with the increase in overall numbers of events, many of these have become larger and more complex events, necessitating significant staff time for review, planning, monitoring, and administration. This trend is expected to increase as groups attend or hear about events conducted at the site and as the public's knowledge of the Reserve grows.

## **Recreation Fee Demonstration Program**

The National Park Service is participating in a program called the Recreation Fee Demonstration Program (Public Law 104-134 and amended by Public Law 104-208). The program allows parks to retain generated income from fees through 2004 and to use them for their own park operation and maintenance until 2006. This is a pilot program that may become permanent in the future. The NHS is cur-

rently participating in this program. Proceeds have been used for digitizing images of park objects in the archaeology study program.

## Socioeconomic Factors

### Location and Access

Fort Vancouver National Historic Site is located within the city limits of Vancouver, in southwestern Washington on the north shore of the Columbia River. It is immediately north of the city of Portland, Oregon, and 106 river miles from the Pacific Ocean. Major road approach routes are Interstate 5 from the north and south, and Interstate 84 from the east. Visitors may also arrive at the park using Pearson Field. Seattle is 165 miles north, Olympia is 100 miles north, Portland is 8 miles south, Eugene is 110 miles south, Pendleton, Oregon is 215 miles east, and Astoria, Oregon is 105 miles west.

The site is in the Third Congressional District in Washington State and in the 49<sup>th</sup> State Legislative District. Fort Vancouver NHS is situated in Clark County.

### Regional Setting

Historically, the natural landscape was a mixture of plains, coniferous forests, streams, and lakes, with the Cascade Mountains visible in the distance. The fort palisade, the heart of the Hudson's Bay Company operations, was located on a low lying river plain called Fort Plain, approximately six miles upriver from the confluence of the Columbia and Willamette rivers. The abundant natural resources and strategic position on the Columbia River made possible the site's political and economic importance beginning with the British HBC and continuing with the U.S. Army's occupation and American settlement of the Pacific Northwest. Today, the national historic site contains approximately 209 acres and includes resources that relate to both the HBC occupation and the U.S. Army's Vancouver Barracks.

The City of Vancouver is part of the greater Portland/Vancouver Metropolitan area. The adjacent urban areas of Vancouver and Portland are on opposite shores of the Columbia River. The Willamette River at the foot of the Willamette Valley bisects Portland. The area is bordered on the east by the Cascade Mountains and on the west by coastal mountains.

### Land Use and Ownership Patterns

All lands within the boundary of Fort Vancouver National Historic Site were park-zoned by the NPS as "historic" in the 1978 *Fort Vancouver National Historic Site Master Plan* and are listed on the National Register of Historic Places. Two subzones are identified on the existing Land Management and Use map for present nonhistoric uses. One is a development subzone in the northeast corner of the NHS where the visitor center, residence, administration, and maintenance facilities are accommodated.

A second subzone is a special use subzone for permits and leases which are in effect with the City of Vancouver for an airfield, and a right-of-way for the Burlington Northern Santa Fe Railroad for a track line. These special land uses occur in the southern portion of the NHS immediately adjacent to the reconstructed Fort. The NPS has entered into a Memorandum of Understanding with the City of Vancouver, which allows the city to use the Fort Vancouver waterfront property until the year 2007. In return, the city has agreed to maintain the property.

Fort Vancouver is situated in an urban setting within the boundaries of Vancouver's Central Park. A growing and vibrant downtown, Vancouver is situated west of the NHS across Interstate 5 right-of-way. The national historic site is immediately bordered on the south by the Columbia River, on the west by the U.S. Army's Vancouver Barracks, on the north by the City of Vancouver's Officers' Row and on the east by the city's Pearson Field and private residences. The NHS is bisected east to west on its southern end by a city street right of way, a double track railroad berm, and State Route 14. The City of Vancouver also maintains a right of way for East Fifth Street, which bisects east to west, the northern two-thirds of the site.

Fort Vancouver NHS is located within the recently established 366-acre Vancouver National Historic Reserve. The Reserve is a mixture of management and ownership between the federal government and the City of Vancouver. The Reserve includes the following: Fort Vancouver NHS (owned by the federal government and managed by the National Park Service); Vancouver Barracks (owned by the federal government and managed by the U.S. Army); Officers' Row (owned and managed by the City of Vancouver); Pearson Field (portions owned by the federal government and the City of Vancouver); and the Water Resources Education Center, a marine park and portions of the Columbia River waterfront (owned by the City of Vancouver). (For ownership information, refer to Figure 2, Ownership.)

### **Pedestrian Overpass**

Washington Department of Transportation (WSDOT) is planning to construct a pedestrian overpass, or "land bridge," above State Route 14 in mitigation for the construction of the Interstate 5/State Route 14 interchange improvements. The proposal is to construct a wide elevated walkway above State Route 14 connecting the City of Vancouver's Old Apple Tree Park with the Village area at the NHS. The proposed structure is envisioned to be a circular ramp 100 feet in diameter on NHS property that will elevate the 10-foot-wide pedestrian/bicycle crossing about 17 feet above State Route 14. Another ramp on the south side will be constructed at Old Apple Tree Park. Construction will include grading, draining, surfacing, paving, and landscaping.

At the time of publication of this GMP, implementation of the pedestrian overpass has evolved into the development of a "land bridge" concept. This will include providing non-motorized public access, interpretation, and art.

Fort Vancouver NHS was listed on the National Register of Historic Places in October 1966. Old Apple Tree Park was determined eligible for inclusion in the National Register in March 1981. In compliance with Section 106 of the National Historic Preservation Act, testing was undertaken to conduct excavations in the project area.

### **Contemporary Tribal Communities**

In spite of the centuries long occupation of the Vancouver, Washington and metropolitan Portland, Oregon areas by American Indians prior to the arrival of Euro-Americans in the early nineteenth century, the closest tribal reservation communities are about 50 miles away from Fort Vancouver. Such tribal communities are located in both the states of Washington and Oregon in the form of reservations that are occupied by members of federally recognized tribes. In Washington, these reservation communities include Shoalwater Bay to northwest of Fort Vancouver, Chehalis to the north and Yakama to the north-east. In Oregon, these reservations include Warm Springs to the southeast and the Grand Ronde and Siletz reservations to the southwest. A number of more distant contemporary reservations also have in-

dividual members and even constituent groups whose ancestors undoubtedly had connections with the Hudson’s Bay Company at Fort Vancouver in the mid-nineteenth century.

In addition to the tribal reservations of federally recognized tribes that are noted above, other tribal communities in the vicinity of Fort Vancouver include members of the Chinook Indian Tribe/Chinook Nation whose acknowledgment as a federally recognized tribe in early 2001 is currently under review by the present federal administration. The Cowlitz Indian Tribe is a contemporary Indian tribe that does not have reservation land because they have only recently been recognized. Their judicially established area of traditional occupancy, on the other hand, is a relatively large area surrounding the Cowlitz River. It is approximately 50 miles north of Fort Vancouver and extends from the Columbia River on the west to the area between Mount Rainier and Mt. St. Helens on the east. The Chinook Nation is another tribe that is essentially landless today. They are a contemporary group of Chinook who are primarily associated with a traditionally occupied area near the mouth of the Columbia River and are not recognized. Although the Chinook do not have reservation lands, they represent a contemporary tribal community that lives among non-Indians in the area surrounding Fort Vancouver. Likewise, in this ethnically diverse area of Washington and Oregon there are dispersed Native American groups that may constitute American Indian or Native Hawaiian communities who have interests in and with enduring historical connections to Fort Vancouver.

## Population Trends

Until the recent recession, Clark County was one of the most rapidly developing of Washington’s 39 counties, accounting for 5.1% of the state’s population in 1993. Last year widespread layoffs occurred in manufacturing and high-tech industries in Clark County. Thus, unemployment has risen faster here than any other urban county in Washington State. According to the Labor Department, Washington State now has the highest unemployment in the nation (Bernton 2001: p.A1).

The southwest portion of the county contains the largest share of the population. Clark County is one of five counties included in the Portland Consolidated Metropolitan Statistical area and represents 16.4% of the metropolitan total in 1992 (Clark County 1997: pp.7-2). (Note that the statistical figures represented in this section were available up to the year 2000 and do not represent the latest economic downturn that began in Clark County in late 2000.)

Population Statistics

Year	Washington State	Clark County	Vancouver
1980	4,132,353	192,227	42,834
1990	4,866,693	238,053	46,380
2000	5,803,400	345,000	137,500

From 1980 to 1990, Vancouver’s population increased approximately 9% and Clark County’s population grew by 24%. By comparison, the state’s population during this same period rose approximately 2%. However, rapid growth occurred from 1990 to 2000 when Vancouver’s population increased approximately 196%. (Part of this growth was in 1997, when Vancouver gained an estimated 55,000 new residents through the largest annexation in state history.) During this same period Clark County’s population increased 45%, 10,839 additional people as a result of net migration. Washington State’s population increased approximately 19%, 553,827 a result of net migration and 382,910 from natural increase (Washington State Office of Financial Management 2000: Internet, no page number).

The City of Vancouver offers a mix of specialty retail and business services that support the financial and professional center of the community. Downtown Vancouver's largest employers include publishing, telecommunications, hospitality, public services, and finance. Large manufacturing firms are also located near the downtown core, which is entering into a period of major redevelopment. Vancouver is currently undergoing growth in both commercial and residential development, with major employers in such fields as health care, the high-technology industry, paper manufacturing, retail, professional and service businesses, and regional and corporate headquarters (Vancouver Chamber of Commerce 2001).

Clark County is one of the faster growing counties in the greater Portland metropolitan market and has seen a population increase of over 33% since 1990. Clark County's economy has remained stable because of its economic diversity, which may help it through the country's latest downturn. Such internationally known firms as Hewlett-Packard, Kyocera Industrial Ceramics, Fort James, Sharp Micro-Electronics, WaferTech, and Farmers Insurance lead the economy. The county's work force is educated and noted for its strong work ethic. More than 90% of adults in the county have completed high school or gone on to higher education; 56% have attended college, graduated or pursued advanced degrees (Vancouver Chamber of Commerce 2001).

The projected high 2012 county population based on the Washington State Office of Financial Management allocation is 416,071. It is also projected that consistent with national trends, the percentage of elderly persons will increase to 17.5% of the total population by 2013. Approximately 90% of county population growth over the next 20 years is expected to occur in designated urban growth areas (Clark County 1997: pp.2-3).

#### Demographics

Washington State	Total	White/Caucasian	Black/African American	Indian, Eskimo, and Aleut	Asian and Pacific Islander	Hispanic Origin
1990	4,866,692	4,411,407	152,572	87,259	215,454	214,570
1999	5,757,400	5,107,571	198,670	109,509	341,650	356,464

Washington State	Total	White/Caucasian	Black/African American	Indian, Eskimo, and Aleut	Asian and Pacific Islander	Hispanic Origin
1990	238,053	226,940	3,022	2,368	5,723	5,872
1999	337,000	314,457	5,476	3,543	13,525	11,942

Clark County's minority populations increased from 4.8% in 1980 to 5.4% in 1990. In the City of Vancouver's urban area, minorities increased from 5.5% in 1980 to 7.0% in 1990. Asians were the largest minority group, followed by Hispanic, Black, American Indian, and others. Hispanic populations accounted for the greatest gain, doubling within this ten-year period (City of Vancouver and Clark County, Volume I: p.62). In recent years, there has been an influx of immigrants from Eastern Europe and Russia into Clark County and while not racial minorities, they are a distinct ethnic community (Clark County 1997: pp.4-5).

**Medium Household Income (in dollars)**

<b>Year</b>	<b>State</b>	<b>Annual Increase</b>	<b>Clark County</b>	<b>Annual Increase</b>
<b>1989</b>	31,183		31,800	
<b>1990</b>	31,798	2.0%	32,498	2.2%
<b>1991</b>	33,686	5.9%	34,324	5.6%
<b>1992</b>	34,980	3.8%	34,909	1.7%
<b>1993</b>	36,344	3.9%	36,846	5.5%
<b>1994</b>	37,166	2.3%	38,694	5.0%
<b>1995</b>	38,089	2.5%	39,794	2.8%
<b>1996</b>	39,899	4.8%	42,365	6.5%
<b>1997</b>	41,999	5.3%	44,326	4.6%
<b>1998</b>	44,134	5.1%	45,448	2.5%
	Per Annum	3.9%	Per Annum	4.0%

Medium income is defined as the mid-point of all the reported incomes. The county median household income is close to the statewide medium (Clark County 1997: pp.5-6).

The City of Vancouver is characterized by a diverse economy having several large employers producing a wide variety of products and services. The state's median household income increased approximately 41% from the period 1989 to 1998. Clark County's income for the same period increased approximately 43%.

### **Economically Disadvantaged Demographics**

No survey or interview data exist for the percentage of NHS visitors whose income is below the poverty line.

### **Fort Vancouver National Historic Site Agreements and Legislative Mandates**

The following agreements are existing legal agreements and legislative mandates that influence both planning and operations at Fort Vancouver National Historic Site:

- Statutory Warranty Deed dated April 4, 1972 to April 3, 2002. The deed is a land purchase by the NPS with rights to the City of Vancouver to conduct aviation activities on approximately 75 acres.
- Memorandum of Understanding between the City of Vancouver and the NPS signed March 10, 1982. This MOU allows for development and maintenance of NPS waterfront property by the City of Vancouver for the utilization of the area as a public park. This agreement is for a 25-year period and expires on March 9, 2007.
- Memorandum of Understanding between the City of Vancouver and the NPS, signed November 4, 1994. It states that both parties endorse the findings of the final *Vancouver National Historic Reserve Feasibility Study and Environmental Assessment*.

- Amendment to the 1978 *Fort Vancouver National Historic Site Master Plan* signed September 5, 1995. This action adopted the *Site Plan and Environmental Assessment for the M.J. Murdock Aviation Center* that approved the construction and rehabilitation of structures and landscapes at Pearson Field on NPS property.
- Cooperative Agreement between the City of Vancouver and the NPS, signed in December 1995. This agreement allows for city activities (such as Pearson Air Museum) to be conducted on approximately seven acres of NPS land. This 30-year agreement expires in December 2025 and serves as an amendment to the 1978 *Fort Vancouver National Historic Site Master Plan*.
- Interior Appropriations Bill rider for Fiscal Year 1996 signed in March 1996. The rider states that the National Park Service "...shall permit general aviation on its portion of Pearson Airfield in Vancouver, Washington until the year 2022, during which time a plan and method for transitioning from general aviation aircraft to historic aircraft shall be completed; such transition to be accomplished by that date..."
- Establishing legislation for Vancouver National Historic Reserve, signed November 11, 1996. The legislation called for a cooperative management plan to be prepared for the Reserve and provided for funding authorization.

## **Land Use Documents, Related Plans, and Programs**

### **Clark County Documents**

#### ***Clark County 20-Year Comprehensive Growth Management Plan***

This plan, revised in December 1997, was developed to manage the county's growth in ways that would result in a better quality of life by protecting and conserving natural, financial, and human resources. The plan has three major components: an introduction, the community framework plan, and a 20-year comprehensive growth management plan.

The Comprehensive Growth Management Plan is divided up into the following 11 elements (eight required by law and three others that the county found important to the future success of growth management in the county): Land Use, Transportation, Rural and Natural Resources, Housing, Capital Facilities and Utilities, Economic Development, Parks and Open Space, Historic Preservation, Community Design, Annexation, and Procedures for Planning. County-wide policies are presented for each.

#### ***Clark County Trails and Bikeway System Plan***

The 1992 plan is a comprehensive plan for a non-motorized trail and bikeway system within Clark County. It focuses on providing trails and bikeways for non-motorized travel by pedestrians, bicyclists, and equestrians and providing a system that links major points of interest throughout the county to meet recreation, fitness, and commuting needs.

The Columbia River Waterfront Trail crosses Fort Vancouver NHS at the Columbia River. This right-of-way trail is part of the City of Vancouver's Columbia River Renaissance Project—a 12 mile trail stretching along the waterfront between Frenchman's Bar to Interstate 205 interchange—with linkages to other city destinations. Designed for both pedestrians and bicyclists, the objectives for the trail are:

- To promote and facilitate the highest possible level of public participation in the development, operation and maintenance of a continuous pedestrian bicycle trail along the Columbia River corridor, with the results to be:

- 1) Strong public support for a natural, greenspace corridor contiguous to the Columbia River and its affiliated lowlands;
- 2) Increased awareness and use of alternative forms of transportation; and
- 3) Increased public demand for, and willingness to support new trails and bikeways throughout the county (Clark County 1992: pp.18-19).

The Vancouver Lake Corridor is part of a regional system of trails that stretch between State Route 501 north to Ridgefield. The southern portion of this trail will connect to the Columbia River Renaissance Project trail system. The goal is to develop a north-south trail and bikeway system connecting south of Vancouver Lake to Ridgefield. Its objectives are:

- Coordinate with the City of Vancouver Renaissance Project and Mill Plain Extension projects to develop trail and bikeway connections from the City of Vancouver Columbia River Waterfront to the Vancouver Lake Corridor.
- Prepare a detailed plan for trails and bikeways for the Vancouver Lake Corridor. Continue acquisition of missing rights-of-way links.
- Develop initial trails to link Salmon Creek, Burnt Bridge Creek, Vancouver Lake Park, the proposed Frenchman's Bar Regional Park and the City of Vancouver Renaissance Project (Clark County 1992: p.23).

A description of Fort Vancouver NHS is mentioned on page 34 of the report as a point of interest along the trail.

#### ***Clark County Parks, Recreation and Open Space Plan***

This plan was produced in 1994 as the "parks" element of the Comprehensive Land Use Plan. It is the county's blueprint for acquiring, developing, and maintaining parks, trails, recreation facilities and open space. It is also used to guide the provision of recreation services and programs throughout the country. A general description of Fort Vancouver NHS is given under the heading of "Other Agency Facilities" (Clark County 1994: p.20).

#### **City of Vancouver Documents**

##### ***City of Vancouver Central Park Plan (A Park for Vancouver: A Concept Plan)***

This plan was prepared for the City of Vancouver by Management and Planning Services (The NBBJ Group) in February 1979. The area consists of 640 acres of open space and public use areas adjacent to downtown Vancouver. Once part of a four-mile military reservation, it was reduced to one square mile, or 640 acres, by an order from the U.S. Secretary of War in 1853. It is defined by Interstate 5 on the west, Fourth Plain Boulevard on the north, the Columbia River on the south and East Reserve Street on the east. The entire Fort Vancouver NHS is within the Central Park Plan boundary. Through recent legislation, this plan has essentially been replaced by the 1999 *Vancouver National Historic Reserve Cooperative Management Plan* for that portion of Central Park located within the Reserve.

Thirteen federal, state, and local agencies own land within the site along with a few private entities. The City of Vancouver has responsibility for the major street and infrastructure systems. Because of this ownership pattern, one of the goals of the plan was to provide coordinated and comprehensive development. The plan is directed to promote the cultural, historical, and recreational assets of the area, while providing an employment and public service base to the community. One aspect of the plan is to implement the city and county foot trail and bikeway system for Central Park.

Recommended actions throughout the document that will affect the national historic site included the following:

- Designation of Fort Vancouver as a National Historic Park with expanded scope to include aviation, military history and the performing arts.
- Revision of Fort Vancouver’s master plan to include more facilities on the Columbia River—historic Salmon Store, wharf, small pond, and boat house.
- Increase priority of NPS to commit funds to complete park improvements, such as the Fort, Village, Fort Vancouver Waterfront, orchard, and fields.
- Construction of a pedestrian overpass to be included as part of the reconstruction of the Interstate 5 interchange by Washington State Department of Transportation.
- Construction of a landscaped greenbelt along the riverfront on NPS property.
- Realignment of Columbia Way (with the railroad realignment) to allow for a widened greenbelt area.
- Removal of the Pearson Field hangars from NPS leased land and the exchange of control of land below East Fifth Street from the U.S. Army to the National Park Service for development of the Village.
- Restoration of the bandstand on the Parade Grounds.
- Preservation of buildings for an Air Museum.

In addition to the development of the master plan, development guidelines were also developed for the area. An advisory commission was established to review and approve any proposed area development with the understanding that not all agencies, by law, have to conform to local zoning and building codes and will not have to comply with local design review procedures.

### ***City of Vancouver Comprehensive Plan: Visions for the Vancouver Urban Area***

In 1990, the state of Washington adopted the Growth Management Act. The act directed counties and cities over a certain size to prepare comprehensive plans to guide growth for the next twenty years. Vancouver’s Comprehensive Plan was adopted in 1994 and contains four volumes: the Resource Document, the Growth Management Plan, the Technical Supplement, and the Implementation Program. The Resource Document contains the background information upon which the plan was based. The Resource Document indicates that Fort Vancouver NHS is part of the Central Park downtown character district (see *City of Vancouver Central Park Plan*). Fort Vancouver is mentioned several times both in the “History” and “Historic Property” sections.

### ***City of Vancouver Zoning***

The City of Vancouver provides land use regulations through Chapter 20, the City’s zoning code. The zoning code is intended to protect the public’s health, safety, and welfare and to encourage the most appropriate use of the land. The zoning code and map indicate that Fort Vancouver NHS is in the Vancouver Central Park District. All development in this district must comply with the Vancouver Central Park Design Guidelines. Though the City of Vancouver, through its zoning powers, does not have jurisdiction over federally owned lands, Fort Vancouver NHS management has endorsed the Central Park Plan.

### ***City of Vancouver Columbia River Renaissance Vision and Planning Process Documents***

The *Columbia River Renaissance Vision* was prepared in January 1993 followed by the *Columbia River*

*Renaissance Planning Process Document* in May 1993. Both provide a comprehensive, coordinated, and long-range strategy for development of the urban waterfront along the Columbia River. The planning documents are efforts by the City of Vancouver to address past incompatible landuses, detrimental environmental impacts, and diminishing public access. The three goals of the vision are:

- Develop an attractive, vital, and safe urban waterfront
- Facilitate contiguous public access and enjoyment of the Columbia River
- Preserve, promote, and interpret the historical and environmental importance of the Columbia River Basin (City of Vancouver 1993: p.1)

The Columbia River Renaissance encompasses five key elements that should be considered together to balance the overall strategy of the Columbia River Renaissance vision. These are exceptional urban design, protection and interpretation of historic resources, economic development, environmental stewardship, and recreational opportunities (City of Vancouver 1993: p.1).

The study area comprises 12 miles of waterfront from Vancouver Lake and Frenchman's Bar to the Interstate 205 interchange. It includes residential, commercial, industrial, sea port and conservation lands, and major surface transportation routes. The waterfront section, managed by Fort Vancouver NHS and leased to the city, is within the boundaries of this plan. The map (separate poster) included with the plan provides the following information and proposals for Fort Vancouver NHS and Waterfront Park. It is mentioned as a public/private partnership among the city, WSDOT, and NPS:

Fort Vancouver National Historical Site [sic] interprets the Hudson's Bay Company and subsequent trading on the Columbia River. Waterfront Park is part of the Washington's front door, visible from the Interstate Bridge, and provides a riverside experience close to downtown. Columbia Promenade connects Vancouver Landing, the fishing pier, and the Captain Vancouver Monument with Old Apple Tree Park and Columbia Shores. Includes beach access ramps for the disabled. Planned pedestrian overpass of SDR 14 connecting Fort Vancouver with Old Apple Tree and Waterfront Parks, Waterfront trolley. Remove, lower or open views through railroad berm and provide additional pedestrian and bicycle crossings over railroad and SR 14 (see poster).

#### ***Vancouver Downtown Transportation System Plan, Historic Reserve Area Analysis***

This report published in November 1999 summarizes the transportation analysis of the Vancouver Historic Reserve Area, conducted as part of the *Downtown Vancouver Transportation System Plan*. The study area is defined by Interstate 5 on the west, Mill Plain Boulevard on the north, State Route 14 on the south and Reserve Street on the east. It focuses on traffic operations and parking capacity, future street, bicycle and pedestrian system improvement needs.

The city has zoned all land within the study area as "Vancouver City Park," though a number of current non-park uses occur. C-TRAN provides daily and weekend bus transit with connections both to downtown and greater Vancouver area on Evergreen Boulevard and Columbia Way surrounding the NHS. State Route 14 is designated a commuter route. In addition, the Marshall Center shuttle bus operates for free along Reserve Street and Evergreen Boulevard.

Part of the plan includes provision for inter-neighborhood linkages with emphasis on non-motorized travel. To enhance this, the plan recommends additional bicycle lanes, vehicle and bicycle shared lanes,

and multi-use paths for bikes and pedestrians. Immediately adjacent to the NHS, projects would include a reconstruction for Fort Vancouver Way (south of Evergreen Boulevard) to safely accommodate vehicles, bicycles, and pedestrians. In addition, bike lanes would be added to Evergreen Boulevard. A multi-use path is planned along East Fifth Street, through the NHS and over a proposed overpass linking Old Apple Tree Park (as part of the Discovery Historic Loop Trail) to the existing multi-use path along the waterfront (Columbia River Trail). The Discovery Trail is an urban trail system formed in 1968 to link recreation and historic sites in the city and county.

### ***Vancouver Greenspaces Program***

Vancouver Greenspaces is part of the Metropolitan Greenspaces, a cooperative regional system of natural areas, open space, urban forests, trails, and greenways for wildlife and people. It is coordinated by the Portland region's Metropolitan Service District (METRO). The program involves four counties, Clark, Multnomah, Washington, and Clackamas within the Vancouver-Portland region. The Columbia River and protected areas such as Burnt Bridge Creek, Blandford Drive Canyon, and Vancouver Lake serve as critical links to the character of the Greenspaces natural resources protection plan. The program seeks active ways to involve local citizens in forever protecting natural areas, including parks, recreational trails, greenways, open spaces, and other natural areas, preserving wildlife habitat and creating greenway corridors for plants, wildlife, and people. Local citizens are encouraged to create backyard wildlife sanctuaries to create linkages to these larger conservation areas.

### **Related National Park Service Plans**

#### ***Vancouver National Historic Reserve Cooperative Management Plan***

The Reserve was established as a result of a study by the congressionally chartered Vancouver Historical Study Commission. The commission's April 1993 report recommended the establishment of the Reserve to preserve, protect, enhance, enjoy, and use significant historic, cultural, natural, and recreational resources in this area.

The establishing legislation directed that a management plan be prepared for the Reserve. In November 1999, the NPS produced the final *Vancouver National Historic Reserve Cooperative Management Plan* in cooperation with the City of Vancouver, the U.S. Army, and the Washington State Office of Archaeology and Historic Preservation. These four public agencies, referred to as the Reserve Partners, are responsible for the coordinated preservation and management of the historic reserve for the public's benefit. The plan's recommendations include an active public/private partnership in administering the shared assets of the Reserve with support from the Vancouver National Historic Reserve Trust, a private nonprofit organization. The 366-acre Reserve encompasses Fort Vancouver National Historic Site, Vancouver Barracks, Officers' Row, Pearson Field, the Water Resources Education Center, a marine park, and portions of the Columbia River waterfront.

The three broad goals presented in the CMP can be summarized as follows:

- Preservation of historic structures, physical assets, and cultural landscapes.
- Education and interpretation of the significance and history of the area for public benefit.
- Public use of and accessibility of the Historic Reserve (National Park Service 1999: p.iii).

The overlapping goals will be reached through public/private partnerships and by seeking economic balance and sustainability between public and private funding sources for all new endeavors. Public use

and enjoyment will be encouraged and supported by an active interpretive and educational program, based on research and on the preservation of the areas historic structures and landscapes.

The final cooperative management plan states that a general management plan has begun for Fort Vancouver NHS. It goes on to state that the GMP will be consistent with the Reserve CMP and will address the following specific issues raised during the Reserve planning process:

- Continued reconstruction of Fort Vancouver consistent with NPS policy and interpretive objectives
- Options for the visitor center
- Relocation of parking for the Fort to a less obtrusive area
- Expansion of interpretive activities at the Village
- Expanding and partially restoring the orchard, garden, and other cultural landscape features (National Park Service 1999: p.27)

As mentioned in the CMP, the National Park Service will serve as the lead agency in interpretation for the Reserve. As part of this responsibility, the NPS staff will coordinate and train interpreters and volunteers. In addition, the NPS will develop and coordinate an ongoing evaluation of the Reserve's interpretive program.

Among its many provisions, the cooperative management plan called for each Reserve partner with land management responsibility to manage its land within the cooperative framework of the approved version of the plan and existing policies and regulations. The Reserve partnership and legislation was established fully respecting the authorities and jurisdiction of each of the partners. The plan also specified that Fort Vancouver National Historic Site would continue to be managed by the NPS consistent with its mission and with its laws, policies, and regulations. (As a federal agency, the U.S. Army would also need to manage its properties under many of the same laws and regulations.) Therefore, the NPS maintains its responsibilities for the management and implementation of the national historic site. The superintendent at Fort Vancouver NHS serves as the National Park Service's representative as one of the Historic Reserve partners.

### ***Cultural Landscape Report: Fort Vancouver National Historic Site***

This report contains two volumes documenting the cultural landscape of the national historic site. Volumes I and II were written in 1992 by Terri Taylor of the NPS Columbia Cascades Support Office, and Patricia C. Erigerio, Project Historian.

This report serves as a technical document to supplement future planning processes. The intent of the project was to identify and evaluate all significant cultural landscape resources and provide management recommendations for the preservation and enhancement of the 1845 historic scene at Fort Vancouver. The study investigated and documented a range of treatments for reestablishing key landscape components and features that contribute to interpreting a full spectrum of HBC operations and activities. Fort Vancouver NHS staff propose a reassessment of this plan during the GMP process.

The final design recommendations and cultural landscape plan for the cultural landscape report were based on enhancing resources related to the Hudson's Bay Company story. The NPS staff worked within the assumption that the airfield would be vacated as provided for under the 1972 "use and occupancy" agreement. As noted earlier, in 1996 Congress extended the city's use of the airfield until 2022, after

which a transition to use by historic aircraft only will occur. Thus the design recommendations of the 1992 report will need to be re-evaluated to provide for the on-going airfield operations during the life of this plan, as well as the need to accommodate the interpretation of both the Hudson's Bay Company and the historic Pearson Field. For example, the removal of the T-hangars from the field between the Pearson Air Museum provides an opportunity for the visitor to experience a sense of the open fields that characterized both the HBC and the early Pearson Field eras.

#### ***Whitman Mission National Historic Site General Management Plan***

The NPS recently completed a new general management plan for Whitman Mission NHS in May 2000. An act established the site to be a public national memorial to Marcus and Narcissa Whitman, who established an Indian mission and school to minister to the Cayuse Indians until their deaths in 1847.

Fort Vancouver National Historic Site and Whitman Mission National Historic Site share the same period in history. Many travelers stopping at Whitman Mission were on their way to Fort Vancouver to pick up supplies and ultimately to settle in Oregon's Willamette Valley. The Whitmans and Spauldings spent their first winter in the Northwest at Fort Vancouver. Several park themes are shared as well, such as the expansion of the nation's boundaries to the Pacific Ocean and agricultural developments located at the northwest corner of the country.

Establishment of the 1968 National Trail System Act gave added significance to the site. In 1978, the Oregon National Historic Trail was established and Whitman Mission was recognized as a historic site along the Oregon Trail.

#### ***Nez Perce National Historical Park and Big Hole National Battlefield General Management Plan***

The NPS completed an updated general management plan for Nez Perce National Historical Park in September 1997. The park was created to facilitate protection and provide interpretation of sites in the Nez Perce Country of Idaho that have exceptional value in commemorating the national history. This includes sites relating to early Nez Perce culture, the Lewis and Clark expedition, the fur trade, missionaries, gold mining, logging, the Nez Perce War of 1877, and others that depict the role of the Nez Perce country in the westward expansion of the nation.

Of a total 38 sites that comprise the park, two sites are specifically associated with the missionary period—Lapwai Mission, where the first Spalding mission was located, and Spalding where Henry Spalding had his second mission. (The Spalding Unit is 11 miles east of Lewiston, Idaho.) Both Dr. Marcus Whitman and Henry Spalding arrived together in the Northwest at Fort Vancouver to begin their missionary work among the Indians. Their missions were approximately 100 miles apart or two to three days by horseback.

#### ***Comprehensive Management and Use Plan Update, Oregon and Mormon Pioneer National Historic Trails***

This August 1999 plan serves as an update to the 1981 *Comprehensive Management and Use Plan for Oregon Trail* prepared by the NPS. Fort Vancouver is mentioned as a destination on the Oregon Trail on page 36:

The overland portion of the trail ended at The Dalles until 1846, when the Barlow Road was opened. Before that time, the emigrants built rafts to travel down the Columbia River

to Fort Vancouver, and then up the Willamette River to Oregon City. After 1846 most emigrants preferred to head south from The Dalles to Tygh Valley and then west across the southern shoulder of Mount Hood on the Barlow Road. They then crossed the Cascade Range at Barlow Pass and descended into Oregon City.

The management plan identified high-potential sites and segments as required by the National Trails System Act. Fort Vancouver is identified as a high-potential site. According to the National Trails System Act, high-potential historic sites are defined as the following:

Those historic sites related to the route, or sites in close proximity thereto, which provide opportunity to interpret the historic significance of the trail during the period of its major use. Criteria for consideration as high potential sites include historic significance, presence of visible historic remnants, scenic quality, and relative freedom from intrusion (National Park Service 1999: p.4).

In Appendix H, the description for Fort Vancouver as a high-potential site is stated as follows:

Founded by the Hudson's Bay Company in the winter of 1824-25 as a fur trading post and supply depot, Fort Vancouver was the most important settlement in the Pacific Northwest for more than 20 years. Dr. John McLoughlin, Chief Factor of the post until 1845, greatly assisted the exhausted, penniless emigrants who arrived at his doorstep. He helped them with transportation, lodging, subsistence, and even extended credit for supplies obtained at the post until they could raise their first crops. When John Boardman arrived on November 3, 1843, he was "well received by Doct. McLaughlin, who charged nothing for the use of his boat sent up for us, nor for the provisions, but not satisfied with that sent us plenty of salmon and potatoes furnished us house room, and wood free of charge, and was very anxious that all should get through safe." The First Regiment of Mounted Riflemen arrived at Fort Vancouver on October 4, 1849, after their long march overland from Fort Leavenworth and established the first U.S. Army base in the Pacific Northwest. Today, Fort Vancouver is operated as a National Historic Site and includes a replica of the original Hudson's Bay Company post (National Park Service 1999: p.312).

The Oregon City Complex, including the McLoughlin House, is a high-potential site on the Oregon National Historic Trail per the 1999 *Comprehensive Management and Use Plan Update, Oregon and Mormon Pioneer National Historic Trails*. (National Park Service 1999: p.312).

### ***Lake Roosevelt National Recreation Area General Management Plan***

The final general management plan for Lake Roosevelt National Recreational Area (NRA) was produced by the NPS in September 1999. The legislative purpose of the NRA is to provide opportunities for outdoor recreation for the public; to preserve the integrity of natural, cultural, and scenic resources; and to provide opportunities to enhance public appreciation and understanding about the area's significant resources.

American and British fur traders built posts at Fort Spokane (1810), Fort Okanogan (1811), and Fort Colville (1825). When the Grand Coulee Dam was constructed, the valley floor was inundated and most historic sites were destroyed. However, these sites are interpreted as part of the overall interpretive program at the NRA.

### ***San Juan Island National Historical Park General Management Plan***

The last general management plan for San Juan Island National Historical Park was completed in 1979. A new GMP is in progress in cooperation with the NPS Columbia Cascades Support Office. The purpose of San Juan Island NHP is to interpret and preserve the sites of American and English camps and to commemorate the historic events that occurred from 1853 to 1871 in connection with the final settlement of the Oregon Territory boundary dispute.

From 1853-1859 there were various disputes on San Juan involving the HBC and its British citizens. The Hudson's Bay Company farmsite "Belle Vue" was located south of American Camp and was a successful sheep and livestock farm employing about 20 people. A tense situation climaxed in 1859 when an American settler on the island killed a hog belonging to a HBC officer because it was rooting in his garden. This resulted in the "Pig War," a stand off between British and United States forces, but ended peacefully with eventual arbitration placing the San Juan Archipelago within the boundary of the United States.

### ***Lewis and Clark National Historic Trail Comprehensive Plan for Management and Use***

The National Parks and Recreation Act of 1978, Public Law 95-625, amended the National Trails System Act to include the new category of national historic trails and designated the Lewis and Clark Trail as one of four national historic trails. National historic trails are considered units of the National Park System and have as their purpose the identification and protection of historic routes and their remnants and artifacts for public use and enjoyment. The comprehensive plan, produced in January 1982, recommends the development of opportunities for retracing nearly all portions of the historic expedition route, either as a water trail, a land trail, or a motor route. The entire Columbia River is a water trail of the Lewis and Clark National Historic Trail and runs adjacent to Fort Vancouver National Historic Site.

Fort Vancouver is mentioned as a national site along the Columbia River on page 76 of the document:

Fort Vancouver National Historic Site is located in the city of Vancouver, Washington, near the Columbia River waterfront at mile 107 (Map 43), National Park Service. Although the establishment of this Fort postdates the Lewis and Clark Expedition, the site has an indirect relationship to the Expedition and has the potential to provide some Lewis and Clark interpretation. Just as one purpose of the Expedition was to strengthen U.S. claims to at least a part of the Oregon country, the establishment of Fort Vancouver in 1824-25 by the Hudson's Bay Company was designed to strengthen Britain's claim. In addition, Lewis and Clark's reports had a significant influence on the expansion of the fur trade to the Northwest, an area of commerce which the Hudson's Bay Company very successfully exploited. These relationships to Lewis and Clark should be developed at Fort Vancouver.

Though Lewis and Clark are not currently interpreted at the NHS, park staff have begun discussions on potential projects with the local representatives of the Lewis and Clark National Committee.

## **Recreational Resources**

Clark County and surrounding areas offer a wide range of outdoor recreation opportunities to residents and visitors. The county presents a variety of environments from the Columbia River to the forests of the Cascade Mountains. There is a notable mix of urban walking and biking trails located throughout

the Vancouver area, including the City of Vancouver's Discovery Historic Loop Trail. Federal, state, county, and city areas provide a wide variety of recreational choices.

## **Types of Recreational Use**

### **Forests and Wildlife Refuges**

Gifford Pinchot National Forest is located to the northeast of Vancouver. Visitors can reach the national forest from Vancouver in approximately one hour. Recreation opportunities available include camping, hiking, cross-country skiing, and hunting. Ridgefield National Wildlife Refuge, located approximately 20 miles to the northwest of Vancouver, provides visitors with boating opportunities on the Columbia River, as well as hunting for waterfowl and bird watching.

### **State Parks**

Battle Ground Lake State Park and Paradise Point State Park both offer camping, fishing, hiking and picnicking. Both are located in Clark County approximately 45 minutes from the NHS.

### **Boating and Fishing**

There are several access points for boating on the Columbia River from Vancouver's Marine Park and Frenchman's Bar Park to private marina and boat launch areas. There is canoeing at Vancouver Lake Park and Lacamas Lake Park. The Lewis River that serves as the county's northern boundary is also popular with both motorized and human powered boaters. Each of these water bodies offers a variety of fishing opportunities.

Planning is underway by the Lower Columbia River Water Trail Committee to develop a Lower Columbia River Water Trail. One of the trail sites is located at Canoe Landing Beach on the Fort Vancouver Waterfront. The park staff plans to work with trail groups to develop this site.

### **Golf, Tennis, and Other Sports**

There are many golf courses and driving ranges, both public and private, in the county. Both public and private tennis courts and clubs are available. The Vancouver-Clark Parks and Recreation Department maintains a large number of public parks which offer a wide variety of organized group and individual sports, as well as playgrounds and ball-fields for public use.

### **Aviation**

Pearson Field is located in Vancouver, Washington on the Columbia River, approximately four miles north and west of Portland International Airport. The land on which the airport is located is adjacent to Fort Vancouver National Historic Site and is owned in part by the City of Vancouver and the National Park Service. General aviation is a recreational use within the authorized boundaries of the park.

Pearson Air Museum, adjacent to the airfield, is also within the authorized boundaries of the national historic site. Under an agreement between the NPS and the City of Vancouver, the Air Museum is operated and maintained by the City of Vancouver and interprets the history of aviation.

## **Local Historical Sites**

Besides Fort Vancouver National Historic Site and the Vancouver National Historic Reserve, other county historic sites include Pomeroy Living History Farm, Clark County Historical Museum, Cedar Creek Gristmill, Covington House and the Parkersville Site as evidence of the rich historical interpretation of the area. Also notable is the Cathlapotle Archaeological Site, which is the location of a large and significant Indian village, at the Ridgefield National Wildlife Refuge.

## **Scenic Resources**

The NHS is located on the historic core development area of the Hudson's Bay Company operations. Early visitors and HBC employees often commented on the natural beauty of the country noting the lush, dense forests, carpets of wild flowers, extensive prairies, views of the Columbia River, and snow-capped Mount Hood in the distance. Once a beautiful natural setting of forest and plain, the area is now an urban one rich in historic and scenic resources.

There are three primary visitor destinations presently within the park—the visitor center area, the Fort, and the Fort Vancouver Waterfront.

## **Visitor Center to Fort Vancouver**

The visitor center provides an important orientation for the visitor on the role of the HBC in the Northwest. The primary vehicular entry to the visitor center is near the northeast corner of the site along Evergreen Boulevard. The visitor center is designed in the Mission 66 architectural style and is sited on a gentle rise above the Fort Plain.

The original intent of the design was to capture the commanding view of the Fort and Columbia River behind it, and to separate modern development from the historic setting. The visitor center is surrounded by manicured lawn with widely spaced native and non-native deciduous and coniferous trees planted in 1962. The visual affect is a “park-like” open space setting. To the northeast of the visitor center is a parking lot, maintenance and administrative area. Immediately to the southeast is a covered picnic shelter and playground area.

To the north of the visitor center across Evergreen Boulevard are the Victorian houses of Officers' Row, historically part of Vancouver Barracks. Though not part of the park (it is part of the Reserve), it forms the northern edge of the NHS. Maple trees, planted in the 1880s, line the street creating a strong visual edge north of the park.

Visitors approach the Fort from the visitor center by traveling southwest along a paved road (the historic road to Back Plains) or by randomly walking across the lawn down the hill to the Fort. Traveling along this road, the visitors pass east of the Parade Ground, a broad open expanse of lawn, and by the reconstructed bandstand. Several of the trees in this area date to the early HBC era.

The road turns south along the eastern edge of the historic U.S. Army buildings within the east Vancouver Barracks area. These historic structures consist of 19 buildings within the authorized boundary of the NHS. The U.S. Army continues to manage these properties which were built by the Army in the early 1900s.

## **Fort Vancouver and Environs**

The road continues south and crosses East Fifth Street which is the historic alignment of Upper Mill Road. This is a visually critical intersection because it is the point of transition to the historic scene.

At this elevation, the river is no longer visible due to the Burlington Northern Santa Fe railroad berm, which bisects the NHS south of the Fort. The Columbia River Interstate 5 Bridge suspension towers are still visible to the southwest.

At this intersection, the view immediately to the south is toward the Fort, the primary HBC resource, and the recreated orchard and garden. To the west and southwest of the palisade is an open field (part of the historic Village), a NPS maintenance area, and remainder of a Civilian Conservation Corps road developed at Vancouver Barracks in the mid-1930s. Beyond that, but still within the foreground view, is the south barracks located at the western edge of the orchard. The close proximity of the more modern buildings visually impacts the historic HBC setting.

To the east and southeast is Pearson Field, a general aviation airport, which is operated by the City of Vancouver. (The western portion of the airfield is located on federal property. The City of Vancouver owns the eastern portion of the airfield.) In 2002, four remaining T-hangars and an old, metal, aviation museum building were removed. This action enabled the visitor's view in the foreground to be restored to an open landscape compatible with the Hudson's Bay Company era. Pearson Air Museum (part of the Reserve) is visible in the distance. On clear days, Mount Hood is visible to the east in the sky above Pearson Air Museum.

A temporary parking lot is located immediately off East Fifth Street north of the Fort. Though convenient to visitors and employees, it has a visual impact on the historic scene as the visitor must pass directly by it to arrive at the north gate of the Fort.

Once inside the fort palisade, the visitor is drawn back to 1845. Since the south gates of the Fort are kept closed, the visitor is unable to see the visual impacts of the Pearson runway, State Route 14, or the railroad berm that prevents visual access to the Fort Vancouver Waterfront. The only visual intrusions of the twenty-first century seen from within the Fort are the Columbia River Interstate 5 Bridge suspension towers, and aircraft approaching or taking off from Pearson Field or Portland International Airport and buildings in downtown Vancouver.

## **Fort Vancouver Waterfront**

Currently, visitors access the Fort Vancouver Waterfront using Columbia Way from downtown Vancouver. Getting there involves driving to the area and parking in one of the waterfront parking lots. Also, the visitor can access the Waterfront from the Fort by walking or cycling south along East Reserve Street. A pedestrian overpass or "land bridge" is proposed across State Route 14 and the Burlington Northern Santa Fe right-of-way connecting the Village area of the NHS to Old Apple Tree Park.

Cottonwoods, willows, and alders dominate the Waterfront along a rather steep bank. Canoe Landing Beach is the only access point to the water along Columbia Way between downtown Vancouver and the Columbia Shores development to the east. Though no interpretive structures exist, the Waterfront is a critical visual and historic link to the establishment and operations of the Fort. The river was the avenue

of commerce at the time of Hudson's Bay Company operations at Fort Vancouver and today presents excellent opportunities for interpretation of the important relationship between the river and the Fort.

## Existing Park Development and Programs

The total acreage of Fort Vancouver NHS within the authorized Fort Vancouver National Historic Site boundary is approximately 209 acres. The NPS managed area contains approximately 165 acres. The remaining acreage includes land managed by the U.S. Army, City of Vancouver, and the State of Washington.

### Roads and Parking

The park has approximately seven-tenths mile of paved surfaces including roads and five parking lots. The visitor center and administration parking lot can hold a total of 43 cars (including two that are accessible for persons with disabilities), 3 buses, and 3 recreation vehicles. Sidewalks follow and connect the south edge of the parking lot with the visitor center, administration building, and the maintenance shop. Plans for additional ADA (Americans with Disabilities Act) site access are currently being implemented by park staff to include two new curb cuts, new signage, and one additional van accessible parking space.

The temporary gravel-surface parking lot at the Fort can hold a total of 34 cars (including two spaces for persons with disabilities) and 4 buses. The lot is gated.

The three parking lots at the Fort Vancouver Waterfront have a total of 64 delineated parking spaces plus three allocated space for persons with disabilities (one space for each lot). The west parking lot has 27 spaces, the middle parking lot has 24 parking spaces, and the east parking lot has 16 parking spaces.

There are 214 signs for safety and interpretation purposes located throughout the national historic site on roads, trails, and at boundaries.

### Boundaries

The following roads partially establish the boundary through and around the national historic site. Evergreen Boulevard borders the park on the north and is approximately four-tenths of a mile; Fort Vancouver Way borders the park on the west and is one-tenth of a mile; East Fifth Street borders the park on the south and is four-tenths of a mile; and East Reserve Street borders the park on the east and is two-tenths of a mile long. All of these roads are used for public access to the national historic site. Two of these roads are gated—Evergreen Boulevard and East Fifth Street—and lead to the visitor center parking lot and to the fort parking lot respectively, bisecting the national historic site.

Private residential areas border the national historic site on the east. The Vancouver National Historic Reserve borders the park on the north, south, and west. The waterfront property of Fort Vancouver NHS is bordered by the Columbia River to the south and by Columbia Way to the north. The City of Vancouver manages and maintains all boundary roads, sidewalks, paths, and landscaped areas along the park borders.

The majority of the second HBC cemetery is located within the east barracks in the authorized boundary of Fort Vancouver National Historic Site. The western edge of the cemetery is located just west of Fort Vancouver Way in the Vancouver National Historic Reserve.

## **Trails**

There are approximately 0.2 miles of concrete paths and 0.6 miles of decomposed granite trails within the NHS. An unpaved administrative road leads from East Fifth Street to a maintenance storage area in the Village in the southwest corner of the NHS. There are approximately 0.7 miles of concrete sidewalk along Columbia Way that borders the Fort Vancouver Waterfront area and 0.34 miles of concrete/asphalt sidewalk within the national historic site waterfront parcel.

## **Buildings and Facilities**

The park has sixteen major structures managed by the National Park Service. At the administrative area of the national historic site there are four buildings: the visitor center, administration building, employee residence, and maintenance shop. There are 14 structures at the Fort including: the fort palisade, the Bastion, Chief Factor's House, Kitchen, Bakehouse, Blacksmith Shop, Indian Trade Shop, Fur Store, Wash House, Jail, Carpenter Shop, Belfry, Flagpole, and Wellsweep. (For building relationships within the Fort, refer to Figure 3, Fort Structures.)

A determination of eligibility for the National Register of Historic Places will be conducted for the four NPS Mission 66 architectural style structures located at the park. This includes the visitor center, administrative building, employee residence, and maintenance shop. If determined eligible for the National Register, the general management plan will address appropriate preservation or mitigation strategies for these structures including, but not limited to, adaptive reuse options which further the purposes of either Fort Vancouver National Historic Site or the Vancouver National Historic Reserve.

### **Visitor Center**

The visitor center is a 4,903 square foot building constructed in 1961 in the NPS Mission 66 architectural style. Approximately 3,513 square feet on the first floor is used for public space which includes the lobby with sales area, museum, a multi-purpose auditorium, interpretive displays, and outside ADA accessible public restrooms. The remaining area contains staff space for offices, kitchen, staff restroom, and utility areas.

### **Administrative Headquarters Building**

Also built in 1961 in the Mission 66 style, the 1,800 square foot administration building contains a reception area/office, a meeting room, two offices, kitchen/office supply storage area, and a unisex ADA accessible bathroom. It is presently used as the park headquarters building. The attached garage is used for maintenance/administration storage.

### **Employee Residence**

The 1,800 square foot seasonal employee residence has three bedrooms, one and a half baths with a kitchen, utility room, and attached garage. It is designed in the Mission 66 architectural style and constructed in 1961. It is presently used for maintenance storage.

### **Maintenance Shop**

The original part of the maintenance shop was designed in the Mission 66 style and constructed in 1961, but has since been added onto. The 2,700 square foot maintenance shop contains three garages, a break room with a unisex bathroom, and an office.

### **The Fort Palisade**

The 4,522 linear feet of reconstructed palisade (fort wall) surrounds the following ten reconstructed historic structures.

#### ***Bastion***

The attached bastion (projecting part of the palisade) located in the northwest corner of the palisade was reconstructed in 1972 and is 1,272 square feet. It has a ground floor and two additional floors accessible by a stairway.

#### ***Chief Factor's House***

The Chief Factor's House was reconstructed in 1976 and is 6,825 square feet. The first floor contains furnished historic spaces that interpret the Chief Factor's residence and mess hall functions.

#### ***Kitchen***

Located north of the Chief Factor's House, the Kitchen is 2,896 square feet and was reconstructed in 1976. The Kitchen is on the ground floor of a one and a half story reconstructed building and is connected to the Chief Factor's House by a breezeway. The kitchen contains a pantry, larder, laundry room with a servant's bedroom, and cooking area with a fireplace and oven. The upstairs was remodeled in the summer of 2000 and contains the period clothing storage room, staff changing rooms, clothing checkout office, and additional storage.

#### ***Bakehouse***

The Bakehouse, reconstructed in 1974, is 2,375 square feet and is located at the northeast corner of the palisade. It has one room containing two brick ovens and a loft.

#### ***Blacksmith Shop***

The Blacksmith Shop is 1,226 square feet and located in southeast corner of palisade. Reconstructed in 1981, it has a single room which houses four forges and accompanying blacksmith tools.

#### ***Indian Trade Shop***

The Indian Trade Shop is 5,600 square feet and is located west of the Blacksmith Shop. Reconstructed in 1981, the front of the building contains historic furnished spaces interpreting Indian trade, medical and hospital functions at Fort Vancouver, and the quarters of Dr. Forbes Barclay and his family. The rear and second floor of the building contain the interpretive staff meeting areas, offices, the NHS library, and storage.

#### ***Fur Store/Curation Facilities and Collection Storage Building***

The Fur Store/Curation Facilities and Collection Storage Building is located in the south central interior of the palisade. The building was reconstructed in two phases. The second phase was completed in 1994. It is 8,000 square feet and contains the Baling Room where the 1845 fur processing and storage at



*Mission 66 architectural style administrative headquarters (in foreground) and employee residence.*



*Mission 66 architectural style maintenance building.*

Fort Vancouver is interpreted, the archaeological interpretive corridor where the public can view on-going archaeological cataloging, curation rooms, offices, and collection storage facilities on the second floor.

### ***Wash House***

The 468 square foot Wash House was reconstructed in 1976 and is used for public restrooms and for utility/storage space. The Wash House is fully ADA compliant.

### ***Carpenter Shop***

The Carpenter Shop, reconstructed in 1997, is located in the north central interior of the palisade. It is 628 square feet and has one room which is used to interpret historic carpentry at Fort Vancouver.

### ***Jail***

The reconstruction for the 450 square foot Jail was completed in January 2001. This structure interprets the HBC threatment of minor criminal offenses.

### ***Bandstand***

The reconstructed bandstand (1,000 square feet) is located on the Parade Ground northeast of the visitor center across from the Grant House on Officers' Row. This structure assists the park in interpreting the early military post and specifically the Main Parade Ground. It was the focal point for community gatherings hosted by the Army.

All of the fort buildings underwent a retrofit in accordance with ADA guidelines. Current additions to ADA accessibility at the park are pending due to ADA agency assessment in the summer of 2000. These will include installation of additional ramps, alternative forms of interpretive signs and programs, and automatic door openers at the visitor center.

## **Other Site Structures**

Additional structures are found within the national historic site. In the fort area, a tool shed with four compost bins is located 80 feet north of the palisade in the historic garden. Inside the Fort there is a non-functioning, grated, historic well, which is the only surviving structure from the HBC period of occupation, between the Bakehouse and the Kitchen. A 45-foot tall belfry, reconstructed in 1993, rises to the west of the newly constructed Jail. Public washrooms (a 487 square foot building) are located between the Kitchen and Bakehouse. Built in 1976, the washrooms are ADA accessible and house one men's and one women's washroom with a utility room in the center.

Located just within the Fort at the north gate is the non-historic contact station (628 square feet). Built in 1976, its one room serves as a visitor orientation center containing plat panel exhibits and an indoor meeting area as well as an area from which to collect fees. Opposite the north gate and located behind the Indian Trade Shop is one hazardous materials storage (HAZMAT) shed for the Blacksmith Shop and another to the west of the Maintenance Shop.

Within the administrative area southeast of the visitor center are a well house (48 square feet) and a seven-table picnic shelter (1,988 square feet and ADA accessible). To the south of the picnic shelter ex-

ists a small playground. This playground was rebuilt in 1990 to replace a playground originally located north of East Fifth Street.

The maintenance area includes a vehicle and equipment fueling station including above-ground tanks, and the park's recycling center. A HAZMAT shed is located west of the Maintenance shop.

### **Site Vegetation**

The visitor center and administrative buildings were landscaped in 1962 with native and non-native deciduous and coniferous trees and shrubs. Species include Mugo pines, Douglas firs, maples, oaks, and a variety of ornamental shrubs. Thirty-year old rhododendrons surround the administrative building and employee residence.

The vegetation in the area surrounding the visitor center and administrative area consists of a multi-species lawn that is green-mulched and chemical-free. Clusters of non-native hydrangea, holly, locust, and camellia, as well as native coniferous trees, are located within the lawn. A trimmed arbor vitae hedge has been added to partially block public view of the administrative and maintenance areas.

Tree species located around the northern border of the site include red maples, sugar maples, sequoias, blue spruces, Douglas firs, cherries, pines, and horse chestnuts. Southwest of the visitor center is a combination of trees planted in 1962. Trees in this area include American hollies, Lawson cypress, western red cedars, Oregon oaks, Douglas firs, sequoias, and Pacific dogwoods. The Parade Ground is an open area of multi-species lawn. A few large native Oregon oak and Douglas fir trees are found here as well. Several of these trees have been dated to the early Vancouver Barracks and the Hudson's Bay Company era.

Maple and English walnut trees line both sides of Evergreen Boulevard. These were planted in front of Officers' Row in the 1880s and create a strong visual edge to the north side of the Parade Ground. A large number of Oregon oaks exist in Vancouver Barracks north of East Fifth Street. Clumps and small groves of Oregon oaks were common in the area during the HBC and Vancouver Barracks eras. A row of Douglas fir trees in front of the barracks was likely planted in the 1930s.

On the north side of the Fort, vegetation consists of an interpretive period garden and an interpretive orchard planted in 1962 on the site of the original HBC garden. The 1962 Completion Report of construction projects at Fort Vancouver National Historic Site lists thirteen species of fruit trees planted in the interpretive orchard. In 1992, when the Cultural Landscape Report was prepared, there were 71 fruit trees remaining in the orchard, many in decline. In addition, the trees reflect a twentieth century orchard and not a nineteenth century orchard. The existing trees are reaching life expectancy and the area will eventually be restored to the historic garden of 1845.

The field area east of the historic north gate road has recently been seeded with red clover and is currently under rehabilitation after removal of four airport T-hangars. The remaining four T-hangars adjacent to this field were demolished in 2002. It is intended that this field will eventually be restored to historic agricultural use.

Interpreters, volunteers, and maintenance staff maintain the existing historic garden. Its decomposed granite paths are ADA accessible as well as aesthetically pleasing. The garden is planted with a variety

of heirloom vegetables and herbs which include pumpkins, Indian corn, melons, mints, chives, leeks, beets, carrots, potatoes, onions, beans, lettuce, tomatoes, cardoon, hops, apples, poppies, hollyhock, roses, pennyroyal, fennel, chrysanthemums, dahlias, iris, lilac, lilies, strawberries, clover, horseradish, lavender, rosemary, thyme, and nasturtiums.

The Village area west of the fort palisade consists of unmowed grasses, weeds, vetches, and a few daffodils, with large masses of blackberries and scotch broom. Some fruit trees have been discovered, as well as two wild heirloom climbing rose bushes. The trees and shrubs appear to be remnants of the plantings associated with the Civilian Conservation Corps development at Vancouver Barracks in the late 1930s and early 1940s. Recently the site of the historic orchard is being cleared of the non-native species of Himalayan blackberry, Scotch broom, European holly, and native poison oak. Currently the park is under agreement with the City of Vancouver to leave the native long grasses west of the palisade unmowed to provide historic groundcover.

The NPS property on the Columbia River has been landscaped by the city of and includes lawn and planting beds with ornamental trees and shrubs. The remaining undeveloped waterfront consists of natural riparian vegetation including masses of black cottonwoods, willows, and alders.

## **Pearson Air Museum**

Pearson Air Museum is operated and maintained by the City of Vancouver. Currently the city has contracted for operation of the museum with the Pearson Field Historical Society. The site consists of approximately seven acres of federally owned land within the authorized boundaries of Fort Vancouver National Historic Site. Three historic structures exist on the site: the U.S. Army Hangar (commonly referred to as the white hangar) (circa 1925), the U.S. Army (World War I) Squadron Building (circa 1918), and the U.S. Army Weapons Storage Building (circa 1904). All are recorded on the Washington State Register of Historic Places. Restored according to the Secretary of the Interior's Standards, they are eligible for listing on the National Register.

The museum consists of a 26,398 square foot building (restored historic hangar and a reconstructed hangar building), with approximately one acre of paved surfaces and five acres of landscaping. The parking lot has 49 parking spaces. Ingress to the site is off East Fifth Street and egress is off East Reserve Street. To reflect the Golden Era of Aviation (1920s and 1930s), a grass field will replace a portion of the airfield tarmac. A memorandum of agreement signed on November 1994 between the City of Vancouver and the NPS allowed for the development of the museum. A cooperative agreement signed in December 1995 specifically states the operational and responsibility details between the city and NPS.

## **Pearson Field**

The City of Vancouver publicly operates Pearson Field on approximately 134 acres. The Airfield has one paved runway and conducts general aviation service. The City of Vancouver owns approximately 62 acres of the eastern portion of the site. The remaining 72 acres, the western portion were sold by the City of Vancouver to the NPS in 1972. The facilities on NPS land include a runway, a parallel taxiway, the historic aviation museum buildings (Pearson Air Museum), and a Russian monument.

Pilots that fly into Pearson Field have the opportunity to visit the Fort and the Pearson Air Museum. In addition, the park's website has included information regarding the option of flying into the Reserve to visit the park.

A Statutory Warranty Deed, dated April 4, 1972 to April 3, 2002, allows the city to conduct aviation activities on the NPS portion of the site. An Interior Appropriations Bill rider for Fiscal Year 1996 signed in March 1996 stated that the National Park Service would continue to permit general aviation on its portion of Pearson Field in Vancouver until the year 2022.

Public Law 101-523, 1997-1996 Interior Appropriations states in Section 334:

The National Park Service, in accordance with the Memorandum of Agreement between the United States National Park Service and the City of Vancouver dated November 4, 1994, shall permit general aviation on its portion of Pearson Field in Vancouver, Washington until the year 2022, during which time a plan and method for transitioning from general aviation aircraft to historic shall be completed; such transition to be accomplished by that date. This action shall not be construed to limit the authority of the Federal Aviation Administration over air traffic control or aviation activities at Pearson Field or limit operations and air-space of Portland International Airport.

## **Utility Systems**

Electricity to the park is provided by Clark County Public Utilities. The GTE/Qwest and General Service Administration provide telephone service. The City of Vancouver provides the domestic water supply and sewer service. Two fire hydrants are located near the administration, maintenance, and seasonal residence area and another two fire hydrants are located near the visitor center and picnic shelter area. Three fire hydrants are located around the palisade walls at the fort site.

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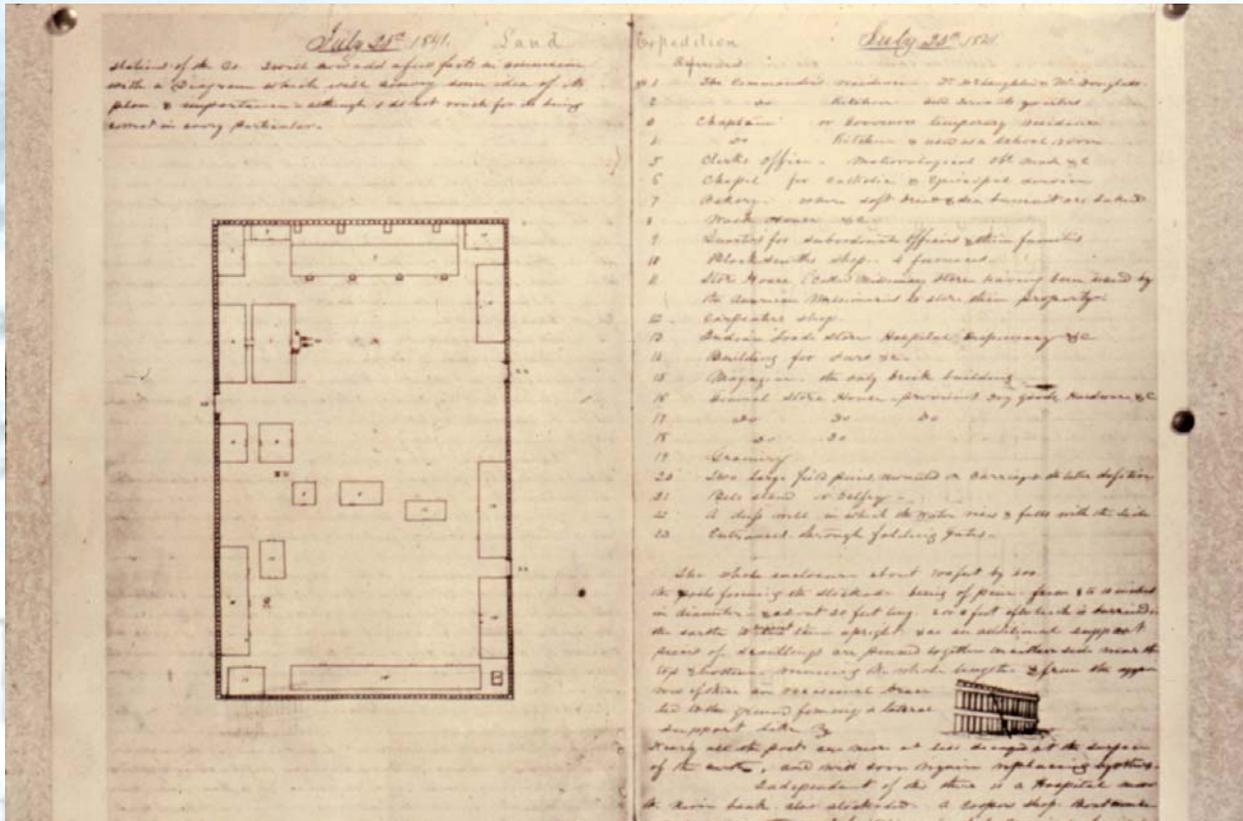
# The General Management Plan



Sketch

George Emmons, 1841

Courtesy of Yale Collection of Western Americana, Beinecke Rare Book and Manuscript Library



# The General Management Plan

*The general management plan for Fort Vancouver National Historic Site was selected from three draft alternatives during the general management planning process. Some actions involve the enhancement of visitor facilities and interpretive programming; others enhance administrative and operational capabilities both in terms of facilities and staffing. Finally, specific measures when implemented will coordinate planning and design efforts within both the park and the surrounding Vancouver National Historic Reserve.*

## Actions to be Incorporated into the Plan

The following actions will be incorporated into the general management plan for Fort Vancouver National Historic Site:

- Air Museum Plan—The NPS staff will incorporate the 1995 *Pearson Air Museum Plan* into the *Fort Vancouver National Historic Site General Management Plan*.
- U.S. Army excess lands—The NPS will identify additional land and facility needs related to national historic site management from U.S. Army excess property. The NPS staff will administer any and all portions of the south and east Vancouver Barracks area that are already within the park's authorized boundary determined to be excess to the needs of the U.S. Army by the Secretary of the Army. Use of this area will include the following: to restore the Vancouver Barracks cultural landscape, adapt and reuse existing historic buildings, provide for additional parking, stage public transportation operations, and incorporate administrative functions. Decisions will be made in consultation with the Reserve Partners.
- Native American Graves Protection and Repatriation Act—The National Park Service and the U.S. Army will comply with the Native American Graves Protection and Repatriation Act.
- Waterfront agreement—The NPS staff will develop a new land use waterfront agreement with the City of Vancouver for public use of the area after the expiration of the current agreement in 2007.
- Comprehensive Interpretive Plan—The park staff, with the assistance from the NPS Harpers Ferry Center, will develop new comprehensive interpretive plans (CIP) for Fort Vancouver National Historic Site and the Vancouver National Historic Reserve (Reserve) with cooperation of the Reserve Partners. The park CIP will be integrated into the Reserve CIP.
- Research and education center—The NPS staff will develop an operational research center plan to facilitate cultural resources research and education. This plan will address the scope, size, location, and staffing needs of the center.
- Collection management—The NPS Fort Vancouver cultural resources staff will provide full collection management for the Vancouver National Historic Reserve Partners as part of the research and education center function.
- Visitor interpretation and resource management—The National Park Service staff will serve as the lead governmental agency for the Reserve Partners in the areas of visitor

interpretation and resource management. As funding, staffing, and opportunities permit, Fort Vancouver NHS staff and volunteers will work closely with the Reserve Trust and Reserve Partners in the development of educational programs in a variety of settings and educational experiences.

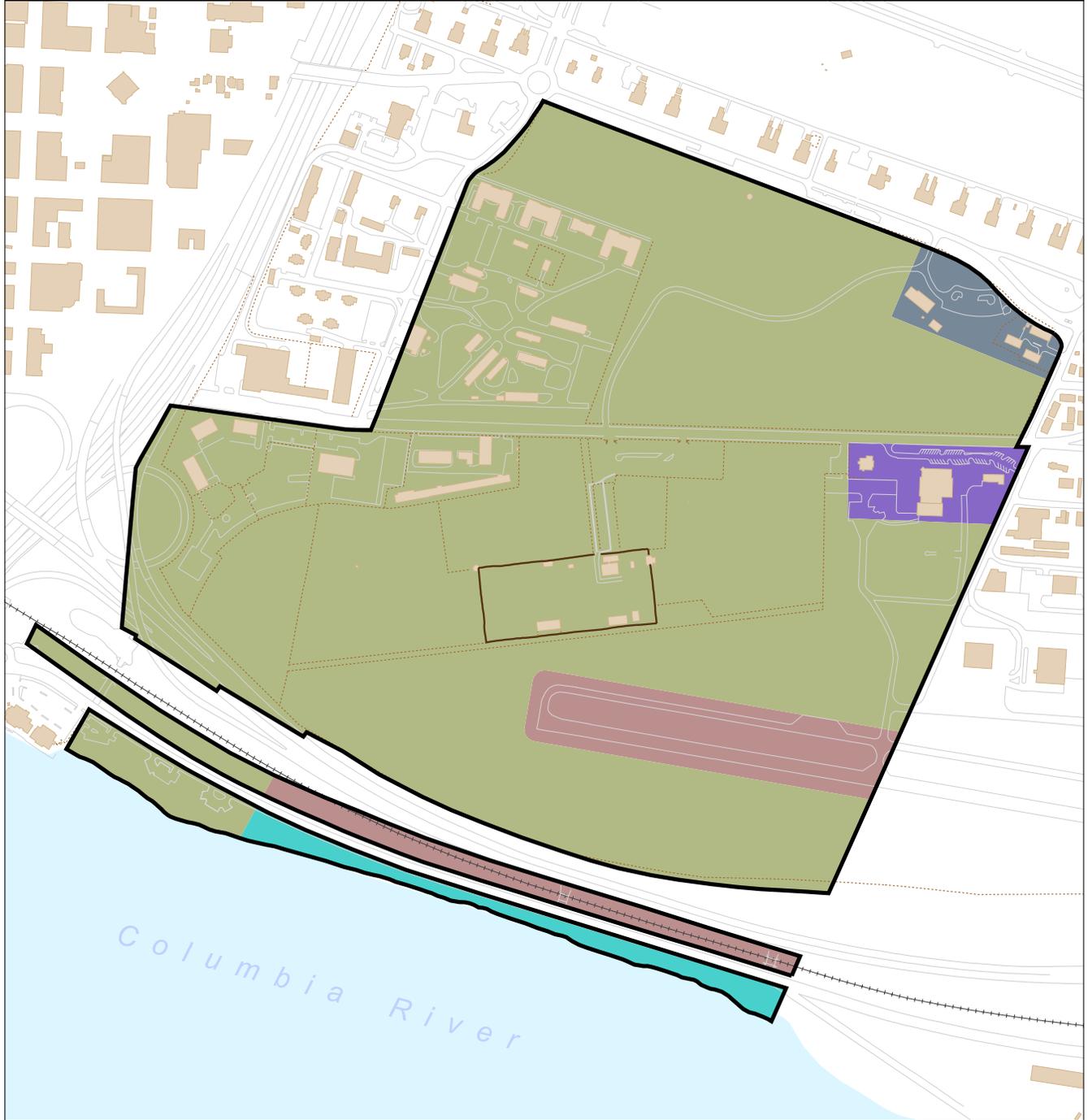
- Reserve responsibilities—The NPS staff will seek funding to add additional staff, office space, and equipment in order to more properly fulfill its lead responsibilities to the Reserve in areas of education, interpretation, historic preservation, and resource management.
- Vancouver National Historic Reserve Trust—The NHS staff will work cooperatively with the Reserve Trust, a 501(c)(3) nonprofit group, created to support the mission of the Reserve. Education programs are a primary thrust of both the NHS and the Trust, and the NHS staff will encourage joint, collaborative efforts whenever possible.
- Park infrastructure improvements—Improvements will be made to park infrastructure including communications, electricity, and other utilities. As funding permits, the NPS will participate in utility upgrades and streetscape improvements for those portions of the south and east Vancouver Barracks that are declared excess to the needs of the Secretary of the Army and for which the NPS has determined an operational need. This will be done in cooperation with the Reserve Partners.
- Standardization of design features—When possible, in coordination with the Reserve Partners and others, the NHS staff will standardize design features on signs, trails, and roads both within the NHS and the Reserve.
- Integrated Pest Management Program (IPM)—The NPS staff will develop and implement IPM actions to protect park structures, cultural landscapes, native vegetation, and visitors.
- Plant and animal species inventory—A complete baseline plant and animal species inventory will be conducted and mapped for the entire NHS.
- Diversity outreach—The NHS staff will promote stronger outreach opportunities to diverse groups and under-served populations within and outside the Portland-Vancouver Metropolitan Area.
- Interpretive links—The NHS staff will provide a stronger interpretive link to the Oregon Trail and the McLoughlin House.
- Educational programs—Working with Reserve Partners and others, the NPS will serve as lead partner facilitating and coordinate educational programs related to the rich history of the Hudson’s Bay Company, the early U.S. Army presence at the Vancouver Barracks, and other historical themes.
- Playground—The playground and picnic shelter located adjacent to the visitor center will remain available to public use.

## **Management Zones**

All lands within the boundary of Fort Vancouver National Historic Site are listed on the National Register of Historic Places. Therefore, regardless of the individual zoning classification emphasis, due consideration will be given to any park action that may affect the qualities for which the listing was made. At present, management zoning does not affect U.S. Army Reserve managed lands within the authorized boundary. In the event that the U.S. Army Reserve determines portions of the south and east barracks excess to their operational needs, the management zones noted in these areas will apply as NPS assumes management responsibilities. This includes a significant portion of the historic HBC second cemetery located within the northwest corner of the east barracks.

# Management Zoning

## Fort Vancouver NHS GMP/EIS



### Legend

#### Management Zone

-  Columbia River Waterfront
-  Historic
-  Park Development
-  Pearson Air Museum
-  Special Use



Authorized Park Boundary



Building



Fort



Pavement Edge



Railroad



Fence

500 0 500 1000 Feet



1 : 8000

### Figure 8



#### Data Sources:

- City of Vancouver: buildings, pavement edge
- Clark County: railroads, rivers
- NPS: buildings, fence, fort, management zones, park boundary

National Park Service  
PWRO-Seattle  
GIS Group

Management zones vary according to the kind of resource conditions that exist within the park and the type of visitor experiences that can occur there. There are five zones: the Historic Zone, the Columbia River Waterfront Zone, Park Development Zone, Pearson Air Museum Zone, and a Special Use Zone. (See Figure 8, Management Zoning.)

## **Historic Zone**

### ***Resource Condition or Character***

The management focus in this zone is maintaining and protecting historic resources, restoring the cultural landscaping, recreating elements of the historic scene, maintaining visitor facilities, and mitigating impacts from human use while providing for quality visitor experiences. Additional historic buildings and associated structures will be reconstructed, delineated (defining the silhouettes of buildings and rooflines), or defined by marking the corners of foundations to allow for increased understanding and interpretation of the HBC and early U.S. Army period. Evidence of educational activity, research, and resource preservation will be visible to visitors.

The setting within this zone is predominantly historic, keeping a high integrity of historic resources. The historic scene and the recreated landscape will be managed to protect the archaeological resources of the NHS and to restore the cultural landscape of the HBC and early Army period whenever possible. This landscape will also be managed to support visitor use and enjoyment of park resources to the extent that park resources will remain protected. This zone includes the fort area, the Village, Parade Ground, and portions of the Fort Vancouver Waterfront where the HBC interpretive area will be located. If the U.S. Army transfers all or a portion of the south and east Barracks area to the National Park Service, this area will be incorporated into this zone. Some aspects of the natural and cultural landscape will be modified to accommodate visitor use such as trail construction and providing for landscaping and new exhibits.

### ***Visitor Experience***

Though surrounded by an urban setting, visitors are immersed in an outdoor, recreated historic environment that is rich in architectural and cultural history. Interpretive and education opportunities are great in this zone and opportunities exist for visitors to experience both natural and cultural resources. The visitor experience is further enhanced through a range of approaches to interpret historic HBC structures within the Fort, Village, and at the Waterfront. This could include additional reconstruction of structures, delineation of the silhouettes of buildings, or defining the corners of foundations. Visitor activities occur in both structured (such as interpretive walks and “living history” presentations) and unstructured ways (self-guided tours and waysides). The possibility of encountering other people and NPS staff is high, but at certain times of the day or season, opportunities could exist to experience relative solitude.

At all times, visitors are encouraged to act in a manner that respects other visitors’ use and enjoyment of the site. Certain areas will be established for on-going research with limited access to the general public. Visitors should expect moderate to severe intrusions to the natural soundscape and viewshed by cars, trains, airplanes, other visitors, and modern structures.

### ***Appropriate Types of Activities or Facilities***

Appropriate visitor activities could include learning about the park’s natural and cultural resources and its ecological and historical relevance, bird watching, photography, jogging and bicycling (along the City’s Discovery Historic Loop Trail), walking, and picnicking. A range of interpretive, educational and

orientation programs will be provided, with orientation and interpretation of resources taking place onsite. Additional educational and recreational opportunities will be available to visitors in other venues within the Vancouver National Historic Reserve.

### **Pearson Air Museum Zone**

#### ***Resource Condition or Character***

The management focus in this zone is similar to the Historic Zone, but is specifically on maintaining the cultural resources commemorating aviation history. Emphasis is on the interwar period and the Army Air Corps. This zone encompasses approximately seven acres that are operated and maintained by the City of Vancouver through a cooperative agreement. It is thematically related to the broader interpretation of the Vancouver National Historic Reserve. The historic scene will be managed by the Pearson Field Historical Society to maximize their integrity and to support visitor use. The visitor probably will not be aware that this land is federally owned land within the authorized boundaries of Fort Vancouver National Historic Site.

#### ***Visitor Experience***

Visitor activities occur in both structured (such as guided tours on the aviation history of Pearson Field and “living history” aircraft fly-ins) and less structured ways (self-guided tours, audio tours, and videos in the theater on the pioneering aviation history of Pearson Field). Interpretive and educational opportunities are great in this zone and opportunities exist for visitors to experience hands-on restoration of antique aircraft in the rehabilitated hangar and antique aircraft fly-ins at the field. The possibility of encountering other people and Pearson Field Historical Society staff and volunteers is high, but at certain times during mid-week or off-season, a visitor could experience a “step back in time” from the modern day pace. Visitors should expect moderate to severe intrusions to the natural soundscape and viewshed by cars, trains, airplanes, other visitors, and modern structures.

#### ***Appropriate Types of Activities or Facilities***

Appropriate visitor activities could include learning about aviation during the interwar period, the associated cultural resources and their historical relevance. Photography, walking and sightseeing is encouraged. A wide range of interpretive and educational programs is provided within the aviation museum, including possible onsite interpretation of the U.S. Army hangar, the U.S. Army (World War I) Squadron Building, and the U.S. Army Weapons Storage Building.

### **Columbia River Waterfront Zone**

#### ***Resource Condition or Character***

The management focus of this zone is managing the natural resources and providing for certain public recreational uses. Though wayside exhibits and paved paths are located in this zone, the setting is predominately natural. The natural scene and landscape is managed to maximize the integrity of the riparian environment along the banks of the Columbia River and to support visitor use. Evidence of management activity and resource preservation is visible to visitors.

#### ***Visitor Experience***

Visitors experience a relatively natural riverside environment. Some interpretive and educational opportunities exist in this zone for visitors to experience both the natural and cultural resources. Visitors are encouraged to act in a manner that respects other visitors’ use and enjoyment of the site. Visitors should

expect moderate to severe intrusions to the natural soundscape and viewshed by cars, trains, airplanes, other visitors, and modern structures.

### ***Appropriate Types of Activities and Facilities***

Passive and active recreational activities predominate in this zone, including jogging or walking on the Discovery Historic Loop Trail, bicycling, photography, and picnicking. No main facilities will be located here.

### **Park Development Zone**

#### ***Resource Condition or Character***

The management focus in this zone is interpretation and visitor management. Resources are modified for visitor and park operational needs. This zone includes the visitor center, parking, and adjacent shuttle bus stop. Until administrative functions are relocated, the current administrative use area is part of this zone.

Visitors and facilities are intensively managed in this zone for resource interpretation, visitor safety, and visitor needs. Although buildings, structures, and other signs of human activity are obvious, there are natural elements present in a “park-like” setting. The zone is not located near sensitive natural or cultural resources if such resources could not be adequately protected. Some elements of this zone (for example parking) may be located outside the park on adjacent Reserve property, in partnership with Reserve Partners.

Efforts are made to minimize development impacts, and mitigation will minimize landscape and visual impacts. Intensive management is provided in this area to ensure resource protection and public safety. Resources could be modified for essential visitor and park operational needs.

#### ***Visitor Experience***

In this developed zone, facilities are convenient and accessible. These areas provide many social experiences, and the probability of encountering other visitors or NPS staff is high.

### ***Appropriate Types of Activities and Facilities***

This zone includes visitor and park operation facilities. Paved paths, roads, parking, and other walkways connecting facilities are appropriate. Passive recreational experiences such as picnicking and non-motorized trail uses occur in this zone.

### **Special Use Zone**

#### ***Resource Condition or Character***

The management focus in this zone is to allow the City of Vancouver to provide for general aviation use at Pearson Field. Cultural and natural resources are modified to support general aviation use. A statutory warranty deed allowed use in this zone in 1972 until 2002. Congress legislatively extended general aviation use of this area until 2022. The NHS staff does not control uses in this zone. Visitors may not be aware that this land is located on federally owned property.

This zone also includes the Burlington Northern Santa Fe Railroad track and berm parallel to State Route 14. Cultural and natural resources are modified to support rail transportation use. Visitors may not be aware that this land is located on federally owned property.

***Visitor Experience***

This zone is dedicated specifically to general aviation by the City of Vancouver and transportation use by Burlington Northern Santa Fe Railroad and is not controlled by NPS staff. The NPS staff is diligent to provide visitor safety information to keep visitors off the active runway and adjacent area. This is accomplished through education, informational signing, fencing, and observation. Visitors are discouraged from crossing the railroad track by the existing elevated railroad berm and signage.

***Appropriate Types of Activities and Facilities***

These types of activities and facilities are not coordinated by the NPS, but park staff will have input and some oversight with what activities and facilities may occur on federal land according to federal law and legislation.

## **Cultural Resource Management**

### **Fort**

The NPS will seek additional public and private funding for the reconstruction of nine additional structures within the fort palisade. Proposed fort buildings and structures for reconstruction include the Sale Shop and New Store (two buildings connected by a walkway), Counting House (also referred to as 1845 New Office), Powder Magazine, Owyhee Church, Priest's House, Iron Store, Wheat Store, and Store (sometimes referred to as Receiving Warehouse or Provision Store).

Each of these structures historically had different functions that provide the visitor with a broader understanding and experience of fort life than is presently available. If additional money is available to reconstruct, interpret, furnish, and operate other structures, then additional buildings or substitute buildings may be reconstructed. (Refer to Figure 3, Fort Structures.)

Some reconstructed buildings will have both external and internal interpretive uses for fort staff and volunteers to convey to the public. The NPS staff proposes that the original function of certain structures be interpreted to the public primarily outside the building, and that inside, space is adaptively used to assist the NHS in resource stewardship and partnership activities. This includes providing space in the reconstructed Sale Shop and New Store for the research and education center, collections storage, park library, and education center, complete with classroom space for school groups. In these instances, the original function of the buildings could be interpreted by recreating the historic interior space or by using other NPS interpretive programs and media.

Any reconstruction or delineation of structures will occur only where archaeological research can demonstrate accurate locations as required by NPS management policies. Additional NPS interpretive and volunteer staff will be necessary to assist the public in an appreciation of the functions that historically occurred in those reconstructed buildings opened for public visitation, and for resource stewardship and educational activities occurring within adapted space.

The existing asphalt pads marking some of the building foundations will carefully be removed. The NPS archaeological staff will monitor the removal on-site. Some of the pads are incorrectly located and not all the building foundations have been marked. It is recommended that some type of corner marker be used to mark all the foundations of unreconstructed buildings.

In addition, historic trails within the fort palisade will be reestablished.

### **Parade Ground**

The cultural landscape of the Parade Ground will be delineated and restored. The NPS staff will consider erecting an historic flagpole and any other historic features that can be documented. In addition, the future use of the Parade Ground for special events will be determined.

### **Authorized Boundary**

If U.S. Army Reserve lands in the east and south barracks within the authorized boundary of the park are determined excess, the protection of historical and archaeological resources in this area will become the responsibility of the NPS. This includes the HBC cemetery.

## **Village and Environs**

Though the village area has been impacted by modern elements on adjacent lands, much remains available for interpretation. Modern structures will be screened as much as possible. The historic landscape including pathways, roads, and fences will be reestablished in much of the Village. Certain historic fields will be reestablished as cover crops, cultivated mechanically or perhaps eventually with oxen.

Reconstruction is proposed for two village residences and associated gardens to evoke the typical scale and use of structures within the Village if appropriate and feasible. The NHS staff could reconstruct William Kaulehelehe's (Kanaka Billy's) residence with furnishings and use audio or other appropriate interpretation to provide a glimpse into nineteenth century living conditions in the Village. A second reconstructed house could serve as an interpretive shelter with exhibits about village life.

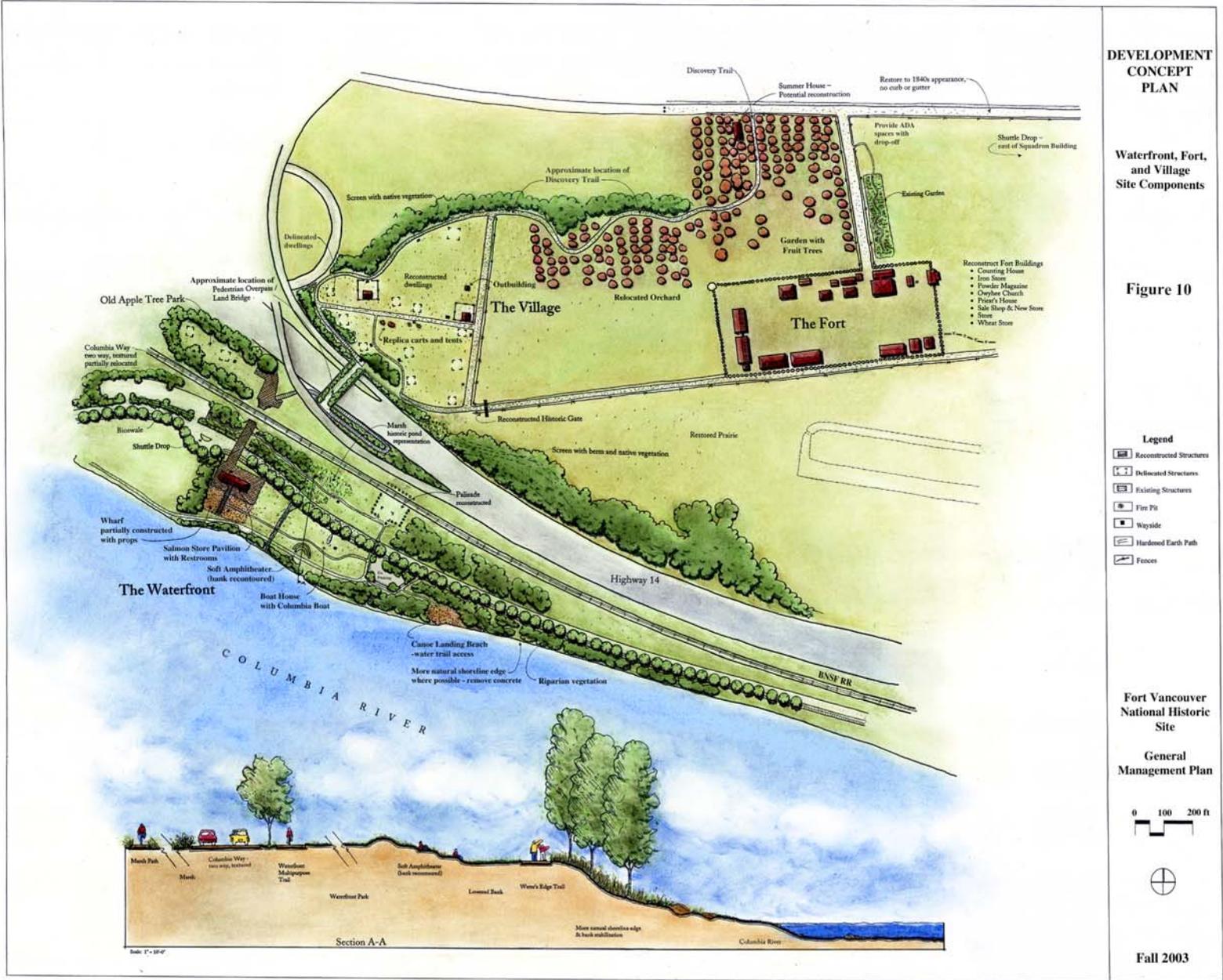
A delineation that silhouettes the exterior dimensions and approximate roofline will occur for several village residences where archaeological research can demonstrate accurate locations. Another option for interpretation could include only delineating the corners of foundations. (See Figure 9, Development Concept Plan and Figure 10, Development Concept Plan, Waterfront, Fort, and Village Site Components.)

New self-guided interpretive media and wayside exhibits will be developed to enhance public understanding of the site. Modern structures, such as Interstate 5, State Route 14, and modern buildings in the south barracks, will be screened as possible through use of native vegetation in order to enhance the village setting and visitor experience. For additional enhancement of the village setting, tents, fire pits, a privy, and various props such as carts, will be added to the scene for interpretive value. The historic village gate leading to the fort palisade has been reconstructed. The historic south gate of the palisade that served as the southwest entrance to the Fort will provide alternative access to the Village. Historic fencing and informational signing will be used to keep the public away from Pearson Field aircraft operations.

Contingent upon the site redevelopment needs of the U.S. Army Reserve, a portion of the orchard northwest of the Fort will be recreated and restored to its original location. Seeds from an original HBC apple tree now located in Old Apple Tree Park will be used as seed source to establish new apple trees in the recreated orchard. The historic pattern of the orchard will be replicated where possible. In addition, the reconstruction of the Summer House may also be possible. A portion of the historic pond will be delineated with vegetation or some other means in both the Village and at the Waterfront.

Historic paths and roads will enhance visitor non-motorized access to the area, along with the establishment of the multi-use Discovery Historic Loop Trail. In coordination with the City of Vancouver, this non-motorized trail will be developed around the western periphery of the site on NPS managed land directly adjacent to U.S. Army property in the south barracks area. The proposed route will link Fort Vancouver and the Vancouver Barracks areas of the Reserve by a proposed land bridge (crossing of Washington State Route 14 and the Burlington Northern Santa Fe Railroad berm) to the interpretive area at the Fort Vancouver Waterfront. The exact location and design of the land bridge has recently been determined. (See Figure 11, Fort Vancouver Landbridge.)





### **Fort Vancouver Waterfront**

In addition to existing passive recreational uses along the NPS-managed portion of the Columbia River waterfront, the importance of the role of the waterfront to Fort Vancouver as the avenue of commerce will be highlighted through new interpretive exhibits, improved public access, and the delineation of historic structures. The Salmon Store will be partially reconstructed as an interpretive shed. Restrooms, a kiosk, and an interpretive area will be included within and around the structure. The adjacent boat shed will be delineated in order to provide the public with an understanding of the spatial relationship. In addition, the wharf will be simulated on land at the location of the historic shoreline and include a Columbia or other appropriate boat to convey the maritime theme of trade and commerce. As space and funding permit, other structures, such as the hospital and palisade, will be delineated along this section of the waterfront and within Old Apple Tree Park with the permission of the City of Vancouver.

A natural bermed amphitheater with seating for 100-150 people will be constructed overlooking the Columbia River to provide space for park interpretive talks and other programs, including space for appropriate community and Reserve Partner activities.

Non-motorized access to the Fort Vancouver Waterfront from the Fort and Vancouver Barracks will be greatly enhanced by a proposed land bridge above State Route 14 and the Burlington Northern Santa Fe Railroad berm. The land bridge will be designed to accommodate both bicycles and pedestrians along with interpretive panels and other devices concerning Fort Vancouver and the Fort Vancouver Waterfront. Vegetation will be used as a transitional element.

To open up as much of the valuable waterfront land to public open space and use as possible, much of the parking will be removed from the waterfront area south of Columbia Way and relocated north between the railroad berm and the road. At grade pedestrian crossings will be established to help provide safe access for visitors from the parking area to the Waterfront. Additionally, a Reserve shuttle bus drop-off and pick-up area will be incorporated into the design of waterfront improvements to assist in moving people to and from the site.

Columbia Way will remain a two-way road, but the surface texture will be changed to help lower speed levels near the historical and interpretive area. In addition, Columbia Way will be partially realigned on the west end of the NHS boundary to allow for more efficient use of the waterfront area. Cooperation with the City of Vancouver will be sought to establish and enforce load limits and to discourage commercial truck traffic from this section of the road. Instead, commercial truck traffic and other through traffic will be encouraged to utilize State Route 14 via the Columbia Way interchange to the east of the site.

### **Research and Education Center**

The research and education center will receive greater emphasis under this alternative. The scale, scope, and location of this function will change. The center will move from the Fur Store to the Sale Shop and New Store when these buildings are reconstructed. The interiors of the buildings will be primarily devoted to center functions. The exterior façades could interpret the original function of the buildings. The new location will provide additional space for the research and education center, and include collections storage, a park library, and an education center. The center will also provide classroom space for school groups.

### **McLoughlin House Unit**

On July 29, 2003, President Bush signed Public Law 108-63, which authorizes the Secretary of the Interior to acquire the McLoughlin House National Historic Site in Oregon City, Oregon for inclusion in Fort Vancouver National Historic Site. This legislation changes the name of the site from the “McLoughlin House National Historic Site” to “McLoughlin House.” It also changes the status of the site from an affiliated unit of the National Park Service, not managed by the NPS, to a unit of Fort Vancouver National Historic Site, managed by the staff at Fort Vancouver National Historic Site. Ownership of the McLoughlin House, the Barclay House, and other associated real property, improvements, and personal property changes from the McLoughlin Memorial Association to the NPS. (See Appendix B for the 2003 McLoughlin House Addition to Fort Vancouver National Historic Site Act.)

Since the land occupied by the McLoughlin and Barclay houses is owned by the City of Oregon City, Oregon, an easement will be donated by Oregon City to the NPS which will provide for NPS maintenance and protection of the site for public use. The McLoughlin Memorial Association will assist the Fort Vancouver NHS superintendent and site manager. Additionally, the Association with their 501(c)(3) nonprofit status will pursue private sector support for educational programming, site preservation, and other activities, which will support and benefit the site. It is intended that some of the proceeds from the sale of the two historic properties to the NPS will be used to establish an endowment fund administered by the McLoughlin Memorial Association Board of Directors working cooperatively with the NPS. The endowment fund will be available to assist in the long-term preservation and public use of the site and the development of various educational programs throughout the community and the Portland/Vancouver metropolitan region.

The NPS proposes the following actions for the site: acquire and catalogue the entire McLoughlin House collections; write and implement a scope of collection statement for the collection; determine collection management needs; determine the maintenance needs of the McLoughlin and Barclay houses; plan, design, and develop any necessary interpretive media; develop a volunteer program; provide for year-round site interpretation for the public; and maintain the grounds surrounding the historic buildings. To address these necessary actions an amendment to this general management plan will be prepared.

Sufficient administrative space for site staff will be secured in the Oregon City area, preferably within the local historic district. Initially, some administrative space could be provided in the Barclay House until other suitable space was secured.



*Asphalt pads within the palisade will be removed and historic building locations noted with corner markers. Additional reconstruction will occur within the fort palisade.*



*The cultural landscape of the Parade Ground will be delineated and restored.*



*A view of the Columbia River showing approximate location of the Fort Vancouver Waterfront interpretive area.*



*The non-historic contact station inside the fort palisade will be removed and eventually housed in a newly reconstructed Owyhee Church.*

## Natural Resource Management

Important habitat for flora and fauna will be maintained. Existing asphalt areas in the Village, remnants of former U.S. Army operations, will be removed or covered and the area restored to historical conditions. The former prairie area south of the fort (approximately 13 acres) will be restored outside the safety zone for Pearson Field. A portion of the historic pond (at both the Village and Waterfront) will be delineated using vegetation. In addition, native plants will be used to screen modern non-historic elements such as the Interstate 5 bridge and State Route 14.

The NPS staff will work with other partners to enhance the natural condition along the Columbia River waterfront, including restoration of the riparian vegetation, where able, and creating a more natural shoreline edge. Existing concrete fill along the riverbank, including the concrete boat ramp in proximity to Canoe Landing Beach, will be removed and natural methods of erosion protection will be utilized. Coordination with other agencies will be required to implement this action.

In cooperation with the U.S. Army Reserve, NPS staff recommends preservation of the existing remnant grove of mature Garry oak trees, also called Oregon white oaks (*Quercus garryana*) within the east barracks of the authorized boundary of the NHS. The NPS staff also encourages the Army Reserve and the City of Vancouver to adapt Integrated Pest Management practices in the east, west, and south barracks.

## Recreational Resource Management

Passive recreation will continue to be enjoyed by visitors within the NHS, including walking, biking, picnicking, and photography.

In coordination with the City of Vancouver, the NPS staff will provide a link for the City's Discovery Historic Loop Trail (Discovery Trail) through the NHS. The proposed route will follow the existing Columbia Waterfront Trail along the river, north through Old Apple Tree Park and over a proposed pedestrian overpass across State Route 14 and the railroad. It will continue along the western edge of the NHS in the Village and will connect to East Fifth Street. The proposed trail will run adjacent to East Fifth Street along the north side of the road past Pearson Air Museum to East Reserve Street where it will split to continue north or eventually turn south to Columbia Shores Drive and the Waterfront. This trail is a non-motorized multi-use trail that is part of the city's urban trail system formed in 1968 to link recreation and historic sites in the city and county.

The trail will be placed above ground level to minimize impacts to natural resources and potential archaeological sites. If lighting the trail becomes necessary, low level photovoltaic lighting will be recommended. The City of Vancouver is conducting an environmental analysis of impacts on the design and construction of the Discovery Historic Loop Trail.

In addition to the historic trails that will be reconstructed within the Village and fort palisade, a non-historic trail will be established linking the visitor center and the Fort. This non-motorized path will provide an alternative to walking down the existing paved street between the visitor center and the Fort.

The park will pursue opportunities to provide recreational and interpretive linkages between the Lower Columbia River Water Trail and Fort Vancouver. The park staff will work with Reserve Partners and other groups to improve Canoe Landing Beach as a Lower Columbia River Trail site. The following ac-

tions will be considered: addition of short term parking for boat loading and off-loading; improvements to the concrete path (meeting ADA standards) from the parking lot to the shore and extending to low tide; removal of concrete boat ramp; potential addition of a locking boat rack; and potential addition of on-river signage.

## **Scenic Resource Management**

Restoration of the historic scene will continue as permitted.

In 2002, four additional T-hangars, another tin hangar structure, and the old metal aviation museum building on the northeast side of the fort palisade were removed from federal land. This is in accordance with an amendment to the 1978 *Fort Vancouver National Historic Site Master Plan* signed September 5, 1995 and will allow for the restoration of the historic foreground view as seen from the fort palisade.

The Discovery Trail surface will be treated with natural sand or other material instead of the exposed concrete surface that has been used by the city for the trail elsewhere. This treatment will help the trail look more rustic and natural, and help it to blend into the historic setting. The design of the lighting fixtures will be coordinated with NHS staff to be historically compatible.

In addition, the restoration of portions of the cultural landscape, reconstruction of additional fort buildings and delineation of several structures at both the Village and at the Waterfront will provide for a more accurate historic scene.

The existing fort temporary parking lot will be removed and the historic fields restored surrounding the Fort. Where appropriate, NHS staff will screen modern elements, particularly along the western edge of the south barracks, the Interstate 5 bridge, and the north edge of State Route 14 within the historic scene through the use of compatible native vegetation.

## **Interpretation, Education, and Outreach**

New exhibits will be produced, designed, and installed in the Vancouver National Historic Reserve visitor center jointly managed by the Reserve Partners including the National Park Service. A new audio-visual program will be designed and produced for showing in the redeveloped visitor center auditorium/theater.

New exhibits, media, and interpretive programs will be developed in conjunction with reconstructed or delineated structures within the Fort, Village, and the Waterfront. Opportunities for self-guided interpretive walks and bicycling tours, enhanced potentially by audio technology, will be explored. Additionally, as funding and staffing permit, opportunities to provide the public with guided interpretive walks by park rangers and volunteer staff will be actively pursued.

Living history interpretation will be increased within the Fort, and provided at the Village and Waterfront through increased permanent and seasonal staff and an increase in park volunteers. Interpretation could include such activities as, HBC farming, stock raising, cooperage, and boat building. This could expand to other areas of the Reserve in cooperation with Reserve Partners. A park volunteer coordinator will be hired to assist the park staff in maintaining and increasing a viable and well-trained volunteer

cadre for Fort Vancouver NHS and at the McLoughlin House Unit in Oregon City. This volunteer coordinator will also be expected to work cooperatively with other Vancouver National Historic Reserve venues in helping to meet volunteer staffing needs. This could include maintenance of the Fort Vancouver garden and encouraging teen and college youth interpretation programs.

The proposed land bridge will be designed to incorporate exhibits that will educate and visually reinforce the interpretive themes both for the visitor crossing on the bridge and by drivers traveling along State Route 14. The land bridge could potentially exhibit art installed on the sides of the bridge for easy viewing.

The NPS staff will provide interpretation to educate visitors about on-site archaeology activity when occurring at the Village or at the Waterfront. The archaeology program at the NHS will be expanded. Archaeology walking tours, curatorial tours of reconstructed buildings, and collection facility tours will be expanded. Programs for children will be enhanced, and NHS staff will offer additional archaeological seminars and events. The archaeology field school jointly conducted by Portland State University and NPS, and perhaps other future partners, will continue to host college students at the NHS and offer a lecture series that the public could attend.

The NPS staff will also provide a walking tour using waysides and NPS interpreters in all areas of Fort Vancouver NHS and adjacent areas within the Reserve.

## **Park Facilities**

### **Fort Vancouver NHS Visitor Center**

The current Fort Vancouver NHS visitor center will become the primary visitor center for the Vancouver National Historic Reserve which is currently located in the O.O. Howard House within the Reserve. This remodeled facility will offer orientation and information to the public about the Reserve. Since the O.O. Howard House is representative of the Army period, the NPS recommends that portions of the first floor of the O.O. Howard House remain available for public use. The upper floor could continue to be used as office space.

Extensive remodeling, including some enlargement of the space configuration within the existing Fort Vancouver visitor center will be anticipated to accommodate new Reserve exhibits. Initial orientation and information about the Reserve will be provided, along with general interpretation about each major venue within the Reserve. The existing auditorium/theater within the visitor center complex will be redesigned to accommodate larger groups. Various media, including films, will be developed and shown in the new theater. These programs will highlight the principal historical themes present in the Reserve. The NHS video will be updated.

More detailed Fort Vancouver NHS interpretation now provided in the current visitor center will be moved to the Fort, Village, Parade Ground, and the Waterfront. Within the palisade the existing non-historic contact station will be removed and the proposed reconstructed Owyhee Church will serve as the initial contact for visitors entering the Fort. Here the visitor will receive general information and orientation about the Fort and learn about HBC religious life. Consideration will be given to relocating the Northwest Interpretive Association sales and education area from the visitor center to a location within the palisade. This will offer visitors to the Fort an opportunity to buy sales items.

### **Administrative Facilities**

Fort Vancouver NHS administrative headquarters and certain other administrative operations in the fort palisades will be relocated to one of four buildings fronting the historic Parade Ground subject to a determination by the Secretary of the Army that space is excess to the needs of the U.S. Army Reserve. Reserve Partners and the Reserve Trust will be encouraged to co-locate their administrative offices to this building. It is expected that this physical relationship will assist the Reserve Partners in numerous ways, while providing Fort Vancouver NHS with the necessary enhancement in the administrative space needed for NHS operations.

Many Mission 66 structures in national parks are now over 50 years old and are eligible for listing on the National Register of Historic Places. A determination of eligibility for the National Register will be made regarding the two Mission 66 buildings presently being used as administrative headquarters and as an employee residence. If determined not eligible for the National Register, these structures will be removed, once administrative and maintenance replacement is secured. The area vacated by the structures will be made available for additional visitor parking and shuttle bus operations connected to the proposed Reserve visitor center. If the structures are determined eligible for the National Register of Historic Places, they could be retained and various adaptive reuse options for the buildings will be considered. Additional parking and shuttle options for shuttle staging will then need to be explored.

### **Maintenance Facilities**

Maintenance facilities will be relocated to another site within the south or east barracks area of the Vancouver Barracks subject to a determination by the Secretary of the Army that space is excess to the needs of the U.S. Army Reserve. Fort Vancouver NHS maintenance staff will explore possibilities to partner with other Reserve Partners in the location and function of maintenance services.

Opportunities should also be explored for the NPS to cooperate with the other non-military Reserve Partners in the maintenance of other areas in the Vancouver National Historic Reserve. This includes former U.S. Army buildings and grounds slated for adaptive reuse by the City of Vancouver. Partnering opportunities may include sign shop, supply and storage, equipment maintenance, mowing and grounds maintenance, road maintenance, and other areas.

A determination of eligibility for the National Register of Historic Places will be made regarding the Mission 66 maintenance shop. If determined not eligible for the National Register, the structure will be removed and the space will be made available for visitor parking and shuttle bus operations connected to the new Reserve visitor center. If the structure is determined eligible for the National Register, the building could be retained and various adaptive reuse options for the building will then be considered.

### **Development Cost Estimates**

The following costs are estimates for implementing the GMP. It is assumed that meeting the long-range development needs of the NHS will not only rely upon federal appropriated funds. A wide variety of other public and private sector funding sources will be sought to assist in implementation efforts over the next 15-20 years. This is underscored in the NPS participation in the Vancouver National Historic Reserve, where Reserve Partners share the vision for the future of Fort Vancouver NHS. As has been evidenced in the past, some development costs assigned to certain actions, such as Fort reconstruction, may prove to be less expensive when donated materials, labor, and other support are forthcoming. Costs are expressed in gross construction dollars and include design, compliance and supplemental services.

<b>Development Action</b>	<b>Total Estimated Costs</b>
<b>Fort Vancouver NHS</b>	
Expand visitor center parking	\$80,000
Remodel existing visitor center	\$1,048,000
Upgrade visitor center exhibits and A/V program upgrades and new theater	\$1,886,000
Relocate and renovate administrative facility in Reserve	\$2,203,000
Relocate and renovate maintenance facility in Reserve	\$900,000
Reconstruct buildings and trails within fort palisade and trails at Parade Ground	\$2,627,000
Relocate portion of orchard	\$240,000
Resurface East Fifth Street	\$300,000
Add interpretive features at Fort, Village, and Waterfront	\$1,200,000
Delineate structures at Village and Waterfront and restore surrounding cultural landscape	\$900,000
Plant screening in village area and along SR 14	\$180,000
Restore prairie south of Fort	\$120,000
Realign portion of Columbia Way*	TBD
Reconfigure parking on Waterfront *	TBD
Implement shoreline improvements	\$240,000
<b>Estimated Total Costs</b>	<b>\$11,924,000</b>

\* *FHLP (Federal Highways Lands Program) funded project. Preliminary site design/cost estimates not completed.*

These costs are based upon general class “C” estimates of site development. These estimates are not intended to be used for budgetary purposes. Prior to submitting funding requests for the design and construction phases, class “B” estimates are required, based upon detailed site design that will provide decisions about facility size and cost. Costs are expressed in 2002 dollars and phased over 15-20 years.

<b>Development Action</b>	<b>Total Estimated Costs</b>
<b>McLoughlin House Unit</b>	
Restore McLoughlin and Barclay houses	\$1,560,000
Develop interpretive program for site	\$360,000
Preserve site collections	\$120,000
Enhance parking adjacent to site	\$120,000
<b>Estimated Total Costs</b>	<b>\$2,160,000</b>

The NPS proposes the following actions for the site: access and catalogue the entire McLoughlin House collections; write and implement a scope of collection statement for the collection; determine collection management needs; determine the maintenance needs of the McLoughlin and Barclay houses; plan, design, and develop any necessary interpretive media; develop a volunteer program; provide for year-round site interpretation for the public; and maintain the grounds surrounding the historic buildings. To address these necessary actions an amendment to this general management plan will be prepared.

Sufficient administrative space for site staff will be secured in the Oregon City area, preferably within the local historic district. Initially, some administrative space will be provided in the Barclay House until other suitable space is secured. (See Figure 12, McLoughlin House Unit Site Plan.)

## Park Operations

### Staffing

The NHS will need a total of 28 authorized FTE staff and an average of 29 staff (permanent, seasonal/term positions) during the course of any one fiscal year. The GMP calls for a total of 6 FTE over existing authorized levels and will add 5 permanent positions and 7 seasonal workers to the staff over the existing staff level. In addition, a total of 6 FTE will be assigned to staff the McLoughlin House Unit. An additional 10 FTE will be needed to support the interpretive and resource management needs of the broader Vancouver National Historic Reserve.

**Proposed Staffing for Fort Vancouver National Historic Site**

Administration	Maintenance	Interpretation	Resource Management	Total	FTE
4 Permanent	6 Permanent	7 Permanent	5 Permanent	22	
0 Seasonal	4 Seasonal	3 Seasonal	0 Seasonal	7	
4 Total	10 Total	10 Total	5 Total	29	28

**Proposed Staffing for NPS Operations within Vancouver National Historic Reserve**

Administration	Maintenance	Interpretation	Resource Management	Total	FTE
1 Permanent	0 Permanent	7 Permanent	2 Permanent	10	
0 Seasonal	4 Seasonal	1 Seasonal	0 Seasonal	5	
1 Total	4 Total	8 Total	2 Total	15	10

**Proposed Staffing for NPS Operations at the McLoughlin House Unit**

Administration	Maintenance	Interpretation	Resource Management	Total	FTE
2 Permanent	1 Permanent	2 Permanent	2 Permanent	5	
0 Seasonal	1 Seasonal	1 Seasonal	0 Seasonal	2	
2 Total	2 Total	3 Total	2 Total	7	6

Legislation recently passed in Congress established the McLoughlin House as a unit of Fort Vancouver National Historic Site. Additional staffing is required to adequately provide support for site administration, maintenance, interpretation, and resource management. Estimated operating costs to implement this alternative need to increase accordingly.

### **Fees**

Fee collection will continue. There is a fee for entering the Fort at the NHS between the months of May and September. Fees are collected at the contact station inside the fort palisade and there are no charges for school or other educational groups. On August 25, NPS Founder's Day, the Fort is free to all visitors. Also, there is no fee charged for entering the visitor center.

Some fee income is retained at the park and has been used for park programs. At present the park is participating in the NPS Fee Demonstration Program.

In cooperation with the Reserve Partners, the NPS will work toward the development of a "heritage pass" or other similar program. Under this concept, visitors could obtain a single pass and pay one fee to gain entrance to multiple Reserve venues. This could include a single pass for entrance to Fort Vancouver, the Pearson Air Museum, the Water Resources Education Center, a potential U.S. Army museum in the O.O. Howard House, and other public and private nonprofit venues within the Reserve that may be developed.

### **Park Hours and Seasons of Operation**

The visitor center and the fort palisade at the NHS are open the following hours and seasons:

- 9 a.m. to 5 p.m. during the summer season
- 9 a.m. to 5 p.m. during the fall and spring seasons
- 10 a.m. to 4 p.m. during the winter season

These hours may be subject to change. Visitors will be allowed to remain at the park outside the Fort and visitor center until dusk.

## **Parking, Access, and Circulation**

### **Fort Vancouver Visitor Center Parking**

The existing Fort Vancouver visitor center will serve as the joint visitor center for the Reserve. Actions will be taken to enlarge the existing parking lot for additional parking (an additional 28 parking spaces and 3 pull-throughs) and shuttle bus operations. To accomplish this, the existing Mission 66 architectural style maintenance shop, employee residence, and administrative headquarters building will be removed. If these structures are determined eligible for the National Register of Historic Places various adaptive reuse options for the buildings will be considered and visitor parking will be retained in its current location. (See Figure 13, Circulation Plan.)

### **Fort Visitor Parking**

The temporary gravel parking area adjacent to the Fort off East Fifth Street will be eliminated, and a new parking area (minimum 30 parking spaces) constructed within the south or east barracks contingent upon coordination and agreement with the U.S. Army. Opportunities to partner with the U.S. Army Reserve will be fully explored to allow for joint use of the Reserve parking area by park visitors and U.S. Army Reserve personnel on drill weekends. (Usually two to three weekends per month are involved with Army Reserve activity.) To meet the needs of the elderly and for persons with disabilities, two or three accessible parking spaces will be retained in the temporary parking lot, along with a bus drop-off and loading area. The remainder of the existing parking area will be fully restored as part of the cultural landscape of the fort environs, including agricultural fields that historically occupied the area.

### **East Fifth Street**

East Fifth Street will remain open to general vehicular traffic. In full cooperation with the City of Vancouver, concrete curbing and sidewalks will be removed between the entrance to the Pearson Air Museum administrative offices and a point east of Fort Vancouver Way in proximity to the Fort Vancouver orchard. The street will be narrowed to a two-lane width, and the current pavement surface changed to a hard pavement surface texture evocative of the nineteenth century HBC period. Potentially a rolled crushed stone, soil cement, or treatment similar to the historic appearance will be considered. A shuttle stop will be established near the Pearson Air Museum entrance. The area in front of the Fort could allow for consideration of horse-drawn wagons or other interpretive uses on the road.

Development of a segment of the Discovery Historic Loop Trail will occur along the north side of East Fifth Street through this section.

### **Fort Vancouver Waterfront Parking**

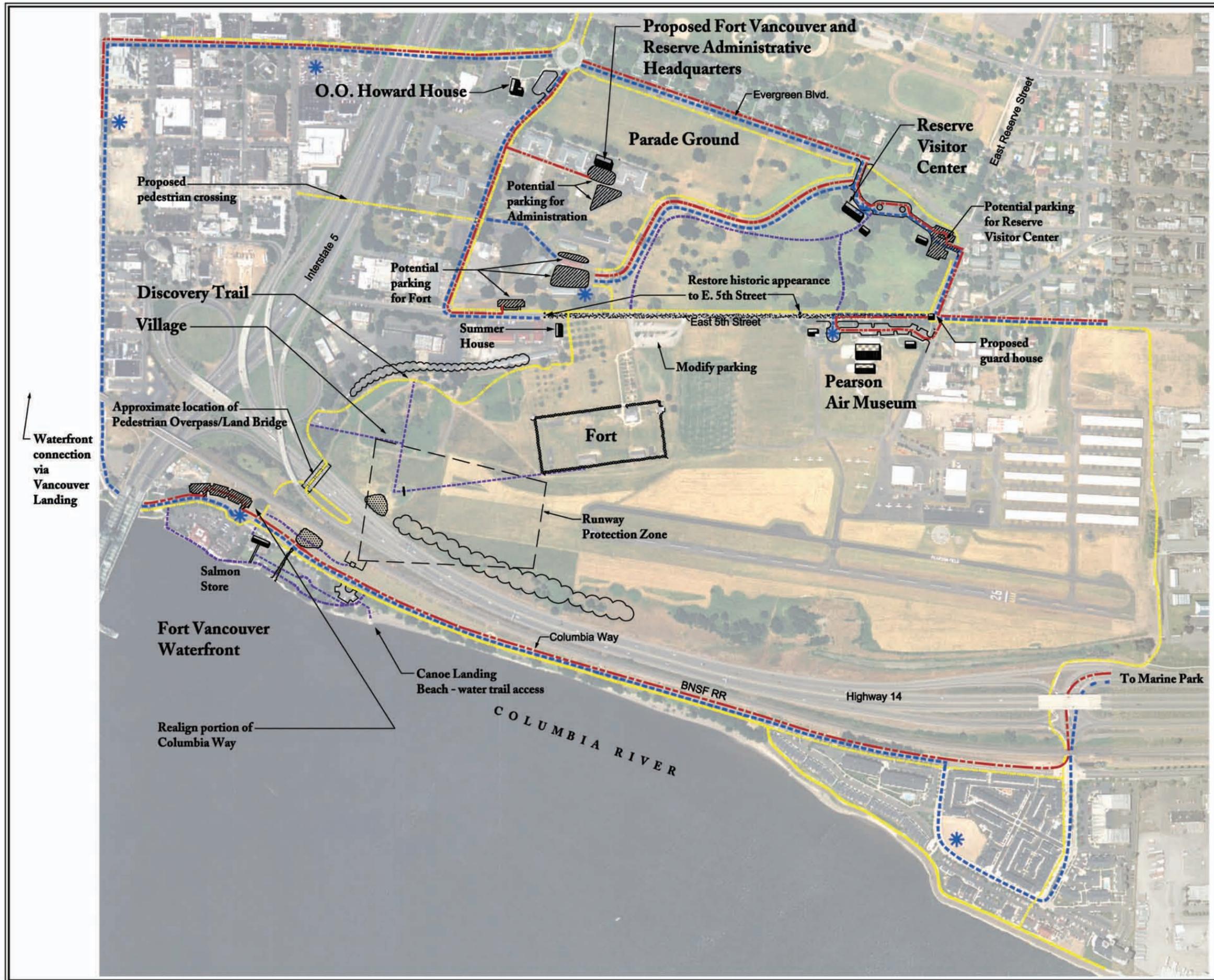
Two of the three existing parking lots will be removed. The small parking lot with 16 parking spaces adjacent to Canoe Landing Beach will be retained. Designation for short-term parking will be considered for loading and off-loading hand-carried non-motorized boats. One new lot (approximately 60 parking spaces) west of the proposed Salmon Store will be constructed adjacent to the railroad berm. This will result in approximately 10 additional parking spaces. Also, a shuttle stop will be integrated west of the Salmon Store.

### **Vancouver National Historic Reserve Shuttle System**

As described in the *Vancouver National Historic Reserve Cooperative Management Plan* a shuttle system is recommended to assist in moving visitors throughout the various venues within the Reserve. Implementation of this system is an important component of the overall visitor experience to the NHS and provides a fuel-efficient and reliable alternative to the use of private vehicles to access various portions of the park. It is recommended that park staff coordinate with C-TRAN and the City of Vancouver in the establishment of this system. It is further recommended that use of energy efficient alternative fuel vehicles be fully explored for the shuttle system.

### **Carrying Capacity**

The present carrying capacity of the NHS is defined as the maximum numbers of people allowed in the visitor center, the maximum number of cars at the five parking lots, and the optimum number of visitors within the fort palisade.



**CIRCULATION PLAN**

- Pedestrian Circulation
- Multi-purpose Circulation
- Vehicle Circulation
- - - Possible Shuttle Route
- Parking
- Potential Parking
- Potential Shuttle Stop
- Soft or Textured Road Surfacing

**Fort Vancouver National Historic Site**

Figure 11

**General Management Plan**



The current maximum use is as follows:

- Capacity of the redesigned auditorium: 125 visitors
- Capacity of the redesigned visitor center: 250 visitors
- Enlarged Fort Vancouver visitor center parking lot: 71 cars (28 additional spaces), 3 buses/RV spaces
- New parking area replacing existing fort parking lot: approximately 30 spaces (2 for persons with disabilities) with additional parking in south and/or east barracks.
- New Fort Vancouver Waterfront parking: 60 cars (2 for persons with disabilities)
- Existing Canoe Landing Beach parking: 16 cars
- Picnic area capacity: 7 tables under shelter (with adjacent playground)
- Reconstructed buildings within the Fort: tours are limited to approximately 15-25 people depending upon individual buildings

Parking is not expected to be a problem at the Village and along the Waterfront due to the underutilized nature of these two areas. However, crowding could present a problem on certain visitation days within the fort palisade or at the visitor center. When this occurs, people will be encouraged to take public transportation, a self-guided tour, take a later tour, visit other venues such as Pearson Air Museum, or return at a later date.

The proposed Reserve shuttle system could bring more people from downtown to surrounding venues within the NHS and Reserve. If one area of the Reserve is busy, visitors have the ability to catch the shuttle and go to another venue. The system will also lessen the need for on-site parking at the visitor center and at the Fort.



*The visitor center parking lot will be enlarged and reconfigured. Staging for Reserve shuttle operations will occur here.*



*A trail will be constructed from the visitor center to the Fort as a safer alternative to walking down the road.*



*The City's Discovery Historic Loop Trail will continue through the national historic site with minor compatible design changes.*



*One of the buildings in the east barracks fronting the Parade Ground will become the joint NPS/Reserve administration building.*



*East Fifth Street will remain open to all motorized traffic and the street narrowed. The pavement surface will be changed to a hard pavement texture evocative of the nineteenth century HBC period. A shuttle stop will be established near the Pearson Air Museum entrance.*



*A gatehouse (similar to this one) will be established on East Fifth Street near Pearson Air Museum.*



*The fort's temporary parking lot will be removed and the historic fields restored. The two metal museum buildings and four T-hangars (in background) have been removed.*



*Shared parking will be recommended between the U.S. Army Reserve and the NHS in the south and east barracks area.*



*The south ramp of the proposed land bridge will terminate at a plaza with a gate leading to Old Apple Tree Park.*



*Parking at the Waterfront will be moved adjacent to the railroad berm to allow for more interpretive and visitor use space along the river shoreline.*

## Park Boundary and Land Protection

Within the authorized boundary, the NPS recommends that the south and east barracks remain in federal ownership. The Secretary of the Army will administratively transfer any property declared excess by the U.S. Army to the Secretary of the Interior. Receiving these lands means that some important HBC cultural sites, like the HBC cemetery, will be protected and interpreted by NPS.

## Opportunities for Regional Cooperation and Partnerships

As mentioned in the *Vancouver National Historic Reserve Cooperative Management Plan*, a portion of the Vancouver Barracks could function as a center to provide educational opportunities involving historical research, events, seminars, and educational institutes. The focus of this center is on the time period of the Reserve and the “One Place Across Time” theme. The Fort Vancouver NHS research and education center’s emphasis on HBC and the early U.S. Army period will enable the NPS to provide speakers, research, and other expertise into the broader based Reserve center. Partnership opportunities will be fully explored with the City of Vancouver, the Reserve Trust, and others.

Both current and enhanced research functions within the fort palisade will be expected to network with other historical archaeological sites throughout the Pacific Northwest and North America, providing significant partnering opportunities. In conjunction with the City of Vancouver and the day-to-day property management entity for the Vancouver Barracks, some existing housing within the barracks area could potentially provide housing for researchers, visiting archaeologists, and students.

The use of the national historic site in promoting the NPS Parks as Classrooms program to elementary to high school students could promote a better understanding of the area’s geography, the science of archaeology, and Pacific Northwest history. This could be expanded to college and graduate level students throughout the greater Portland/Vancouver metropolitan region. Emphasized subjects could include the following: the history of Fort Vancouver and Hudson’s Bay Company in the Northwest, early pioneer settlement of the Oregon Territory, the establishment of U.S. Army presence in the Pacific Northwest at the Vancouver Barracks, the World War I Spruce Mill, the Civilian Conservation Corps complex, and the science of archaeology.

Through active involvement and coordination with our Reserve Partners and the Reserve Trust, the wealth of educational opportunities at other venues through the “One Place Across Time” theme will be encouraged and explored. This will include other Reserve venues such as the Pearson Air Museum, the Water Resources Education Center, Marine Park, and the former World War II Kaiser Shipyards. The Parks as Classrooms concept could be extended to these other venues.

During summer months, “history camps” for kids could be established with the Vancouver Barracks to immerse elementary and junior high school students in local history.

In addition to elementary through high school student educational opportunities, Fort Vancouver NHS staff and volunteers have seemingly limitless opportunities to become involved in other Reserve activities related to education and interpretation. These include involvement with programs such as Elderhostel, expanded curriculum of area colleges and universities, and post-graduate studies in history, archaeology, anthropology, and other social sciences. These and other programs offer a wealth of opportunity to share and learn about the rich history of the Vancouver area and the Pacific Northwest.

All of these potential staff and program partnership opportunities seek to reinforce the important relationship among the Reserve Partners and the Reserve Trust in positively engaging the various education and research aspects of the Vancouver National Historic Reserve.

Through joint marketing approaches, significant opportunities exist to acquaint the traveling public, along with residents of the Portland-Vancouver Metropolitan Area, with the numerous opportunities that exist at Fort Vancouver NHS and throughout the Reserve.

The NPS will participate with the Center for Columbia River History to provide historical research and develop historical and informational materials. In addition, the NPS will partner with local institutions, including colleges and universities, to develop archaeology field schools and other educational initiatives.

The NPS, in cooperation with the Association for Washington Archaeology (AWA), will provide training on the use of ARPA (Archaeological Resources Protection Act) and state cultural resources law as a technique in local and federal law enforcement. Curricula developed by AWA and NPS will be used to train county and city law enforcement officers and prosecutors in the state of Washington on cultural resources laws and techniques of enforcement. Programs could also be developed through the Oregon Archaeological Society or the Association of Oregon Archaeologists for Oregon law enforcement personnel.

## **Action Plan Items**

The following actions will have to occur to implement all of the GMP. Some of these items will require additional special project funding or increases to the operating base to accomplish them:

- Develop baseline inventory for plant and animal species.
- Develop space allocation plan for staff (space and equipment).
- Revise historic furnishing plans for the existing fort buildings.
- Develop maintenance facility study (storage, location, partnering).

## **Actions Requiring Cooperation with Reserve Partners**

There are certain actions proposed that will occur both at the NHS and off-site on property managed by the Reserve Partners. Those instances where cooperation and discussion need to occur between the NHS and the Reserve Partners are listed below.

### **Education/Assistance**

- In coordination with the Reserve Partners, NPS staff could utilize the barracks for educational programming directed at educational purposes, including classrooms, offices, and auditorium, meeting and field laboratory space, and lodging.
- In coordination with the Reserve Partners, and a determination of excess need by the Secretary of the Army, NPS staff could utilize portions of the south and east barracks for administrative offices and maintenance facilities.
- The NPS with support from the Reserve Partners will provide ongoing collaborative training and workshops for Reserve staff and interns.

### **Transportation/Parking**

- The Reserve Partners will be encouraged to use a shuttle system (public transportation loop) to move people around to various sites within the Reserve.
- The NPS staff will work with the City and other Reserve Partners to reroute a minor portion of Columbia Way around the NPS interpretive area east of the Interstate 5 bridge.
- The NPS and Reserve Partners will integrate parking and transportation planning for the entire Reserve, including the potential for shared parking at the south and east barracks to serve visitors at the Fort and U.S. Army Reserve activities.
- The Reserve Partners will be encouraged to explore the possibility of traffic calming devices along Evergreen Boulevard.
- Downtown public parking for a shuttle system will be recommended and considered by Reserve Partners.
- The NPS staff will work collaboratively with the City of Vancouver, FAA, and others to promote the safety and efficient operation of Pearson Field as a general aviation airport facility while continuing to implement the preservation and public use activities of Fort Vancouver National Historic Site. These include both ongoing operations and those called for as part of the Proposed Action of this plan.

### **Law Enforcement**

- The NPS staff and Reserve Partners will work together to coordinate law enforcement and security issues throughout the Reserve. This includes potential for locating the City of Vancouver Mounted Horse Patrol within the park or Reserve. This could include space within a reconstructed structure within the park or locating a suitable site within the Vancouver Barracks.

### **Design**

- The NPS will work with the Reserve Partners to standardize modern design features for signs, roads, and trails. This could involve examining signing for the entire Reserve and include regional signing to highways Interstate 5, Interstate 205, and other road networks. In addition, directional signing will be provided to visitors that fly into the Reserve from Pearson Field.

### **Resources**

- The NPS staff will work with the U.S. Army for the administrative conveyance of excess Army property in the east and south barracks area to the Secretary of the Interior to be managed by the NPS as part of Fort Vancouver NHS.
- The NPS will help develop historic design guidelines appropriate for the Reserve aided by the cultural landscape report including lighting, trails, and signs.
- As part of the lead responsibility in cultural resources for Vancouver National Historic Reserve, NPS staff will assist with cultural resource preservation and management for Pearson Air Museum as requested and desired, as well as other areas within the Reserve.
- The NPS staff will provide assistance on Reserve wetland issues.

### **Maintenance**

- The NPS staff will seek to consolidate maintenance policies, and operations where warranted, among Reserve Partners.

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# List of Preparers and Cooperating Entities



*Oregon City on the Willamette River*  
Oil on canvas by John Mix Stanley, ca. 1850-1852  
Courtesy of Amon Carter Museum, Fort Worth, Texas



# List of Preparers and Cooperating Entities

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Mr. John Williams

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# Appendices



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North American Boundary Commission  
Courtesy of National Archives of Canada, Ottawa, Ontario



# Appendices

*Appendix A: Fort Vancouver National Historic Site Legislation*

*Appendix B: Record of Decision*

*Appendix C: Acronyms*

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# Appendix A: Fort Vancouver National Historic Site Legislation



## 10. Fort Vancouver National Historic Site

	Page
Establishment as national monument; transfer of lands by War Assets Administration and Secretary of the Army to Secretary of the Interior authorized-----Act of June 19, 1948	355
Boundaries revised and monument redesignated "Fort Vancouver National Historic Site"-----Act of June 30, 1961	350

**An Act To provide for the establishment of the Fort Vancouver National Monument, in the State of Washington, to include the site of the old Hudson's Bay Company stockade, and for other purposes, approved June 19, 1948 (62 Stat. 532)**

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That, for the purpose of establishing a Federal area of national historical importance for the benefit of the people of the United States, to be known as the "Fort Vancouver National Monument", the Administrator of the War Assets Administration and the Secretary of the Army are authorized to transfer to the Secretary of the Interior, without exchange of funds, administrative jurisdiction over such federally owned lands and other property, real or personal, under their jurisdiction, including the site of the old Hudson's Bay Company stockade in the State of Washington, as they shall find to be surplus to the needs of their respective agencies, such properties to be selected, with their approval, by the Secretary of the Interior for inclusion within the national monument. (16 U.S.C. § 450ff.)

Ft. Vancouver  
National Monu-  
ment, Wash.

**SEC. 2.** The total area of the national monument as established or as enlarged by transfers pursuant to this Act shall not exceed ninety acres. Establishment of the monument shall be effective, upon publication in the Federal Register of notice of such establishment, following the transfer to the Secretary of the Interior of administrative jurisdiction over such lands as the Secretary of the Interior shall deem to be sufficient for purposes of establishing the national monument. Additional lands may be added to the monument in accordance with the procedure prescribed in section 1 hereof, governing surplus properties, or by donation, subject to the maximum acreage limitation prescribed by this Act, upon publication of notice thereof in the Federal Register. (16 U.S.C. § 450ff-1.)

Total area.

Additional  
lands.

**SEC. 3.** The administration, protection, and development of the aforesaid national monument shall be exercised under the direction of the Secretary of the Interior by the National Park Service, subject to the provisions of the Act of August 25, 1916 (39 Stat. 535), entitled "An Act to establish a National Park Service, and for other purposes", as amended. (16 U.S.C. § 450ff-2.)

Administra-  
tion, etc.

16 U.S.C.  
§ 1-4, 22, 43.

356 IX. NATIONAL HISTORIC SITES—FORT VANCOUVER

**An Act To revise the boundaries and to change the name of Fort Vancouver National Monument, in the State of Washington, and for other purposes, approved June 30, 1961 (75 Stat. 196)**

**Fort Vancouver National Monument, Wash.**

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That, for the purpose of preserving certain historic properties associated with the Fort Vancouver National Monument, established pursuant to the Act of June 19, 1948, chapter 546 (62 Stat. 532; 16 U.S.C. 450ff-2), the Secretary of the Interior may revise the boundaries of the monument to include therein not more than one hundred and thirty additional acres of land adjacent to, contiguous to, or in the vicinity of the existing monument. (16 U.S.C. § 450ff-3.)

**Land acquisition.**

SEC. 2. The Secretary of the Interior may acquire in such manner as he may consider to be in the public interest the non-Federal lands and interests in lands within the revised boundaries. (16 U.S.C. § 450ff-4.)

**Transfer authority.**

SEC. 3. The heads of executive departments may transfer to the Secretary of the Interior, without exchange of funds, administrative jurisdiction over such federally owned lands and other property under their administrative jurisdictions within the revised boundary as may become excess to the needs of their respective agencies for inclusion in the Fort Vancouver National Monument. (16 U.S.C. § 450ff-5.)

**Redesignation.**

SEC. 4. Fort Vancouver National Monument is redesignated Fort Vancouver National Historic Site. (16 U.S.C. § 450ff-6.)

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# Appendix B: Record of Decision



**UNITED STATES DEPARTMENT OF THE INTERIOR**  
**NATIONAL PARK SERVICE**  
**FINAL ENVIRONMENTAL IMPACT STATEMENT / GENERAL MANAGEMENT PLAN**  
**FORT VANCOUVER NATIONAL HISTORIC SITE**  
**CLARK COUNTY, WASHINGTON**  
**RECORD OF DECISION**

**INTRODUCTION**

Pursuant to 102 (2)(C) of the National Environmental Policy Act of 1969, Public Law 91-190 (as amended), and the regulations promulgated by the Council on Environmental Quality (40 CFR 1505.2), the Department of the Interior, National Park Service, has prepared the following Record of Decision on the Fort Vancouver National Historic Site (NHS) Final General Management Plan/Environmental Impact Statement (GMP/EIS).

This document is a concise statement of the decisions that were made, the alternatives considered (including identification of the environmentally preferred alternative), the basis for the decision, and the mitigating measures developed in order to avoid or minimize environmental impacts. It also provides background information on the project and the public involvement process that was used to develop and refine the proposed plan and alternatives.

**DECISION**

The National Park Service will replace the 1978 *Fort Vancouver National Historic Site General Management Plan* with the Proposed Action (Alternative B) contained in the *Fort Vancouver National Historic Site Final General Management Plan/Environmental Impact Statement* dated October 2003. The Fort Vancouver National Historic Site Draft EIS was issued on November 2002 for a 60-day public comment period, and the Final EIS was released in January 2004.

**LEGISLATIVE BACKGROUND**

**Establishment of Fort Vancouver National Historic Site**

Fort Vancouver National Monument was established on June 19, 1948 “to preserve as a national monument the site of the original Hudson’s Bay stockade (of Fort Vancouver) and sufficient surrounding land to preserve the historical features of the area” for “the benefit of the people of the United States” (62 Stat. 532 and the Senate Report on the legislation). The Department of the Interior report on the legislation further stated that the lands so dedicated should fulfill “two

essential requirements—the preservation of the historic stockade...and the preservation of the historic parade ground of the later United States Army Post.” In addition, the total area of the national monument was not to exceed 90 acres.

To improve the conditions for achieving the legislative requirements of the park, Congress passed an act June 30, 1961 (75 Stat.196), enlarging the boundaries of Fort Vancouver and designating the national monument as a national historic site. Congress also allowed for a revision of the boundaries of the monument to include an additional 130 acres of land “adjacent to, contiguous to, or in the vicinity of the existing monument”.

There are approximately 209 acres within the authorized Fort Vancouver National Historic Site boundary. The National Park Service (NPS) manages approximately 165 acres of this area and the U.S. Army, City of Vancouver, and Washington State manage the remainder of lands.

The authorized boundaries of Fort Vancouver NHS contain parcels obtained either by fee simple transactions or through federal property surplus actions. Some parcels are still part of the U.S. Army’s Vancouver Barracks operations and may be available only if the Department of the Army determines that the parcels are “excess to their needs.” This determination relates specifically to properties within what is referred to as the east and south barracks (note: the names “east barracks” and “south barracks” are used in this document to refer to properties located in the east or south portions of Vancouver Barracks within the authorized NHS boundary. The east barracks area includes that portion of Vancouver Barracks east of Fort Vancouver Way. The south barracks includes the area south of East Fifth Street.)

#### **Establishment of McLoughlin House National Historic Site**

On February 19, 1941, the John McLoughlin and Barclay houses in Oregon City, Oregon became a national historic site administered by the McLoughlin Memorial Association (Association) as an affiliated unit of the National Park System under a cooperative agreement with the Secretary of the Interior. The agreement required the Secretary to regulate the way that the Association maintained the historic character of the McLoughlin House and to provide planning and technical advisory assistance as requested and possible within existing appropriations limits.

In January 1966, the Fort Vancouver NHS officially took over responsibilities from the former NPS Portland, Oregon office including the annual inspection of the McLoughlin House. The amount of assistance by NHS staff has varied over the years. The City of Oregon City owns the land where the McLoughlin and Barclay houses are situated and is a “Charter Park”. As a Charter Park, the City of Oregon City must maintain title to the land.

#### **Establishment of McLoughlin House Unit**

On May 15, 2001, and during the GMP planning process, the citizens of Oregon City, Oregon voted to transfer the McLoughlin House National Historic Site from the city to the NPS via an

easement donation if authorized by Congress.

On July 29, 2003, President Bush signed Public Law 108-63 (known as H.R. 733), which authorizes the Secretary of the Interior to acquire the McLoughlin House National Historic Site in Oregon City, Oregon for inclusion in Fort Vancouver National Historic Site. This legislation changes the name of the site from the “McLoughlin House National Historic Site” to “McLoughlin House.” It also changes the status of the site from an affiliated unit of the National Park Service, not managed by the NPS, to a unit of Fort Vancouver National Historic Site, managed by the staff at Fort Vancouver National Historic Site. Ownership of the McLoughlin House, the Barclay House, and other associated real property, improvements, and personal property, changes from the McLoughlin Memorial Association to the NPS.

Under the terms of agreement, the McLoughlin Memorial Association will sell the McLoughlin and Barclay houses to the NPS to allow for direct NPS management and maintenance of the structures. A NPS site manager and staff will administer the site and provide various enhancements, and support for a volunteer cadre to assist the NPS in site operation will be pursued. The Association will assist the Fort Vancouver National Historic Site superintendent and site manager. Additionally, the Association through their nonprofit status will continue to pursue private sector support for educational programming, site preservation, and other activities. It is intended that some of the proceeds from the sale of the two historic properties to the NPS will be used to establish an endowment fund administered by the Association’s Board of Directors. The endowment fund will be available to assist in the long-term preservation and public use of the site and the development of various education programs throughout the community and the Portland/Vancouver metropolitan region.

## **ACTIONS AFFECTING FORT VANCOUVER NHS AFTER ENABLING LEGISLATION**

### **History of Reconstruction at Fort Vancouver NHS**

The National Park Service’s *Management Policies 2001* reaffirm a long-standing position on the practice of reconstruction within National Park Service sites. The policies (Reconstruction of Obliterated Landscapes 5.3.5.2.4) state:

No matter how well conceived or executed, reconstructions are contemporary interpretations of the past, rather than authentic survivals from it. The National Park Service will not reconstruct an obliterated cultural landscape unless:

- There is no alternative that would accomplish the park’s interpretive mission;
- Sufficient data exist to enable its accurate reconstruction, based on the duplication of historic features substantiated by documentary or physical evidence, rather than on conjectural designs or features from other landscapes;

- Reconstruction will occur in the original location;
- The disturbance or loss of significant archaeological resources is minimized and mitigated by data recovery; and
- Reconstruction is approved by the Director. (National Park Service 2001: p.56)

The decision to reconstruct the stockade and key buildings at Fort Vancouver was made after years of discussion within the NPS and with public and private supporters of the National Historic Site. The discussion began with the earliest efforts by public groups in the years between 1915 and 1948 to establish a monument or memorial and reconstruct the stockade. It was complicated by conflicting land uses, including the presence of Pearson Field and its aviation easement that extended over the stockade site, limiting possibilities for both reconstruction and safe visitation. At the dedication of the monument in 1955, Secretary of the Interior Douglas McKay, a descendant of Hudson's Bay Company employees, made it clear that:

...the reconstruction of the stockade and buildings is not favored. We would like to replant the orchard, fence in the fields and re-establish the old wagon roads now forgotten [but] the National Park Service does not favor reconstruction of historic structures, particularly when most or all evidence of the original building has disappeared (Merritt 1993: p.28).

In the earliest NPS planning for the site, Fort Vancouver was considered primarily as an archaeological site. The focus was on further archaeological investigations and a museum perched on the bench above the Fort that would utilize artifacts recovered from the site to interpret the Hudson's Bay Company era. The local community, however, continued to lobby for reconstruction, initially by supporting the re-designation of the monument as a national historic site. Such a designation, it was believed, would encourage NPS to interpret and develop the area under the authorities of the Historic Sites Act of 1935.

Ultimately, Congressional action determined that the reconstruction of the stockade and key structures would proceed. In 1965, with the concurrence of NPS Director Hartzog, Congresswoman Julia Butler Hansen arranged for an appropriation of \$83,000 to reconstruct a portion of the stockade. In subsequent years, through the efforts of Congresswoman Hansen, Congress funded an extensive program of archaeological research, excavation, and reconstruction. National Park Service planning for the Fort, beginning with the *Master Plan for Preservation and Use of Fort Vancouver National Monument, Mission 66 Edition*, reversed the initial course and cautiously endorsed reconstruction based on sound research and archaeological investigations and a clear identification of any resultant structures as "replicas." The 1969 *Master Plan* prepared by the park outlined reconstruction of the stockade, key structures to support "living history" interpretation (a keen interest of Director Hartzog), fields, pasture, and the "original surrounding forest environment." The most recent *Master Plan*, published in 1978 and scheduled for replacement by this general management plan, reaffirmed reconstruction as a priority, outlining a five-phase reconstruction program.

All future reconstruction at Fort Vancouver will continue to adhere strictly to the historical and archaeological research requirements of NPS *Management Policies 2001*, as cited above. The park will continue to work with qualified professionals, as well as build its own professional capabilities, to support these requirements. Guidelines will be developed to identify, justify, and prioritize future reconstructions, based on research, educational, and interpretive goals.

### **Pearson Field**

When the Hudson's Bay Company departed Vancouver in 1860, the U.S. Army assumed management of the properties within the boundaries of the Vancouver Barracks Military Reservation. During the early decades of the 20<sup>th</sup> century, the open fields of Vancouver Barracks were the site of a number of early experimental flights by both civilian and military aviation enthusiasts. In 1925, Pearson Field was formally dedicated within Vancouver Barracks and functioned as an Army Air Corps station during the interwar period between World War I and World War II. Shortly after World War II, the NPS received the site of the Fort and Parade Ground and the city received the airfield for the purpose of aviation operations from the War Assets Administration.

In 1972, the City of Vancouver sold the western portion of the airfield (approximately 72 acres) to the NPS but reserved a 30-year "use and occupancy" of the property allowing for continued operations of the airport until 2002 and development of a new airfield facility at another county location. The Fort Vancouver National Historic Site master plan proposed to reestablish the historic HBC scene in this area after the airfield ceased operation.

In 1996, Congress extended city use of the airfield until 2022. During this extension period general aviation uses may continue subject to FAA approval. After 2022, the focus will be on operations of historic aircraft. Related portions of Public Law 104-134 and a Memorandum of Agreement between the NPS and the city cite the following conditions:

#### **Public Law 104-134**

Sec. 334. The National Park Service, in accordance with the Memorandum of Agreement between the United States National Park Service and the City of Vancouver dated November 4, 1994, shall permit general aviation on its portion of Pearson Field in Vancouver, Washington until the year 2022, during which time a plan and method for transitioning from general aviation aircraft to historic shall be completed; such transition to be accomplished by that date. This action shall not be construed to limit the authority of the Federal Aviation Administration over air traffic control or aviation activities at Pearson Field or limit operations and airspace of Portland International Airport.

#### **Memorandum of Agreement between United States National Park Service and City of Vancouver**

(8) The Vancouver Partnership will be requested to prepare a long-term master plan for

Pearson Airpark within a timetable to be established by the Partnership. Said master plan would be completed as soon as possible, but no later than 36 months from the date of this Agreement. Said master plan shall include, as a minimum, the following:

(A) A plan and method for transitioning from general aviation aircraft to historic aircraft which transition shall be completed by the year 2022. Historic aircraft shall be defined as aircraft based on a design from: (1) World War II era or earlier, (2) which are 50 years or older, or (3) which is determined by a qualified aviation advisory group selected by the Vancouver Partnership to be of historical significance.

### **Fort Vancouver Waterfront**

Part of the vision and implementation of the *City of Vancouver Central Park Plan* in the late 1970s involved construction of a landscaped greenbelt along the Columbia River on federal property. (The Vancouver Central Park consists basically of the surplus areas of the military reservation.) In March 1982, the City of Vancouver and the NPS signed an agreement to allow the city to utilize, develop, and maintain the federal waterfront property as a public park. This agreement expires on March 9, 2007 and was negotiated with the understanding that NPS would eventually restore portions of the waterfront's historic landscape based on its 1978 master plan. In April 2003, the City of Vancouver, in consultation with the NPS and consistent with the agreement, "requested to terminate the lease and relinquish control of the NPS portion of the Vancouver waterfront back to NPS." The NPS formally assumed responsibility of the NPS waterfront in May 2003.

### **Pearson Air Museum**

In 1995, the City of Vancouver and the National Park Service jointly conducted an environmental assessment to site a proposed aviation museum on federal lands and in federal buildings within the national historic site. This action required an amendment to the 1978 park master plan to justify the use of federal land for a nonprofit public museum. Three historic aviation buildings comprise the principal structural components of the museum complex. Under the amended 1978 master plan, these buildings qualified as an approved element within the Fort Vancouver National Historic Site master plan since it provides for adaptive reuse of historic properties (these properties are recorded on the Washington State Register of Historic Places and are eligible for the National Register). Museum use is thematically linked with the historical interwar period of aviation and is one of the themes of the Vancouver National Historic Reserve (Reserve).

A memorandum of agreement signed in November 1994 between the City of Vancouver and the NPS allowed for the development of the new museum within the national historic site. A December 1995 cooperative agreement authorized the City of Vancouver to assist in the historical interpretation of Pearson Field aviation history.

### **Vancouver National Historic Reserve**

Significant historical events occurring in Vancouver, Washington resulted in a rich collection of cultural resources, including sites such as Fort Vancouver, Vancouver Barracks, Pearson Field, the Columbia Riverfront, and Kaiser Shipyards. In 1990, (Public Law 101-523) Congress directed a commission to study the feasibility of establishing a Vancouver National Historic Reserve (Reserve). Five representatives served on the commission. A private citizen served as one representative and four were representatives from the following public agencies: the National Park Service, the Department of the Army, the City of Vancouver, and the Washington State Office of Archaeology and Historic Preservation. Completing its study in April 1993, the commission recommended establishment of the Reserve. Kaiser Shipyards was not included in the Reserve boundary.

The 366-acre Reserve was established in 1996 (Public Law 104-333, Section 502). Though not a unit of the National Park System, it is an affiliated area, making the Reserve eligible for technical and financial aid from the National Park Service. Congress gave national status to the area when it established the Reserve. As part of a public/private partnership, Congress provides support to the Reserve through appropriations that match other public and private funds. The Reserve is cooperatively managed by a partnership composed of the same four agencies that served on the commission. A cooperative agreement signed by the Reserve Partners provides for specific funding and program support for various Reserve functions. The National Park Service is the lead Reserve Partner for interpretation, education, and cultural resource protection. Leadership in these areas provides an important contribution in fulfilling the goals of the *Vancouver National Historic Reserve Cooperative Management Plan*.

Fort Vancouver NHS is essentially a park within a park because of the legislatively established Reserve that surrounds it. As a partner in the Reserve and a signatory agency to its cooperative management plan, NPS staff is committed to communicate and coordinate its planning and operational activities within the context of the larger Reserve.

### **Conveyance of West Portion of Vancouver Barracks**

On October 30, 2001, Congress approved Public Law 106-398 [114 Stat.1654A], Section 2843. This section of the act authorized the conveyance of property situated within the Vancouver National Historic Reserve from the Secretary of the Army to the City of Vancouver, Washington. The property included 19 structures at Vancouver Barracks that are identified by the Army using numbers between 602 and 676 in the west barracks area.

The city intends to actively pursue the adaptive reuse of these historic properties for a variety of public and private uses. Any reuse will be accomplished in adherence to the Secretary of the Interior's Standards and in the spirit of the preservation of the historic features of the Vancouver National Historic Reserve.

## **SELECTED PLAN AND ALTERNATIVES CONSIDERED**

Two action alternatives and a No Action Alternative were analyzed in the Fort Vancouver National Historic Site GMP/EIS. The alternatives were developed and refined through a three-year public planning and environmental review process and include the Proposed Action-Alternative B, the No Action-Alternative A, and Alternative C. The Proposed Action is selected because it improves visitor experience and understanding of the site and provides increased protection for the park's significant natural and cultural resources while avoiding significant environmental impacts. In addition, partnerships are emphasized.

The Proposed Action contains several new elements for implementation that will result in expanded opportunities for the visitor to appreciate the broad sense of history that occurred at Fort Vancouver and its place in Northwest history. Specific actions include the reconstruction of nine Hudson's Bay Company period structures within the fort palisade and two at the Village. A research and education center will be developed within the Fort. Interpretive components will be added, including wayside exhibits and delineation of structures in certain locations. Much of the historic landscape will be restored. The NPS staff will develop an interpretive area at the Waterfront by partially reconstructing the Salmon Store as an interpretive shed, and delineating several other historic HBC structures. The original location of the wharf will be simulated and the historic pond delineated with plants. A portion of Columbia Way will be realigned to better accommodate visitor circulation and interpretation.

In cooperation with the City of Vancouver and the Washington State Department of Transportation, a land bridge will be constructed to link the Fort and Village areas with the Waterfront. The design will allow for interpretation devices and the use of vegetation as transitional elements. A local transit authority, in cooperation with NPS and other Reserve Partners, will implement a shuttle system to facilitate visitation. Other cooperative sharing measures will include administrative, maintenance, and the development and operation of visitor facilities with Reserve Partners. One of the four buildings fronting the historic Parade Ground, as determined excess by the Secretary of the Army, will be renovated as the joint administrative headquarters for the park and other Reserve offices. Maximum use will be made of existing structures including renovation of the existing Fort Vancouver visitor center as the Vancouver National Historic Reserve visitor center jointly managed by the Reserve Partners, including the NPS.

Implementation of the Proposed Action will result in the development of additional educational outreach programs and new research facilities related to the Hudson's Bay Company and early U.S. Army period. The Preferred Alternative in the draft GMP recommended that the McLoughlin House National Historic Site in Oregon City, Oregon become a unit of Fort Vancouver NHS and be managed by Fort Vancouver National Historic Site staff. On July 29, 2003, President Bush signed into law H.R. 733, which authorized the Secretary of the Interior to acquire the McLoughlin House in Oregon City, Oregon for inclusion in Fort Vancouver National

## Historic Site.

Alternative A constitutes the No Action Alternative and assumes that existing conditions, including programming, facilities, staffing, and funding would generally continue at their current levels. This alternative would include fulfilling the existing commitments and relationships with the Reserve Partners and providing technical assistance to the McLoughlin House National Historic Site in Oregon City, Oregon, currently an affiliated unit of the National Park System. Since park operations are not static, but often evolve and change over time, this alternative makes the assumption that there would be corresponding incremental increases, such as operational funding due to inflation.

Alternative C contains much of the same actions that would be proposed for implementation under Alternative B with some noted changes. Full reconstruction within the fort palisade would occur, along with the reconstruction of the two historic School Houses and a barn to the north of the Fort. Additional delineation of structures would occur at the Waterfront and the Village. The historic Salmon Store would be reconstructed along the Columbia River shoreline, as would the historic wharf and other waterfront features. An ethnobotanical garden would be constructed to interpret the local historic uses of native plants. An opening in the railroad berm would be created to visually link the Fort to the Waterfront. The current NHS visitor center would be renovated and retained for more detailed interpretation concerning Fort Vancouver, while a new location would be sought for a joint Vancouver National Historic Reserve visitor facility to provide the public with information and orientation to all the Reserve stories and venues.

## **ENVIRONMENTALLY PREFERRED ALTERNATIVE**

The environmentally preferred alternative is defined as the alternative that causes the least damage to the biological and physical environment. It is also the alternative which best protects, preserves, and enhances historic, cultural, and natural resources.

The largest change to the biological environmental will be the development of the Village. Presently the Village is undeveloped and therefore infrequently visited at this time. Because of this, the area serves as open space in a city environment and is frequented by a number of wildlife species. Both Alternatives B and C propose actions that modify this habitat and increase visitation. Certain displaced species (such as coyotes) probably would not return.

There are many actions common to both Alternatives B and C that will protect and preserve the historic, cultural, and natural resources over the No Action Alternative. Both these alternatives will restore a portion of historic prairie south of the Fort and enhance the natural shore conditions along the Columbia by planting native trees and shrubs and removing concrete fill. In both alternatives cultural resources are protected and preserved.

In Alternatives B and C historic resources are enhanced to varying degrees. In Alternative C,

more structures are reconstructed or delineated in the Village, Fort, and at the Waterfront. Additional actions proposed in Alternative C that enhance the historic scene include closing Columbia Way around the interpretive area, reconstructing the wharf, and introducing livestock to the historic scene.

However, in enhancing historic resources, Alternative C would initiate more development in the 100-year floodplain including constructing a wharf within a designated riparian wetland corridor. The proposed construction of the wharf into the Columbia River would have potential environmental impacts, including pile driving, dredging of the intertidal area, and possible fuel leakage.

The Selected Plan provides the appropriate balance between protection and rehabilitation of the NHS's significant cultural and natural resources, and minimizes the long-term environmental effects associated with its use. Therefore the National Park Service considers Alternative B as the environmentally preferred alternative over the No Action Alternative and Alternative C.

The minor changes to the Alternative B from the draft to the final EIS (retention of ADA parking near the Fort and keeping East 5<sup>th</sup> Street open to vehicle access) do not change the Selected Plan from being the environmentally preferred alternative.

## **PUBLIC INVOLVEMENT**

Extensive opportunities were provided for public participation with public meetings conducted in both Washington and Oregon states during the scoping and draft plan phases. The scoping process was initiated through a Notice of Intent published in the *Federal Register* on January 7, 1999 (Volume 65, Number 5, page 1171). In the spring of 1999, the National Park Service organized an interdisciplinary planning team consisting of staff at Fort Vancouver National Historic Site and the NPS Columbia Cascades Support Office in Seattle, Washington to begin a new general management plan for the NHS to replace the outdated 1978 master plan. The public process officially began in December 1999 when the NPS produced and mailed a newsletter to approximately 600 people on the park's mailing list. Page three of the newsletter had a "return form" for writing comments which could be mailed back to the NPS.

The NPS held four public meetings in Washington and Oregon in January 2000 and received and recorded over 150 oral comments during the two meetings. National Park Service staff received a total of 42 letters. Of these, 29 were written from residents of Washington State (25 were from Vancouver); 9 letters were from Oregon; and single letters came from Minnesota, Massachusetts, and Pennsylvania. There was also one letter from Canada. Though many new actions and ideas were suggested by the public during the public comment period, no new issues were identified.

On November 21, 2002, over 670 copies of the draft GMP/EIS were distributed to agencies, organizations, and interested individuals. Documents were placed in local libraries in Vancouver,

Washington and Oregon City, Oregon. A Notice of Availability was published in the *Federal Register* on December 3, 2002 (Volume 67, Number 232, Pages 71981-83), noting that the draft GMP/EIS was available for public review. In addition, advertisements were placed in the *Oregonian*, in Portland, Oregon, and *The Columbian*, in Vancouver, Washington announcing the release of the draft document and locations, times, and dates for four public meetings.

To coordinate with the mailing of the draft GMP/EIS, 4,500 newsletters were printed and distributed and made available at Fort Vancouver National Historic Site visitor center, several venues at the Vancouver National Historic Reserve, and other places through the City of Vancouver including the library, museums, the Chamber of Commerce, City Hall, and the Parks and Recreation Department. In addition, copies were available at the McLoughlin House in Oregon City, Oregon. The newsletter included a mailback postage-paid response form for people to provide comments concerning the plan.

Four public meetings were held in Washington and Oregon attended by 65 people. A total of 185 comments were recorded. At the close of the public comment period a total of 118 pieces of written correspondence had been received by the planning team in response to the *Fort Vancouver National Historic Site Draft General Management Plan and Environmental Impact Statement*. These were received from the following locations in the Pacific Northwest: 57 from Vancouver, Washington, 21 from Portland, Oregon, 5 from Oregon City, Oregon, 12 from other locations in Washington State, 7 from other locations in Oregon State, and 2 from Idaho. A total of 14 letters arrived from California, Louisiana, Pennsylvania, Missouri, Arizona, Maryland, New York, Massachusetts, and Washington, D.C. All are included in this document.

As part of this planning process, consultation for NEPA Section 7 was held with the U.S. Fish and Wildlife Service, National Marine Fisheries Service, Washington State Fish and Wildlife, and the Washington Natural Heritage Program. For NHPA, 106 Compliance, the Washington and Oregon State Historic Preservation Offices (SHPO), and the Advisory Council for Historic Preservation were also contacted. Only the Washington State Historic Preservation Office responded with formal written comments. Neither the SHPOs nor the Advisory Council raised any concerns regarding the implementation of the Selected Plan and supported the Selected Plan. Three tribes prepared written comments; the Cowlitz Indian Tribe, the Confederated Tribes of the Grand Ronde Community of Oregon, and the Confederated Tribes of the Warm Springs Reservation of Oregon.

The formal comment period on the draft GMP/EIS extended from November 21, 2002 until February 8, 2003. Public response was highly supportive of actions in the Preferred Alternative including the following: additional reconstruction and living history, development of a research and education center, centralizing the visitor center for the Reserve at the park, construction of a land bridge connecting the Company Village to the waterfront, NPS management and treatment

of the second HBC cemetery, and in the acquisition of the McLoughlin House as a unit of Fort Vancouver NHS.

#### **COMMENTS RECEIVED FOLLOWING RELEASE OF THE FINAL EIS**

The Notice of Availability for the Final EIS was published in the *Federal Register* on January 22, 2004 (Volume 69, Number 14, Pages 3172-3174). During the No Action period ending February 17, 2004, one individual letter of comment was received regarding the Final EIS/GMP. This letter was sent by the Cultural Protection Specialist for the Confederated Tribes of the Grand Ronde Community of Oregon. The author was concerned that the Army Reserve 70<sup>th</sup> Regional Support command may not be leaving the East Barracks of Fort Vancouver NHS and expressed “hope that the Army Reserve will vacate the East Barracks and leave the management of this highly significant National Historic Reserve to the more respectful and responsive National Parks Service.”

#### **BASIS FOR DECISION**

During the planning process for the project, the National Park Service, working with the public established goals or future conditions that were used as a framework for evaluating potential new uses and site improvements at Fort Vancouver. The goals are presented in the Background of the Park chapter of the EIS and contain the following:

- Protect, restore and maintain park resources through preservation in accordance with NPS policies. These resources include recovered and *in-situ* archaeological resources, collections, and reconstructed structures and landscapes.
- Provide park visitors with effective interpretation, education, and orientation about the history and significance of the park resulting in a greater understanding of HBC and early U.S. Army resources and support for their preservation.
- Provide park visitors with safe and interesting park facilities and services.
- Promote formal partnership programs with Reserve Partners and others to assist in education, interpretation and in the conservation and preservation of park resources related to the HBC and early U.S. Army periods.
- Assist the Vancouver National Historic Reserve Partners in the interpretation and preservation of resources related to other Reserve themes.
- Use the most current management practices, systems, and technologies to accomplish these future conditions.

The basis for the decision to adopt the Selected Plan is its ability to successfully fulfill the goals of the project. The Selected Plan provides the most desirable combination of promoting the NPS mission and public use, while preserving the park’s resources, yet minimizing environmental effects. The selected action will preserve and significantly enhance Fort Vancouver in the following ways:

- Continued reconstruction (reconstruction originally initiated by Congress) of nine additional buildings within the Fort and two residences within the Village. Delineation of other HBC

structures.

- Reconstruction of the cultural landscape evocative of the HBC period.
- The addition of the McLoughlin House National Historic Site as a unit of Fort Vancouver NHS.
- Removal of parking from the waterfront area for an interpretive core area. Use of the existing lots within the Reserve for additional parking.
- Establishment of a shuttle system.
- Restoration of approximately 13 acres of original prairie south of the fort.
- Preservation of the park's open space, shoreline and natural habitats for city, Reserve, and park visitors.
- A Research and Education Center within the Fort to advance archaeological research.
- In partnership with the City of Vancouver, the Confluence Project, and Washington State Department of Transportation, the construction of a land bridge over State Route 14 and the railroad to reconnect the Fort Vancouver Waterfront with the Company Village.
- Development of an ethnobotanical garden to interpret the local historic uses of native plants.
- Adapting the current Fort Vancouver NHS visitor center as the co-managed Reserve's visitor center.
- Using one of the four buildings fronting the Parade Ground as the joint administrative building for the Reserve (if the East Barracks is determined excess by the Secretary of the Army).
- Visitor education and involvement through NPS interpretive and stewardship programs, living history, visitor center, and interpretive signing and exhibits.
- Preservation and enhancement of appropriate public uses including walking, jogging, scenic viewing, and non-motorized boating.
- Incorporation of principles of sustainability in design, construction, and operation of the site.
- Mitigation requirements to avoid or minimize environmental impacts associated with new uses, including the reduction of traffic and the protection of natural, cultural, and scenic resources.

#### **CHANGES MADE IN THE FINAL EIS**

The following is a list of minor corrections or other revisions to the Final EIS, including several changes that were made in response to public comment. None of these revisions will change the Selected Plan and have been incorporated into the Final EIS. Since no substantive changes were deemed necessary to the Final EIS, an abbreviated format was approved by WASO on April 24, 2003.

There were several concerns expressed about the impact the closure of East Fifth Street would have on adjacent agencies' operations, emergency access, on-street parking, and the potential shift of traffic to other nearby streets. In response, this action was dropped from the Final GMP/EIS.

A second change relates to the temporary parking lot at the Fort. The action presented in the draft GMP was to remove this parking lot completely and to construct a new parking area within the south or east barracks. Comments from public meetings stated the importance of keeping this lot for use by persons with disabilities and the elderly, who may have trouble walking a longer distance to the Fort. In response, the action in the final plan calls for removing the existing temporary parking lot, but providing several permanent ADA parking spaces and a drop-off and loading area for other passengers.

### **MEASURES TO MINIMIZE HARM**

The National Park Service has identified the known practicable mitigation measures to avoid or minimize the environmental effects of the Selected Plan. No significant adverse environmental impacts are foreseen to result from implementing the actions proposed. The Proposed Action is expected to have minor to moderate effects (direct, indirect, and cumulative). All practical means to avoid or minimize all foreseeable environmental effects have been included in the action selected. Development projects and vegetation management projects will be preceded by sufficient archeological surveys and/or environmental analyses, including consideration of threatened and endangered species, and consideration of cultural landscape resources implications, as well as impact on recreational use and enjoyment of park resources.

Major beneficial effects will accrue in the area of natural and cultural resource protection and visitor use. Minor short-term adverse impacts will result to soils and vegetation from the limited proposed development projects, and appropriate site-specific environmental compliance will be completed when these projects are advanced. Mitigation measures highlighted and addressed in the EIS are adopted as a key element of the decision, so as to minimize potential adverse impacts of the selected action.

All future reconstruction at Fort Vancouver will continue to adhere strictly to the historical and archaeological research requirements of NPS Management Policies. The park will continue to work with qualified professionals, as well as build its own professional capabilities, to support these requirements. Guidelines will be developed to identify, justify, and prioritize future reconstructions, based on research, educational, and interpretive goals.

If the NPS were to receive excess lands and facilities from the Army Reserve within the authorized boundary of Fort Vancouver NHS, the NPS will be able to administer and restore the historic scene of the former HBC and early U.S. Army periods. Lands within the authorized boundary, including the HBC cemetery area, have already been determined to be historically significant. This action will allow visitors the opportunity to more fully understand these historic periods. Administering additional lands will require additional NPS funding. This will be partially offset by entering into a long-term lease agreement with the City of Vancouver where much of the property will be available to private or public sector entities for adaptive reuse.

The National Park Service is known for its expertise in visitor interpretation and resource management. In agreement with the recommendations from the *Vancouver National Historic Reserve Cooperative Management Plan*, the NPS will take a lead role in telling the stories and educating the public about this special place. Visitors will benefit from the increased emphasis on education and interpretation along with additional funding sources that the NPS could provide. Additionally, since the NPS has been assigned a leadership position by the Reserve Partners regarding preservation and conservation of cultural resources throughout the Reserve, the NPS is able to apply its varied preservation expertise to the protection of these historic resources. This includes the protection of archaeological resources, historic buildings, and cultural landscapes.

As an urban park, the national historic site is somewhat limited in the number of wildlife species that utilize it. However, for a small park, Fort Vancouver contains many species as noted in “The Affected Environment” chapter. Construction activities may cause some disturbance to animal species, including birds, but this will be limited and short-term, especially in the Fort since reconstruction will take place primarily within the fort palisade. Animals would probably avoid the site during the period of construction, but most would probably return once construction was completed. Activities should not have any appreciable affect on future populations of animals in the vicinity.

Restoring a portion of the original prairie, approximately 13 acres south of the Fort, will attract wildlife, including birds and possibly amphibians, associated with these plant types. Though the remnant prairie will be too small to work as a functioning ecosystem, it may attract small mammals and reptiles, which can hide in the taller grasses. Other species, such as birds, may be attracted to the taller grasses to feed on the plants or nest there or to search for small mammals. It may have a positive impact on the federally listed bald eagle by potentially increasing the small mammal and bird populations that bald eagles feed on. Attracting additional birds may become a safety issue for the adjacent airport. Birds can be a hazard to aircraft. Ingestion of birds into engines has been known to cause flight failure and may endanger pilots. The NPS will work cooperatively with the USDA Wildlife Services on wildlife issues regarding aviation safety issues.

The native prairie grasses will be managed and maintained by burning or mowing. Mowing may be required on a periodic basis (about once a year), but may be more conducive to an urban environment. It may require the purchase of special mowing equipment and result in some minor air pollution from machine operations. If burning is used, the burning will occur on a regular basis every one to three years until established. During the prescribed burn activities, air quality may be affected. There will be an increase in particulates that disperse quickly. However, particulate emissions will meet or be below the state standards. Burning may be more cost effective than mowing once the grasses are initially established.

Enhancing the natural condition along the Columbia River shoreline and planting native vegetation in accordance with NPS management policies (Management of Altered Plant Communities 4.4.2.5) (National Park Service 2001: p.36) could also provide a habitat for native plant species. The NPS staff will plant native understory species such as willows, salal, sedges, and grasses. Removing the existing concrete fill material (approximately 530 linear feet) at the water's edge will clear the shoreline of debris. The NPS staff will check to see if fish or other animals are using the fill area as habitat. In this case, suitable natural habitat, such as root wads, could be substituted. Coordination and compliance will be required to implement these actions. Concrete removal along the shoreline will be monitored for affects on archaeological resources and erosion control.

Delineation of portions of the historic pond with vegetation could, in time, provide an urban habitat for animals, especially birds. This will provide a more accurate historic setting at both the Waterfront and in the Village. Any archaeological artifacts in or beneath the pond surface will need to be protected through lining or capping below any introduced plants. In addition, the nature and condition of the archeological resources will be assessed. Attracting additional birds may become a safety issue for the adjacent airport. The NPS will work cooperatively with the USDA Wildlife Services regarding vegetation along the Columbia River and at the historic pond.

The native Garry oak groves, also known as Oregon white oaks (*Quercus garryana*), found within both the national historic site and the Vancouver Barracks area of the Reserve are on the Priority Habitats and Species List and the Species of Concern List with the Washington Department of Fish and Wildlife. The oaks are important statewide but are a declining plant species. It is the only native oak in Washington and British Columbia. This existing remnant stands appear old and are historically important as well. Protecting the remaining oak groves will be beneficial to wildlife that feed on the acorns and use the trees for shelter and nesting.

Encouraging the Reserve to use Integrated Pest Management (IPM) practices will be beneficial. Though not prohibiting pesticides, the IPM program uses an integrated approach to pest management using mechanical, physical, cultural, biological, and chemical means to manage pests.

There will be no adverse impacts to wetlands along the Columbia River. Removing the concrete fill and Himalayan blackberry along the shoreline could cause some minor immediate disturbance prior to planting with native species, but over the long-term, removing the foreign material will have a positive impact. The bank will be assessed for erosion before removing the fill. The NPS staff will check to see if fish or other animals are using the fill area as habitat. In this case, suitable natural habitat, such as root wads, could be substituted. Establishing native trees along the shoreline will have a positive impact, adding to the plant overstory in the riparian wetland area.

Wetland plants will be established in portions of the historic pond at both the Waterfront and Village. In

time, other associated wetland plants and animals may naturally locate to this area. Before recreating the pond, the nature and condition of the archaeological resources will be addressed.

There will be no adverse impacts to threatened and endangered species since consultation disclosed no threatened or endangered species within the park. Since the bald eagle and the bull trout may occur in the vicinity of the park, NHS staff will continue to monitor for the presence of threatened and endangered species.

The objectives of Executive Order 11988, Floodplain Management, are to avoid, to the extent possible, the long and short-term adverse impacts associated with the occupancy and modification of floodplains (100-year floodplain or 500-year for critical actions). The waterfront area of Fort Vancouver NHS along the Columbia River is presently for “day-use only” city park. The proposed development in the Selected Plan along the Fort Vancouver Waterfront will be in the 100-year floodplain.

In the Selected Plan, structures within the floodplain will not be fully reconstructed. The Salmon Store will be constructed as an interpretive shed silhouetting the exterior dimensions and constructing a roof. Restrooms will be attached to the Salmon Store. This building will be most susceptible to damage in a flood event. Other delineated structures at the Waterfront may not sustain much damage during occasional flooding, as waters would pass around and through the building’s outlined forms. However, they could be destroyed by debris carried by fast flowing water.

According to Vancouver’s City Engineer (Swanson, phone conversation: 2001) the last major flood event occurred in February 1996 (the flooding event before that was in the 1940s). Though the Bonneville Dam has been successful in controlling floodwaters, snow melted by warming temperatures and heavy rains caused widespread flooding. During this time floodwaters inundated the entire 100-year floodplain. Little debris was deposited at the waterfront area of Fort Vancouver. It is speculated that the trees lining the shore helped to limit debris deposits and protected the shoreline from erosion and undercutting. The action to restore shoreline vegetation in the Selected Plan will help during flood events.

To reduce possible fiscal loss, it is suggested that the delineated structures be made of wood or other natural material, so that they might be replaced, if necessary. If possible, the NPS staff could construct some structures to be removed in advance of potential flooding.

The NPS Floodplain Management Guideline states that certain federal actions are exempt from additional compliance. The proposed construction in the Selected Plan along the waterfront is exempt because the proposed structures are historic sites whose location is critical to their significance, and because the restrooms and the parking lots will be for day-use only.

As a Reserve Partner, the NPS will provide all partners, including the City of Vancouver officials including those who are responsible for managing Pearson Field along with FAA and other appropriate officials, with advance knowledge of any major construction activity that will occur in proximity to airport operations. The *1995 Pearson Air Museum Plan* is incorporated into the final *Fort Vancouver General Management Plan/Environmental Impact Statement*. This includes continued cooperation with the City of Vancouver to facilitate appropriate conditions for continued general aviation use at Pearson Field. The NPS is committed to continued and growing partnerships with the City of Vancouver.

The reconstruction of buildings and trails in the Village will be linked to the Waterfront by a pedestrian overpass/land bridge. This will increase visitor access that potentially would be unsupervised. However, NPS staff is committed to interpreting the park's resources in such a way as to protect the integrity of the historic resources. With the addition of reconstructed buildings in the Village, the park will mitigate safety and security concerns by providing more staff during park hours. This will allow for supervised activities at those structures and areas that are more sensitive to damage (for example, the reconstructed "Kanaka Billy's" house). Areas open for unstructured, self-guided tours will be limited to those areas where the structures are delineated and not fully reconstructed. These structures (open-walled or delineation of foundation corners only) are less likely to be damaged. As now planned the Discovery Historic Loop Trail will be lighted in the evening within the Village area after park hours. In addition, the city and NPS staff plan to address safety issues during development of the proposed pedestrian overpass/land bridge and associated paths. Lighting impacts on the historic setting will be mitigated by low-impact lighting and shielded light fixtures.

Two existing Mission 66 buildings comprising the maintenance building and an employee residence will be removed to make way for an expanded visitor center parking lot. To mitigate this, various adaptive reuse options for the structures will be considered off-site. If after evaluation for the National Register these structures are determined eligible, they may not be removed in which case the visitor center parking lot will not be expanded and other parking and shuttle options will be explored.

#### **FINDINGS ON IMPAIRMENT OF PARK RESOURCES AND VALUES**

The NPS may not allow impairment of park resources and values unless directly and specifically provided for by legislation or proclamation establishing the park. Impairment that is prohibited by the NPS Organic Act and the General Authorities Act is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of park resources or values, including opportunities that otherwise would be present for the enjoyment of those resources or values. In determining whether impairment would occur, park managers examine the duration, severity and magnitude of the impact; the resources and values affected; and direct, indirect, and cumulative effects of the action.

According to NPS policy, "An impact would be more likely to constitute an impairment to the extent that it affects a resource or value whose conservation is: a) Necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park; b) Key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park; or c) Identified as a goal in the park's general management plan or other relevant NPS planning documents."

This policy does not prohibit all impacts to park resources and values. The NPS has discretion to allow impacts to park resources and values when necessary and appropriate to fulfill the purposes of a park, so long as the impacts do not constitute an impairment. Moreover, an impact is less likely to constitute an impairment if it is an unavoidable result, which cannot be further mitigated, of an action necessary to preserve or restore the integrity of park resources or values.

After analyzing the environmental impacts described in the Final General Management Plan / Environmental Impact Statement and considering the public comments received, the NPS has determined that implementation of the preferred alternative will not constitute an impairment to Fort Vancouver National Historic Site's resources and values. The actions in the preferred alternative are intended to protect and enhance the national historic site's natural and cultural resources, and provide for high-quality visitor experiences. Overall, the alternative (with mitigation measures) will have a beneficial effect, reducing impacts on biological and cultural resources throughout the national recreation area compared to the no-action alternative.

There are no major adverse impacts to the national historic site's resources. There would be short-term, localized impacts, such as noise, dust, and minimal visitor use and wildlife disruption due to construction activities. While the proposed action will have some adverse effects on park resources, these impacts will be site-specific, minor to moderate, and short-term. None of the impacts of this alternative will adversely affect resources or values to a degree that will prevent the NPS from fulfilling the purposes of the national historic site, or threaten the natural integrity of the site.

#### CONCLUSION

The proposed plan strives to balance protection of cultural and natural resources with visitor uses and opportunities. The planning process and final plan are reflections of both public and partnership involvement. The above considerations warrant selecting Alternative B, the Selected Plan, as described and assessed in the final environmental impact statement, to guide management and operation of Fort Vancouver National Historic Site for the next 15 years.

Approved: *Patsunia L. Neubacher* Date: *June 2, 2004*

 **Jonathan B. Jarvis**  
**Regional Director, Pacific West Region**

# Appendix C: Acronyms



## Acronyms

ADA	Americans with Disabilities Act
AIRFA	American Indian Religious Freedom Act
ANCS+	Automated National Catalog System
ARPA	Archaeological Resources Protection Act
Association	McLoughlin Memorial Association
A/V	Audio-visual
AWA	Association for Washington Archaeology
CCC	Civilian Conservation Corps
CCSO	Columbia Cascades Support Office, NPS, Seattle, WA
CIP	Comprehensive Interpretive Plan
CMP	Reserve Cooperative Management Plan
DCP	Development Concept Plan
EWU	Eastern Washington University
EIS	Environmental Impact Statement
FTE	Full Time Equivalent
Fort Vancouver NHS	Fort Vancouver National Historic Site
GIS	Geographic Information System
GPRA	Government Performance and Results Act
GMP	General Management Plan
HAZMAT	Hazardous materials storage
HBC	Hudson's Bay Company
In-situ	In its original location
IPM	Integrated Pest Management
MMP	Museum Management Program
MOU	Memorandum of Understanding
NAGPRA	Native American Graves Protection and Repatriation Act
NHS	National Historic Site
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NPS	National Park Service
NRA	National Recreational Area
NRCS	Natural Resource Conservation Service
NWIA	Northwest Interpretive Association
OAS	Oregon Archaeological Society
OSU	Oregon State University
Reserve	Vancouver National Historic Reserve
RV	Recreational vehicles
SHPO	State Historic Preservation Office
USFWS	United States Fish and Wildlife Service
USGS	United States Geological Society
WDFW	Washington Department of Fish and Wildlife

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## II. McLoughlin House Unit Management Plan

*McLoughlin House*  
NPS Photo



# McLoughlin House Unit Management Plan

## Introduction

On July 29, 2003, President George W. Bush signed Public Law 108-63 authorizing the Secretary of the Interior to acquire the McLoughlin House National Historic Site in Oregon City for inclusion in Fort Vancouver National Historic Site (Fort Vancouver NHS) in Vancouver, Washington. The McLoughlin House Unit, until recent acquisition by the National Park Service, was managed by the McLoughlin Memorial Association (Association), a non-profit organization established in 1909 to manage the McLoughlin House, which was designated by Congress in 1941 as an affiliated unit of the National Park System. As an affiliated unit, the McLoughlin House National Historic Site received technical and funding assistance from the National Park Service and was eligible to receive this assistance as available.

Because of the new legislation which authorized a change in ownership, the National Park Service needs to determine how the site will function as a unit of Fort Vancouver NHS. The McLoughlin House Unit Management Plan as detailed herein, when approved, will become the guiding management plan for the McLoughlin House Unit. As part of Fort Vancouver NHS, this plan tiers off (and is therefore subservient to) the Fort Vancouver National Historic Site Final General Management Plan Environmental Impact Statement (NPS 2003). The Record of Decision (ROD) for that General Management Plan (GMP) / Environmental Impact Statement (EIS) was signed June 2, 2004. The Final General Management Plan called for potential future management of the McLoughlin House National Historic Site (NPS 2003: p. 2-3).

This Environmental Assessment has been prepared to satisfy the requirements of the National Environmental Policy Act (NEPA) of 1969 as amended, including the Council on Environmental Quality (CEQ) regulations found at 40 CFR 1500 et seq. This Environmental Assessment also facilitates compliance with National Park Service policy and a variety of other federal laws, including Section 106 of the National Historic Preservation Act, Section 7 of the Endangered Species Act, and the Wilderness Act, and other laws enacted for the protection of the environment.

## Project Description and Setting

The project site is a charter park known as McLoughlin Park of Oregon City and contains the historic houses of Drs. John McLoughlin and Forbes Barclay and the associated historic landscape. On March 28, 2004, the McLoughlin Memorial Association (Association) sold the houses to the National Park Service (NPS) to allow for direct NPS management and maintenance of the structures. Oregon City granted the NPS a scenic easement over the charter park but continues to retain ownership of the park land itself. The McLoughlin House Unit is located in Township 2 South, Range 2 East, Section 31, Willamette Meridian.

This management plan provides direction to the NPS concerning the future management, public use, and preservation of the McLoughlin and Barclay houses and the associated historic landscape. (For the

purposes of this document, the McLoughlin House site in Oregon City, Oregon will be referred to as the McLoughlin House Unit and the Fort Vancouver National Historic Site in Vancouver, Washington as the Fort Vancouver NHS Unit—both are units of Fort Vancouver National Historic Site.)

## Purpose and Need

### **Purpose of the Plan**

The purpose of this plan is to implement the legislation passed by Congress to include the former McLoughlin House National Historic Site as part of Fort Vancouver National Historic Site and to provide the National Park Service, the Association, and other stakeholders with long-term guidance for the management of the McLoughlin House Unit. The actions taken in this plan will preserve and protect the McLoughlin and Barclay houses and their associated landscape and will help park visitors to better understand the history and significance of the lives of Dr. John McLoughlin, Dr. Forbes Barclay, and their families.

### **Need for the Plan**

The plan is needed to fulfill the intent of the 2003 Fort Vancouver NHS General Management Plan by providing detailed planning information regarding operations, staffing, and overall management of the McLoughlin House Unit. The plan is also intended to document and provide a smooth transition from the management of the site by the Association to management of the site by the National Park Service. Management Policies (NPS 2006) require the NPS to identify how park resources will be preserved and parks used and developed to provide for public enjoyment, usually in a General Management Plan (GMP). Although the GMP indicated that if the McLoughlin House National Historic Site was added to the park that a GMP amendment would be prepared, because this action was called for by the GMP, it does not constitute a new action or need a GMP amendment and as a result proposed actions are considered in this Environmental Assessment.

## Relationship to Laws, Policies and Park Planning Documents

This section lists the laws, executive orders, NPS policies, and operational procedures that are most pertinent to the planning for the future protection, use, and management of the McLoughlin House Unit.

### **Laws and Executive Orders**

#### **National Park Service Organic Act**

The key provision of the legislation establishing the National Park Service (the 1916 Organic Act) is:

The National Park Service shall promote and regulate the use of the Federal areas known as national parks, monuments, and reservations hereinafter specified . . . by such means and measures as conform to the fundamental purpose of the said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations (16 USC 1).

**1970 National Park Service General Authorities Act (as amended in 1978 – Redwood amendment)**

This act prohibits the National Park Service from allowing any activities that would cause derogation of the values and purposes for which the parks have been established (except as directly and specifically provided by Congress in the enabling legislation for the parks). Therefore, all units are to be managed as national parks, based on their enabling legislation and without regard for their individual titles. Parks also adhere to other applicable federal laws and regulations, such as the Endangered Species Act, the National Historic Preservation Act, the Wilderness Act, and the Wild and Scenic Rivers Act. To articulate its responsibilities under these laws and regulations, the National Park Service has established management policies for all units under its stewardship.

**National Environmental Policy Act (NEPA) (42USC 4341 et seq.)**

NEPA requires the identification and documentation of the environmental consequences of federal actions. Regulations implementing NEPA are set for by the President’s Council on Environmental Quality (CEQ) (40 CFR Parts 1500-1508). CEQ regulations establish the requirements and process for agencies to fulfill their obligations under NEPA.

**Endangered Species Act (16 USC 1531 et seq.)**

The Endangered Species Act (ESA) requires federal agencies, in consultation with the Secretary of the Interior, to use their authorities in the furtherance of the purposes of the act and to carry out programs for the conservation of listed endangered and threatened species (16 USC 1535 Section 7(a)(1)). The ESA also directs federal agencies, in consultation with the Secretary of the Interior, to ensure that any action authorized, funded, or carried out by an agency is not likely to jeopardize the continued existence of any endangered or threatened species or result in the destruction or adverse modification of designated critical habitat (16 USC 1535 Section 7(a)(2)). Consultation with the United States Fish and Wildlife Service (USFWS) is required if there is likely to be an effect.

**National Historic Preservation Act (1966 as amended)**

Section 106 of the National Historic Preservation Act (NHPA) directs federal agencies to take into account the effect of any undertaking [a federally funded or assisted project] on historic properties. “Historic property” is any district, building, structure, site, or object that is eligible for listing in the National Register of Historic Places because the property is significant at the national, state, or local level in American history, architecture, archeology, engineering, or culture. This section also provides the Advisory Council on Historic Preservation and the State Historic Preservation Officer (SHPO) an opportunity to comment on the undertaking. The 1992 amendments to the act have further defined the roles of American Indian Tribes and the affected public in the Section 106 process.

**Native American Graves Protection and Repatriation Act (NAGPRA)**

This law provides protection to Native American gravesites and resources on tribal and federal lands and in federal collections. NAGPRA provides for “a process whereby Indian tribes. . . have an opportunity to intervene in development activity on federal or tribal lands in order to safeguard Native American human remains, funerary objects, or objects of cultural patrimony. . .”

**Fort Vancouver National Historic Site Legislation**

Fort Vancouver National Monument was established on June 19, 1948 “to preserve as a national monument the site of the original Hudson’s Bay stockade (of Fort Vancouver) and sufficient surrounding land to preserve the historical features of the area” for “the benefit of the people of the United States” (62

Stat. 532 and the Senate Report on the legislation). The Department of the Interior report on the legislation further stated that the lands so dedicated should fulfill “two essential requirements—the preservation of the historic stockade...and the preservation of the historic parade ground of the later United States Army Post.” In addition, the total area of the national monument was not to exceed 90 acres in Vancouver, Washington.

To improve the conditions for achieving the legislative requirements of the park, Congress passed an act June 30, 1961 (75 Stat. 196) enlarging the boundaries of Fort Vancouver NHS and re-designating the national monument as a national historic site. Congress also allowed for a revision of the monument boundaries to include an additional 130 acres of land “adjacent to, contiguous to, or in the vicinity of the existing monument.”

### **Executive Orders**

Executive Orders 11988 (Floodplain Management) and 11990 (Protection of Wetlands) require the avoidance, to the extent possible; of long- and short-term adverse impacts associated with the occupancy and modification of floodplains and wetlands (see Impact Topics for more information).

Executive Order 12898 (Environmental Justice) requires an analysis of impacts on low-income populations and communities, as appropriate (see Impact Topics for more information).

There are also numerous other Executive Orders which were analyzed for possible relationship to this Environmental Assessment.

### **McLoughlin House Unit Legislative History and Acquisition**

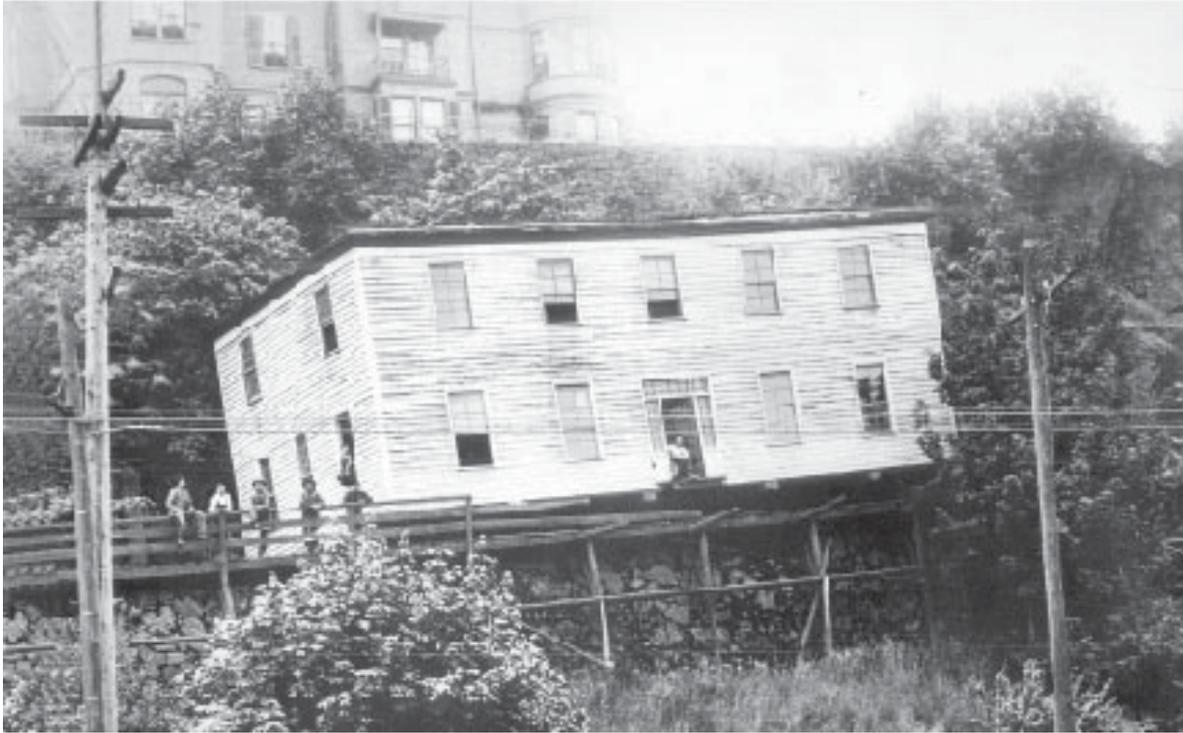
Dr. John McLoughlin served as Chief Factor at Fort Vancouver from 1825 to 1846 for the Hudson’s Bay Company. Under McLoughlin’s leadership, Fort Vancouver became the center of the political, cultural, and commercial activities in the Pacific Northwest. Dr. McLoughlin is known as the “Father of Oregon” for his role in Oregon’s early history.

In 1844, Dr. John McLoughlin established a claim for himself on land east of Willamette Falls and named it Oregon City. The city was granted a charter on December 24, 1844 and became one of the oldest incorporated cities in the Pacific Northwest. In 1846, McLoughlin and his family moved into their newly-built home in the heart of Oregon City along the Willamette River.

Dr. McLoughlin donated the land on the bluff where the McLoughlin and Barclay houses are now situated to the citizens of Oregon City. The site eventually became a charter park and is one of the oldest public parks in the Pacific Northwest. As a charter park, the city must maintain title to the land.

Dr. Forbes Barclay, a contemporary of Dr. McLoughlin, was a surgeon and clerk in charge of the Indian trade at the Hudson’s Bay Company’s (HBC) post of Fort Vancouver from 1840-1850. Barclay retired from the Company in 1850 and moved to Oregon City with his wife Maria and children. Barclay built his home in Oregon City from 1848-1849. He became a U.S. citizen and served in several elective municipal positions until his death in 1873. The Barclay family occupied the house through 1934.

When the McLoughlin House faced demolition between 1908 and 1909, the McLoughlin Memorial Association was established and money was raised to move the house to the top of the bluff where the



*1909 Relocation of McLoughlin House*

*Courtesy of Clackamas County Historical Society photo library*

house currently sits. In 1937, the Barclay House was moved from its site on Main Street to McLoughlin Park adjacent to the McLoughlin House.

On February 19, 1941, the Secretary of the Interior, under the authority of the Historic Sites Act of 1935, designated the McLoughlin House National Historic Site as the first national historic site in the West. The site included the McLoughlin and Barclay houses and related historic landscape. (See Appendix B: 1941 McLoughlin House National Historic Site Congressional Authorization.)

Under a cooperative agreement between the Secretary, the Association, and Oregon City, the two houses were administered in non-federal ownership by the Association. The agreement required the Secretary to regulate the Association's maintenance of the historic character of the McLoughlin and Barclay houses and to provide planning and technical advisory assistance as requested and possible within existing appropriations limits. This assistance was initially provided by the NPS from the former Portland, Oregon office (now located in Seattle, Washington).

Post dating the establishment of the McLoughlin House National Historic Site, Fort Vancouver National Monument (later National Historic Site) was established on June 19, 1948.

In January 1966, Fort Vancouver NHS staff officially took over responsibilities under the cooperative agreement for the McLoughlin House, which included an annual inspection. The amount of assistance provided by Fort Vancouver NHS staff to the Association has varied over the years (National Park Ser-



*McLoughlin House*



*Barclay House*

vice, Administrative History 1993).

In August 1970, the remains of Dr. McLoughlin and his wife Marguerite were moved to the McLoughlin House site, and their graves placed between the two houses.

On May 15, 2001, the citizens of Oregon City voted to provide an easement on the land of the McLoughlin House National Historic Site to the NPS, if Congress authorized the addition of the site to the National Park System.

On July 29, 2003, President George W. Bush signed Public Law 108-63 (known as H.R. 733) (Appendix A) authorizing the Secretary of the Interior to acquire the McLoughlin House National Historic Site for inclusion in Fort Vancouver National Historic Site. The legislation calls out certain requirements which have now been met. The name of the site changed from the “McLoughlin House National Historic Site” to “McLoughlin House.” The legislation also changed the status of the site from an affiliated unit of the National Park System, not managed by the NPS, to a unit of Fort Vancouver NHS that would be managed by NPS staff from Fort Vancouver NHS. It further authorized the acquisition of the McLoughlin House, the Barclay House, and other associated real property, improvements, and personal property from the Association to the NPS by sale or donation. (See Appendix A: 2003 McLoughlin House Addition to Fort Vancouver National Historic Site Act.)

Based on this legislation, the Association sold the McLoughlin and Barclay houses to the NPS, which now allows for direct NPS management and maintenance of the buildings. The Association also donated the museum collections to the NPS. Following the transfer, the NPS assumed responsibility for the management and staffing of the McLoughlin and Barclay Houses. NPS responsibilities will be augmented by volunteers from the Association. Additionally, the Association, through their nonprofit status, will continue to pursue private sector support for educational programming, site preservation, and other activities. It is intended that proceeds from the sale of the two historic properties to the NPS will be used to establish an endowment fund to benefit the site. This endowment will be administered by the Association’s Board of Directors working cooperatively with the NPS. Resolution No. 03-44 was signed by the City Commission of Oregon City on December 17, 2003. The resolution authorized the city manager to execute a perpetual scenic easement with the NPS for the “preservation and maintenance of the McLoughlin and Barclay Houses.” The Perpetual Scenic Easement Resolution No. 03-44 by the City Commission of Oregon City and Deed dated December 18, 2003 (Appendix A / see #6 below) granted an agreement between the Oregon City and the National Park Service whose intent is for the city to, in perpetuity, “preserve the scenic and historical quality” of the charter park via a scenic easement to the NPS, in the interest of providing public access to the McLoughlin and Barclay houses.

## **National Park Service Management Policies**

NPS Management Policies and legislation require the development of a general management plan for units of the National Park System. In addition, Management Policies requires implementation planning that focuses how to implement the goals and actions called for in the general management plan. As noted above, the Fort Vancouver NHS General Management Plan called for potential future management of the McLoughlin House National Historic Site (See #4 below).

Management Policies state that the NPS will conduct planning activities for the following: to evaluate possible additions to the National Park System; to identify how park resources will be preserved and

how parks will be used and developed to provide for public enjoyment; to facilitate coordination with other agencies and interests; and to involve the public in decision making about park resources, activities and facilities. NPS plans represent the agency's commitment to the public and to Congress regarding how parks will be managed.

A variety of Director's Orders, including those for natural and cultural resources management provide guidance beyond what is stated in Management Policies.

## **Cooperating Organizations / Special Designations**

### **McLoughlin Memorial Association**

The McLoughlin Memorial Association is a 501(c)(3) nonprofit organization established in 1909. The Association's objectives are stated in its later developed bylaws :

The objectives of the Association shall be Historical, Educational, Patriotic, and Supportive; to perpetuate the historic humanitarian services rendered Oregon pioneers by Dr. John McLoughlin; to encourage historical research relating to Dr. McLoughlin, his family, and his associates and to record and publish the same; to promote the "story" of Dr. McLoughlin in schools and public events through education outreach; to assist the National Park Service in maintaining the homes of Drs. John McLoughlin and Forbes Barclay as historical sites for the people; to assist the National Park Service in placing therein relics, documents, mementos, and furniture pertaining to the McLoughlin family; and to instill respect and appreciation for the memory and heroic spirit of the pioneer men and women of early Oregon.

The Association has a Board of Trustees that meets four times a year. There is also an Executive Board comprised of the officers of the Association and an additional two to three Association members.

The Association currently works with other historic and heritage sites in the area, promoting public visitation in the Oregon City area and Clackamas County. The Association cooperates with other partners and individuals who have assisted them in providing financial support. These partners and individuals engage in activities at the McLoughlin House site, such as sponsoring special events. The Association has been instrumental in maintaining the McLoughlin House since 1909.

There are a total of 43 museums or historical sites in Clackamas County. The primary goal of the Association and its partners is to increase cooperation and public visitation for all museums and sites involved. The McLoughlin House, along with the End of the Oregon Trail Interpretive Center and the Museum of the Oregon Territory, are major interpretive attractions for visitors to Oregon City.

Partners of the McLoughlin Memorial Association include, but are not limited to the following groups:

- Fort Vancouver National Historic Site (formal cooperative relationship with NPS since 1941);
- Oregon City Women's Club (donated the fountain);
- National Society of the Colonial Dames of America in the State of Oregon;
- The Sons and Daughters of Oregon Pioneers;

- Daughters of the American Revolution;
- Old Home Forum;
- The Roake Family;
- Arch Council of Catholic Women;
- Clackamas Heritage Partners; and
- Various business sponsors.
- Clackamas Heritage Partners

The Clackamas County Historical Society and the Oregon Trail Foundation merged into a single non-profit organization, called the Clackamas Heritage Partners on July 1, 2004. Clackamas Heritage Partners' mission is to preserve the heritage, educate the public, and interpret the history of the Oregon Territory, Clackamas County, and Oregon City, which was the western terminus of the Oregon Trail. Both organizations continue to maintain their existing nonprofit corporations. The new organization has the ability to raise public and private funds, implement state-of-the-art cultural heritage and preservation programs, and carry forward the respective missions of both organizations. A transition board, comprised of society and foundation members, has representatives from the McLoughlin Memorial Association, Oregon City Commission, and Clackamas County Commission. Consistent with NPS policies, the Superintendent of Fort Vancouver National Historic Site participates and attends meetings by invitation. The transition board is in the process of developing a strategic plan, designing an organizational structure, and overseeing incorporation of the new organization, and will retain a development director.

### **McLoughlin Conservation District**

In 1982, the McLoughlin Conservation District was established by city ordinance to preserve cultural resources related to the early history of Oregon City. The conservation district's designated boundary includes a portion of Dr. John McLoughlin's original 1845 land plat, including the bluff where the McLoughlin and Barclay houses are located. A 2002 inventory lists 802 principal resources, primarily residential in nature, which range in dates of construction from 1845 to 2000. This includes 177 buildings or structures over 100 years of age. The district was found to be potentially eligible for the National Register of Historic Places, and the City of Oregon City is presently gauging support for nomination. The buildings are already designated as local landmarks within the McLoughlin Conservation District.

An information sign, created by the Old Home Forum and posted by the city at the McLoughlin House, gives information about the McLoughlin Conservation District. It reads:

In 1844, Dr. John McLoughlin established a claim for himself on land east of Willamette Falls and named it Oregon City. The city was granted a charter on December 24, and became the oldest incorporated city west of the Missouri River.

This district, created in 1982, encompasses all the original 121 blocks of the plat. Many of the homes of these pioneers and civic leaders still stand in the neighborhood.

### **Oregon National Historic Trail**

Designated in 1978, the Oregon National Historic Trail corridor is 2,130 miles in length and contains some 300 miles of discernible ruts and 125 historic sites, including the Oregon City Complex in Oregon City, Oregon (1999 Oregon National Historic Trail Management Plan, p. 35). Among other reasons, the

trail is significant because it strengthened the United States' claim to the Pacific Northwest. Administered by the National Park Service and partners, the national historic trail offers visitors the opportunity to travel an auto tour route and visit an array of interpretive and historic sites. The Oregon City Complex, including the McLoughlin House, is a high-potential site on the Oregon National Historic Trail (1999 Oregon National Historic Trail Management Plan, p. 312).

## **Park Planning Documents**

### **Fort Vancouver NHS General Management Plan**

The 2003 Fort Vancouver National Historic Site General Management Plan, indicated that if the McLoughlin House National Historic Site is included as part of Fort Vancouver National Historic Site, NPS staff would address the following actions in a GMP amendment. It has since been determined that a GMP amendment is not needed since adding the McLoughlin House to the NHS was an action already called for in the GMP and does not, therefore, constitute a new action. As a result, the following actions called for in the GMP (NPS 2003) are addressed in this Plan/Environmental Assessment.

- Obtain and catalog the entire McLoughlin House collections;
- Write and implement a Scope of Collections Statement;
- Determine collection management needs;
- Determine the maintenance, accessibility, and infrastructure needs of the McLoughlin and Barclay houses;
- Determine the preservation needs of the McLoughlin and Barclay houses to ensure their historic integrity;
- Plan, design, and develop any necessary interpretive media;
- Develop a volunteer program;
- Provide for year-round site interpretation for the public; and
- Maintain the grounds surrounding the historic buildings.

This document also identifies additional actions and studies required to implement this plan.

## **State of Oregon and Oregon City Planning Documents**

### **State of Oregon**

#### *Oregon Revised Statute 358*

The state's revised statute has several elements relating to this project. Several parts (358.045, 358.050, 353.055 and 358.057) state the importance of the Oregon Trail as a major historical state attraction and notes which state agencies will be responsible for development and coordination of a comprehensive program for the Trail. It also points to the value and significance of state historic trails.

Statute 358.905 through 358.961 deals with Archaeological Objects and Sites. The statute identifies the importance of archaeological sites and that those on public land are under the stewardship of the people of Oregon and are to be protected and managed in perpetuity by the state as a public trust. This statute deals with prohibited conduct and collections.

Statute 97.772 establishes an Oregon Commission on Historic Cemeteries and defines as historic any burial place that contains the remains of one or more persons who died before February 14, 1909.

## **Oregon City**

### *Oregon City Comprehensive Plan*

The city's revised comprehensive plan went into effect on May 5, 2004. Originally drafted in 1983, the comprehensive plan was initially developed in response to the 1973 Oregon state law dictating the nineteen statewide planning goals detailed by the Land Conservation and Development Commission (LCDC). State law requires each city and county to have a comprehensive plan and the zoning and land-division ordinances needed to put the plan into effect. Additionally, these comprehensive plans must be found consistent with the statewide goals to be "acknowledged" by the LCDC. The plan also maps the Urban Growth boundary of Oregon City. The McLoughlin House Site is within the Oregon City Urban Growth Boundary.

The plan includes detailed plan principles, goals and policies, and action items; chapters on Citizen Involvement, Land Use; Open Space, Scenic and Historic Areas, and Natural Resources; Air, Water, and Land Resources Quality; Natural Hazards and Natural Disasters; Parks and Recreation; Economic Development; Housing; Public Facilities; Transportation; Energy Conservation; Urbanization; and the Willamette River Greenway.

As of the plan's revision in May of 2004, the McLoughlin and Barclay houses are designated as a part of the McLoughlin Conservation District, covered in the Open Space, Scenic and Historic Areas chapter. A Conservation District, as defined by the plan, is designed to protect the buildings within the District through an ordinance requiring review of new construction and exterior alterations to designated structures and demolitions. While not as encompassing as a Historic District, a Conservation District can ensure that a neighborhood's significance does not further erode. Based on a 2002 survey of the McLoughlin Conservation District, the city is considering placing a part of the district on the National Register of Historic Places.

The plan also recognizes the recent ownership transfer of the McLoughlin and Barclay houses to the National Park Service.

### *Oregon City Municipal Code*

Oregon City provides land use regulations through Chapter 17, the city's zoning code. The purpose of the zoning code is "to promote public health, safety and general welfare through standards and regulations designed to provide adequate light and air; to secure safety from fire and other dangers; to lessen congestion in the streets; to prevent the overcrowding of land; to assure opportunities for effective utilization of land; to provide for desired population densities; and to facilitate adequate provision for transportation, public utilities, parks and other provisions set forth in the city comprehensive plan and the Oregon Land Conservation and Development Commission Statewide Planning Goals."

### *Oregon City Draft Trails Plan*

The draft trails plan, completed April 19, 2004, envisions a hierarchical system of trails from the re-

gional to local level. As part of the development of the plan, the city analyzed the existing trail system and street network. The plan states that it will “recommend improvements to the existing system where needed, fill in the missing gaps, and connect to significant environmental features, schools, public facilities, local neighborhoods, and business districts in Oregon City and throughout the region.” The plan’s overarching goals are to create a sense of community and encourage environmental stewardship in Oregon City and the region through the creation of a trail system.

History, as stated by the draft plan, will be a major interpretive focus, recognizing not only the significance of Oregon City, Dr. John McLoughlin, American Pioneers, and the End of the Oregon Trail, but also the history associated with native groups, commercial and industrial development, and the environment.

#### *Oregon City Transportations System Plan*

The Oregon City Transportation Systems Plan (TSP), adopted in April 2001 was part of a planning process between the city, Clackamas County, Metro, and the Oregon Department of Transportation to analyze and manage the city’s proposed transportation related projects over the next 20 years, through 2020. The plan, which must be based on the city’s current comprehensive plan land use map, is intended to balance land use and future development with the efficient delivery of services. Additional consistency must be maintained with Metro’s Regional Transportation Plan.

The state Land Conservation and Development Commission dictates that each TSP contains the following elements:

- A Road Plan For A Network Of Arterial And Collector Streets
- A Public Transit Plan
- A Bicycle And Pedestrian Plan
- An Air, Rail, Water, and Pipeline Plan
- A Transportation Finance Plan
- Policies and ordinances for implementing the transportation system plan

Major plan goals include:

- The development of multi-modal transportation options
- The maintenance of safety for all transportation users
- The maintenance of adequate transportation service capacity
- The efficient implementation of TSP goals and objectives

#### *Downtown Oregon City/ North End District Urban Renewal Plan*

The purpose of the Downtown Oregon City/ North End District Urban Renewal Plan is to eliminate blighting influences found in the Renewal Area and to implement goals and objectives of Oregon City’s Comprehensive Plan. The overall goals of the renewal plan are to improve:

Traffic capacity and safety, pedestrian facilities, park and recreation facilities, and other public facilities within the area in order to serve existing residents, businesses, workers and visitors.

The Renewal Area as a commercial and employment center, and stimulate private development within the area which is consistent with the comprehensive plan.

### **Clackamas County Documents**

There are no Clackamas County Documents that specifically relate to the McLoughlin House Unit.

### **Agreements**

The only existing legal agreement on record is a Scenic Easement Deed between Oregon City and the NPS. This agreement influences both planning and operations for the McLoughlin House Unit at Fort Vancouver National Historic Site.

Scenic Easement Deed, December 18, 2003. The deed is an agreement between the city of Oregon City and the National Park Service whose intent is for the city to, in perpetuity, “preserve the scenic and historical quality” of the charter park via a scenic easement to the NPS, in the interest of providing public access to the McLoughlin and Barclay houses.

### **McLoughlin House Unit Planning Issues**

The following issues, derived from public and agency input are addressed in this Plan/Environmental Assessment.

#### **Cultural Resources**

Documentation of subsurface cultural remains has been recently completed, indicating the presence of both historical and pre-contact American Indian artifacts (Cromwell 2005). A widespread, subsurface scatter of lithic debitage and localized but dense deposits of circa 1900 artifacts were encountered throughout the park.

Poor drainage in the vicinity of the gravesite possibly caused by Singer Creek being piped beneath the area has caused concerns related to the long-term preservation of subsurface cultural remains (archeological resources) and the graves of Dr. and Mrs. McLoughlin.

The McLoughlin and Barclay houses do not currently meet life safety or accessibility standards. They also are not in compliance with some building codes.

There is a large collection of significant museum objects associated with the McLoughlin and Barclay houses and site. Cataloguing, securing, and potentially storing some of these items is important to their preservation.

No cultural landscape analysis of the McLoughlin House site has occurred. Landscape elements have not been documented and cultural landscape treatments have not been prescribed.

The McLoughlin House Unit is one of many historical sites within the area. The cultural and historical connections of the unit to related sites and cultural resources are important considerations.

#### **Natural Resources**

The hydrology of Singer Creek has not been documented or analyzed.

Steep slopes along Singer Hill Road could potentially result in landslides and soil erosion. Analysis of geological and seismic conditions associated with the site is needed.

Invasive plants in the former mill/landslide area below the bluff are affecting the site and should be removed in coordination with Oregon City.

### **Visitor Experience**

Analysis of how to best maximize expertise, staff and volunteers to provide a quality visitor experience while providing adequate resource protection (based on funding and staffing) is needed.

An interpretive program that incorporates public outreach, including a theme-related curriculum meeting Oregon and Washington education standards, is needed.

A variety of interpretive methods could be used to broaden visitor experiences at the site.

There are currently a number of undesirable uses at the site, including unauthorized overnight sleeping and loitering.

### **Park Facilities**

Accessibility, including compliance with ADA (Americans with Disabilities Act) for visitor services and facilities, including restrooms and water fountains, is inadequate.

### **Park Operations**

The appropriate level of funding, staffing and operational space requirements is unknown.

A plan that documents the integration and transition of the management of the property from the Association to the National Park Service is needed.

There are administrative, interpretive, museum, and maintenance storage needs associated with management of the site by the National Park Service and the Association.

Guidelines for appropriate special events that could occur in the houses and on the site are needed.

Analysis of the impact of visitation fees, especially for economically disadvantaged populations, is needed.

### **Visitor and Employee Safety**

The steep bluff along Singer Hill Road could present hazardous conditions for visitors.

### **Access, Circulation, and Parking**

Visitor circulation at the site is not clearly defined. Analysis of visitor circulation patterns is needed.

With National Park Service management, visitation and, therefore traffic, are likely to increase.

Planning for additional parking, including parking for people with disabilities, and special event parking is needed.

There are potential impacts on park neighbors, including property owners along Washington, Center, and 7th streets.

Oregon City and Portland metro area public transportation opportunities and improvements need to be considered at the site.

Coordinating visitor arrival and departure with other cultural sites in the city (such as the Museum of the Oregon Territory) should be addressed.

Staging areas for visitors awaiting tours and public and private transportation drop off zones need to be more clearly defined.

## **McLoughlin House Unit Management Plan**

The McLoughlin House Unit Management Plan (Plan) emphasizes additional cultural resources strategies that will ensure the long-term preservation of the McLoughlin and Barclay houses, historic site, and collections; increased opportunities for visitor education and interpretation; and improved visitor and NPS facilities compared to current management practices. The Plan uses the best strategies to preserve the historic character of the buildings and the condition of collections, to provide for on-site administrative offices, and to allow for optimum visitor use and enjoyment of the site.

Some of these actions include partial restoration of the exterior of the McLoughlin House to the 1846-1867 period and partial removal of later modern additions. Interior furnishings and exhibits not related to Dr. McLoughlin will be removed. The Barclay House will continue to be adaptively used for administrative offices, visitor contact, and other public uses; however, some of the uses in the various rooms will be changed to better reflect NPS needs. Bathrooms accessible to persons with disabilities will be added at the back of the house and a Cultural Landscape Report will be prepared to guide site planning and restoration of cultural landscape elements.

Collections will be managed and documented in accordance with NPS museum collections standards. Appropriate interpretive media will be planned and designed to present the interpretive themes reflecting the site's significance.

The visitor entry to the McLoughlin House could be changed to the front of the house (facing the bluff) to reflect the historic entry. This determination will be made pending recommendations from the Cultural Landscape Report. Additional parking will be sought for overflow parking and special events.

### **Management Zoning**

As a unit of Fort Vancouver National Historic Site, the management zones developed in the 2003 Fort Vancouver National Historic Site General Management Plan will apply and will be amended to include

the McLoughlin House Unit. The McLoughlin House Unit will be zoned Historic. (See Appendix A: Fort Vancouver National Historic Site Management Zones.) The McLoughlin and Barclay Houses will be retained in their historic condition related to early settlement of the Oregon County/Oregon Territory and Oregon City and rehabilitated for public and administrative uses. The historic setting of the charter park will be maintained. The visitor experience will be enhanced through a range of approaches to 1) interpret the houses to more fully understand the contributions of McLoughlin and Barclay to the early history and pioneer settlement of Oregon and 2) use the historic district to provide a setting for the interpretation of the development of Oregon City that will be respected in the future development of any enhancement of the site. Appropriate activities at the McLoughlin House Unit will include learning about the unit's natural and cultural resources, bird watching, photography, and walking along the bluff trail.

## **Cultural Resources**

### **McLoughlin House**

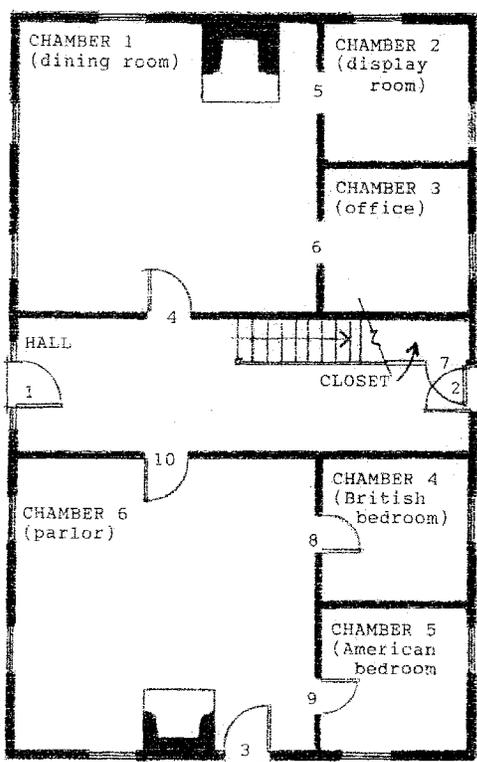
The McLoughlin House will be used for interpreting Dr. John McLoughlin and his family life and significance as well as the subsequent history of the house as hotel, boarding house, and museum. Given the fact that the house was moved to its present location in 1909, long after its period of significance (1846-1867) when the family occupied the house, a true restoration of the exterior is not achievable. In addition the former detached kitchen was not moved. Changes that have occurred to the exterior, including foundations, porches, and walkways, or changes that may be necessary for its continued operation as a house museum such as the central heating system, vents, and ducts, will be examined through additional research for retention and/or modification as appropriate to enhance historical integrity. The Historic Structure Report (HSR) will provide direction for restoration treatment of exterior building envelope features where restoration is feasible.

Additional research to supplement information in the HSR will determine the potential for interior restoration. This research will include materials testing that will determine interior surface treatments. The research will also identify architectural elements and details that date to the historic period for restoration. The interior treatment will also include interpretive exhibits and historic furnishings of the McLoughlin family and related period furnishings. Furnishings and exhibits not related to Dr. McLoughlin or the historic period will be removed from the house based on the development of an approved historic furnishings plan. All work will be done following the Secretary of the Interior's Standards for the Treatment of Historic Properties and will follow an approved restoration/rehabilitation plan developed specifically for the house. Interpretive exhibits that document the history of and changes to the house will complement the interpretive exhibits based on the primary interpretive themes.

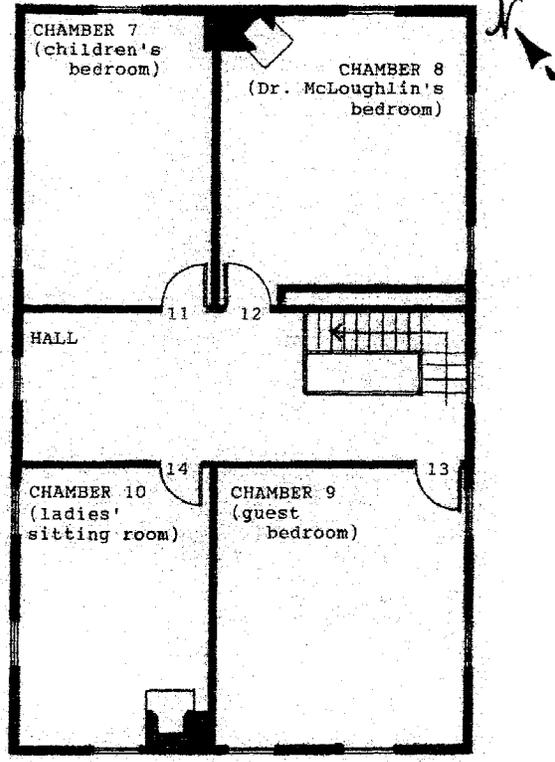
Options will be explored for a potential restoration of the McLoughlin House kitchen. If feasible and appropriate, the kitchen could be used as a staging area for visitors, or a shelter in inclement weather.

### **Barclay House**

The Barclay House will continue to be used for administrative offices, visitor contact, and other public uses. The interior and exterior of the house, however, will be rehabilitated for adaptive reuse to support additional public and administrative needs and one room of the house will be used to interpret Dr. Forbes Barclay's family and life in Oregon City. Treatment of this room will be based on an approved historic furnishings plan and will incorporate his furnishings or related period furnishings. All work will be done according to the Secretary of the Interior's Standards for the Treatment of Historic Properties, will meet Oregon City's historic review standards, and be in accordance with an approved rehabilitation

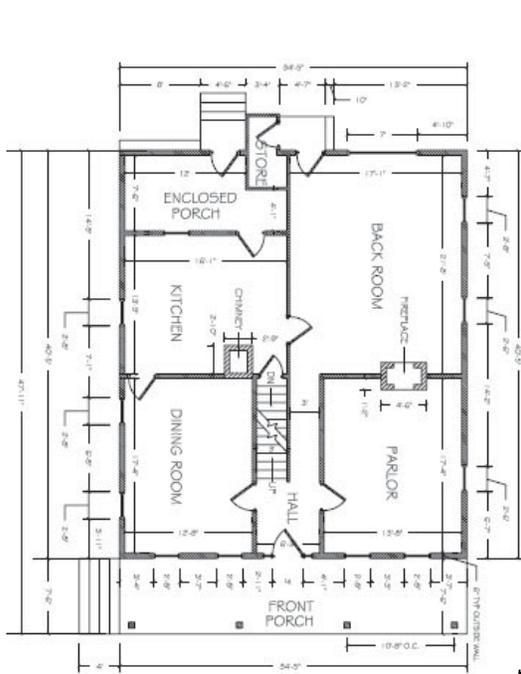


First Floor Plan

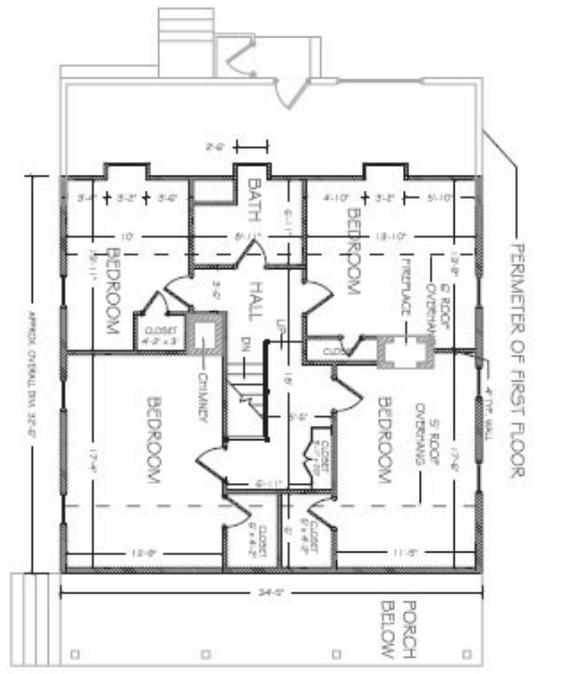


Second Floor Plan

Figure 1: Existing Floor Plan of McLoughlin House



First Floor Plan



Second Floor Plan

Figure 2: Barclay House Existing Floor Plan with Existing Uses

plan developed specifically for the house.

### **Cultural Landscape**

Unlike many parks set in a certain historic period, the landscape of the McLoughlin House Unit will be treated as a living commemorative landscape preserving the existing historic commemorative features and vegetation. Since the site has undergone many changes since the McLoughlin House was moved there in 1909, and it was not the original landscape for either the McLoughlin or Barclay houses, it is difficult to tie the landscape to one specific period. Site planning will complement the commemorative features of the site and the functions of each house. Specific landscape treatments and conditions are addressed in the Scenic Easement Deed and will be further developed through an approved Cultural Landscape Report/Recommended Treatments Plan. (See Figure 3, McLoughlin House Unit Site Plan.)

Preservation maintenance will be necessary for the headstones and graves of Dr. John and Marguerite McLoughlin, the cannon, fountain, signs, and commemorative plaques. Proper stewardship of the historic landscape could necessitate additional treatments to prevent deterioration.

A Cultural Landscape Report will be required to document, analyze, and propose treatments for the cultural landscape, including the potential reconstruction of the historic circulation system on the site.

### **Museum Collections**

The museum collections (approximately 700 items) will be protected and maintained in their current locations in the McLoughlin House, and Barclay House. This collection will continue to include both period and non-period items (outside of the 1846-87 time significance). The collections will receive basic documentation (inventory, accession and catalogue), preservation, security and storage according to NPS Standards. The National Park Service will complete a Scope of Collections Statement, a Museum Management Plan and a Conservation Survey to guide documentation, preservation, security and storage of the museum collections. Park staff will coordinate with the Association to facilitate these basic documentation and preservation efforts.

Historic furnishings studies and plans for the McLoughlin and Barclay houses will be completed to determine the appropriate disposition for non-period items (what will be exhibited, what will be used to furnish the houses, and what will continue to be stored, or be identified for other appropriate solutions). National Park Service curatorial staff will coordinate with the Association to assist with organization of the collection records.

The NPS will actively manage the existing collections. All items in the collections will be well researched, and material outside of the determined “period of significance” (1846 – 1867), or otherwise considered extraneous to site needs will be considered for de-accessioning according to NPS guidelines and policy. A Historic Furnishing Study/Plan will be prepared and used to support amending the Fort Vancouver National Historic Site Long Range Interpretive Plan to make specific recommendations regarding the McLoughlin House Unit associated exhibits and programs.

### **Archaeology**

Underground archaeological resources will be preserved in place or in collections according to additional study and findings. Archaeological testing completed in 2001 and 2004 confirms the presence of significant, intact sub-surface deposits of prehistoric and historic-period artifacts (Cromwell 2005). Archaeological testing, excavation, and monitoring could occur if ground altering infrastructure or land-



Figure 3: McLoughlin House Site Plan

scape work was necessary. Archaeological work will be done in accordance with the Scenic Easement Deed in accordance with the National Historic Preservation Act and State law ORS 358.

## **Natural Resources**

Existing natural resources management strategies will be continued. Natural resource management duties will therefore continue to fall under the jurisdiction of Fort Vancouver NHS.

**Geology:** The NPS, in cooperation with the city (because they retain ownership of the park setting) will analyze the potential for geologic instability (including landslides) at the site. Landslide prone areas along Singer Hill Road and along the northeastern portion of the site could require stabilization to control erosion and to prevent earth movement onto the roadway below.

**Vegetation:** The NPS will also work cooperatively with the city to assess existing vegetation conditions and the potential for removing invasive species along the bluff, as appropriate and feasible.

**Water Resources / Wetlands:** Further investigation of the poor drainage conditions associated with the former course of Singer Creek will be made. If necessary, actions to mediate standing water and poor drainage near areas such as the McLoughlins' gravesites will occur, pending appropriate analysis, to ensure long-term preservation of the gravesites and their associated features.

**Special Status Species:** Ongoing monitoring and analysis will occur to determine the presence of any endangered, threatened, or species of concern.

## **Visitor Experience**

In the short term, the visitor experience at the McLoughlin House Unit will not be noticeably different under new NPS management. Fort Vancouver and other NPS staff will work with the Association Board of Trustees and volunteer docents to provide tours and other interpretive and educational activities, and to sponsor special events at the site.

The NPS will provide technical and staffing assistance, as funding permits. All McLoughlin Memorial Association docents will be required to become part of the NPS Volunteers-In-Parks program, administered through Fort Vancouver NHS. NPS staff will work cooperatively with local organizations and institutions to continue mutually beneficial relationships. Cooperative activities and programs will continue, such as implementing cultural heritage and preservation programs, and community outreach. The NPS will continue to distribute brochures and encourage people to visit other historic and theme-related sites in the Oregon City area (Appendix D). Some interpretive materials, such as websites and brochures, will be updated to reflect new administration and contact information. Requests for special events, such as weddings, will be determined in accordance with NPS Management Policies.

The NPS will encourage the Association to continue management of the gift shop located in the Barclay House. All profits will continue to support operations at the McLoughlin House Unit.

Though carrying capacity is presently a maximum of 45 visitors in the McLoughlin House, carrying capacity for both houses will need to be determined. Safety and security concerns will be taken into con-

sideration with regard to the maximum number of visitors at one time.

Under NPS administration, visitors will continue to tour the site, and have opportunities to attend special events. Hours and dates of visitation will not increase, due to staffing and budget limitations.

The NPS will determine whether a shelter for visitors in inclement weather will be needed at the site. A study will be undertaken to assess the need and location and its potential effects on the historic landscape.

In the long term, over the life of this plan, NPS-provided interpretive and educational programming and services at the site will be increased and broadened. All volunteers interacting with the visiting public will be offered interpretive training, as part of the Fort Vancouver NHS Volunteers-In-Parks program, to meet standards for interpretation. Education programs will be reviewed and adapted for consistency with curriculum standards. Teacher packets will be developed to send to schools and other groups ahead of their visits to optimize the learning experience.

The Fort Vancouver NHS Long-Range Interpretive Plan (LRIP), produced in April 2004, will be amended to address the McLoughlin House Unit. The plan will articulate the manner and ways in which the NPS will provide interpretation and education to the public at the site. Using the LRIP as a foundation, the NPS will develop appropriate interpretive and educational media (possibly including exhibits, wayside exhibits, publications, audiovisual products, historic furnishings, and expanded websites) to present interpretive themes reflecting the site's significance. The Fort Vancouver NHS Junior Ranger program will also be expanded to include the McLoughlin House.

## **Park Facilities**

Park facilities will be maintained and improved to meet required ADA accessibility standards. ADA access will need to be established on the site at any point of ingress or egress to the homes, as well as to any other areas with transitional elevations.

New signage with the new designation as a formal unit of Fort Vancouver NHS will be added to the site.

When applicable, the park staff will use sustainable products in the maintenance and repairs of the houses and other site features, including the use of latex based paints on the houses. As other new environmentally friendly products become available, they will be evaluated for their feasibility for use on the houses.

Maintenance machinery and tools for the McLoughlin House Unit will be provided by the park's maintenance facility. Maintenance machinery and tools will be stored at the park's maintenance facility in Vancouver, Washington.

During renovation of the houses, the NPS will continue to allow public visitation as possible and provide limited interpretation of both the site and the renovation process.

The NPS will consider locating an additional outside shelter for visitors to use during inclement

weather near the proposed street end parking.

### **McLoughlin House**

The McLoughlin House will continue to be used for visitor use in the form of tours and special events. (See Figure 1: Existing Floor Plan of the McLoughlin House.) A Historic Structure Report will be done to provide analysis of the changes that occurred to the house in 1909 as well as the mid-1930s. In addition, evaluation of the condition of the roof and roof drainage system of the house will be conducted to determine the extent of repairs necessary.

### **Barclay House**

The configuration and treatment of the rooms in the Barclay House will be changed to best reflect NPS and visitor use at the site in accordance with an approved rehabilitation plan that meets the Secretary of the Interior's Standards for the Treatment of Historic Properties. ADA restrooms will be added as new compatible construction at the rear of the building either within or attached to the structure.

Subject to confirmation in a rehabilitation plan, the existing kitchen will be converted to an accessible office and could continue to include a small kitchenette. The gift shop will be moved across the hall. The former parlor space will be converted to a period furnished room to interpret the life of Dr. Barclay. The back multipurpose room will house exhibits that present the unit's interpretive themes. It will also include multi-purpose space for meetings and special events, including audio-visual presentations.

ADA accessible office space for up to four employees and volunteers will be provided in the Barclay House. Additional offices and general storage will be provided on the second floor. Details will be developed in a rehabilitation plan.

## **Park Operations and Staffing**

### **Operations**

In the short term, the Association will continue to manage and run the gift shop. In the long term, the NPS recommends that the gift shop be continued by a nonprofit entity. Opportunities will be explored to connect both Fort Vancouver NHS and the McLoughlin House sales areas and make available similar merchandise.

The projected NPS operating budget for the McLoughlin House site is \$285,000 in FY 2006 dollars. Fundraising events and donations by partners will continue to supplement NPS operating funds. Implementation of proposed facility and program costs is contingent upon future funding. Based on the current situation, these funding needs are not expected to be realized in the near term. Instead, these projected costs should be viewed as an articulation of long-term needs. As additional funding becomes available, various operational, programmatic and capital development aspects of the plan will be implemented over time.

### **Staffing**

Staffing at the McLoughlin House Unit will include six FTE (full time equivalent) positions on-site. Volunteer coordination will be part of the site manager’s duties. The site manager will report to the superintendent of Fort Vancouver NHS. The resource management position could be filled by existing park staff. Positions will include:

*Permanent*

**Table 1: Staffing**

<b>NPS Staff</b>	<b>Interim (1-3 years)</b>	<b>Long-term (3-15 years)</b>
Administration	1 Site Manager (possibly shared)	1 Site Manager (possibly shared)
Maintenance	1 Permanent - Subject to Furlough	1 Permanent - Subject to Furlough
Interpretation/Education	1 Permanent - Subject to Furlough	1 Permanent - Subject to Furlough 2 Seasonal
Resource Management	1 Permanent	1 Permanent
<b>Total Staff</b>	<b>4 Total</b>	<b>6 Total</b>

- Site manager
- Maintenance Worker(1 subject to furlough)
- Interpreter/education specialist (1 subject to furlough)
- Resource Management/Curator/ Museum Technician (1)

*Seasonal*

- Interpreters (2)

A written agreement will be developed between the NPS and the Association with regard to the partnership. The Association could assist in providing short-term funding assistance for NPS staff positions.

**Fees**

A determination will be made consistent with NPS policies and regulations regarding the viability of charging a fee to the general public for visiting the McLoughlin House. There will be no charge for visiting the Barclay House or the historic grounds, and the NPS will not charge for school visits. In addition, staff will accept and recognize all NPS fee passes such as the Golden Age and Golden Access passes.

The Association will discontinue fee collection as NPS takes over management of the unit.

**Hours of Operation**

Park operations could be expanded to year-round if funding and staffing permit and visitation warrants.

## **Visitor and Employee Safety**

The NPS will design and install historically compatible new fencing along the top of the bluff to protect visitors and employees from the steep bluff edge above Singer Hill Road.

The NPS will replace or install a sprinkler fire suppression system, smoke detectors, electrical system, intrusion alarm system, and communications system in each house to meet current code requirements.

The NPS will evaluate and seek to eliminate potential safety hazards at the site.

## **Access, Circulation, and Parking**

A detailed circulation plan will be prepared as part of the Cultural Landscape Report. The NPS will explore restoring the historic entry to the McLoughlin House which faces the river and bluff as the visitor entrance into the house.

The parking area between the Barclay House and the Victorious Faith Family Church is located at the dead end portion of 8th Street (west of Center Street) and is publicly owned. The Association staff currently has five permitted parking spaces next to the church and an additional two spaces on the north-west corner of the site by the Barclay House. One or two ADA accessible parking spaces will be created. Accessibility will need to be established on the site at a point of ingress or egress to the homes, as well as other areas with transitional elevations.

The NPS will request that the city provide a short-term (15 or 30 minutes) loading and unloading zone in front of the Barclay house with enough space to accommodate a large tour or school bus. This will allow a safe drop-off and pick-up area at the site and an area for occasional service vehicles.

The NPS will also explore opportunities for a long-term arrangement or agreement with the city to utilize an existing parking lot for off-site parking for overflow, special events and long-term bus parking on 7th Street, southwest of the existing parking lot. This additional space will accommodate any increase in traffic related to the transfer of the site into the National Park System.

## **Implementation Plans**

A number of additional studies and plans will need to be conducted to implement this unit management plan. Some of these studies and plans could require additional special project funding or increases to the operating base funding. Some of these projects could require formal analysis of alternatives in compliance with National Environmental Policy Act and the National Historic Preservation Act. Such documents will reference and be tiered to this unit management plan. The following studies and plans will need to be developed to guide more detailed planning for the unit:

- (Complete) Historic Structures Report for the McLoughlin House;
- Historic Structures Report for Barclay House;
- Restoration/Rehabilitation Plans for both houses based on the Historic Structures Reports;
- Cultural Landscape Report;

- Assessment of security and life/safety code issues and mechanical systems (could be included in the Historic Structures Reports for the two houses);
- Scope of Collection Statement;
- Emergency Operations Plan (for site and collections);
- Museum Management Plan;
- Exhibit Plan;
- Archival survey and assessment;
- Conservation survey and treatment plan;
- Administrative History;
- Long-Range Interpretive Plan (amendment to Fort Vancouver NHS Long-Range Interpretive Plan);
- Oral histories (priority due to age of people with information to share);
- Museum Collection Preservation Maintenance Plan;

- Carrying capacity study based upon recommendations from Historic Structure Reports for McLoughlin and Barclay houses;
- Parking Plan; and
- Transportation Plan.

## Affected Environment

### Land Use

#### Zoning and Land Use

The charter park in which the McLoughlin and Barclay Houses are located is zoned RC-4, “McLoughlin Conditional.” The purpose of this residential zoning district is to allow a mix of residential building types, not to exceed medium density. It is based on the pattern of development prevalent in older areas of the city, where lot sizes and dwelling types vary greatly. Proposed changes, other than single-family homes, can be considered only upon conditional use review (Oregon City GIS, 2004). The Comprehensive Plan of Oregon City, though, designates the site as a park.

While most of the McLoughlin Conservation District (MCD) is zoned RC-4, “McLoughlin Conditional,” there are some Office Conditional uses located across Center and along 7th streets. Generally, these sites tend to be the adaptive reuse of residential structures in the MCD. The site is part of Oregon City’s Downtown Urban Renewal District. The section “Land Use Documents, Related Plans, and Programs” details the Oregon City Downtown Urban Renewal Plan.

#### Development Trends

Historically, development in Oregon City was concentrated in a narrow strip along the Willamette River’s banks. By the late nineteenth century, Oregon City began expanding to the upper terraces of the city (Historic Preservation Northwest, 2003). Recent trends have included the development on the upper (third) terrace to the east. Clackamas County has made an effort to keep the downtown and older areas of Oregon City viable through the location of governmental offices in these areas. The county is the largest property owner in the city (Historic Preservation Northwest, 2003).

#### McLoughlin Conservation District

The MCD is primarily residential in nature with 177 structures in the neighborhood being over 100 years old (Historic Preservation Northwest, 2003). Zoning ordinances have been developed to maintain the medium-density residential nature of the neighborhood.

### Cultural Resources

#### Historic Site Conditions

The current site of the McLoughlin House Unit is part of John McLoughlin’s original



*McLoughlin Park, 1913*

land claim. He donated the grounds to Oregon City, which in turn, designated the site a charter park known as McLoughlin Park. When the house was relocated to its present site in 1909, the park was apparently covered with wild grasses and a cluster of mature pine trees. A cast iron fountain (a portion of which is still at the site) and a pond were installed on the grounds in 1911 by the Oregon City Women's Club. Access to the front door of McLoughlin House was from the northwest side of the property on a path that circled the fountain before landing at the home's front door.

Within the next decade, the grounds were transformed into a park-like landscape complete with an extensive lawn, footpaths, rose beds and other plantings of undetermined varieties. Young deciduous trees and small evergreens were planted among the older pines. Foundation plantings of shrubs and flowers surrounded the McLoughlin House. Members of Oregon City Women's Club did much of the planting. By 1920, the landscaping had matured. Within a few years the park grounds became more simplified. Trees still dotted the lawn, but only a few shrubs and plantings remained, generally around the house.

The grounds were transformed once again in the late 1930s and early 1940s as part of the second McLoughlin House restoration. At the direction of architect Glenn Stanton, the McLoughlin Memorial Association planned to have a caretaker's house built next to the McLoughlin House to serve as the caretaker's quarters. The plan changed when the owner of the historic Barclay House offered it to the Association in April 1937. The Barclay House was moved from its site on Main Street to McLoughlin Park and positioned between the 1890 Eastham-Caufield House and the McLoughlin House. The Eastham-Caufield House was demolished in 1950 to provide a site for an adjacent Methodist church.

About 1955, Oregon City removed trees and shrubs which were crowding the McLoughlin House. In addition, the Portland Garden Club did some landscaping in the park surrounding the house. This involved removing some of the large rhododendrons near the foundation of the house and replacing them with smaller native shrubs such as salal and huckleberry. The 1962 Columbus Day storm blew down several trees in the park including a large English elm at the southeast corner.



*Graves of the McLoughlins*

### **Graves of the McLoughlins**

In 1970, the graves of Dr. McLoughlin and Marguerite McLoughlin were moved to the park and placed near the northwest corner of the McLoughlin House. The graves were surrounded by an iron fence.

### **Current Site Conditions**

The park is located in the McLoughlin Neighborhood and is surrounded by residential development and commercial properties. The site mixes elements of a public park with a residential landscape design. Shrubs and flowerbeds are clustered around the house, while open areas are covered in lawn and large evergreen and deciduous trees. Paved walkways, the McLoughlin gravesites, commemorative markers, and landscape furniture add to the public park and historical ambiance.

The site currently reflects its early twentieth century appearance (when the houses were moved), however some modifications to the historic landscape over the past nearly 100 years have changed aspects

of its historic character. The spatial organization, land use, topography, circulation, buildings and structures and constructed water features have remained largely unaltered since the early twentieth century. Modifications have included diverting a small creek Singer Creek in the west yard, reworking the historic plantings, and adding outdoor furniture, amenities, and commemorative markers to the site.

### **Trees and Other Plantings**

The park is well maintained. Vegetative landscaping includes an extensive lawn, flower beds, hedges, and trees. In the early twentieth century, the landscape was more heavily planted in shrubs, rose bushes, and flowers. Today, the landscaping has been simplified by removing higher maintenance vegetation. A manicured lawn wraps around the McLoughlin House. Curvilinear beds surrounding the foundation of the houses are planted with shrubs, perennials, and bulbs. Mature deciduous and coniferous trees, including a large evergreen magnolia and several horse chestnuts, dot the lawn and provide a canopy of green foliage for the park.

### **Landscape Features**

Beyond the houses, a focal point of the cultural landscape is the gravesites of Dr. and Mrs. McLoughlin. The graves are located between the McLoughlin and Barclay houses and are surrounded by a painted black iron fence. A plaque affixed to the backside of a rock slab recognizes those who were involved in the relocation of the graves. English ivy covers the tops of the graves.

The 1911 cast iron, round fountain stands near the center of the front lawn, facing the river. The fountain is missing the finial, which in early twentieth century photographs, shows a female figure or cherub holding an umbrella. The finial disappeared in 1960. Encircling the fountain is a 10-foot, 6-inch diameter pond.

West of the fountain is a cast iron eighteenth century cannon. Historically, according to oral tradition, the cannon came from a ship that sank in the Willamette River. The cannon was placed in McLoughlin Park in 1958.

The site also contains three rock monuments mounted on concrete slabs. One is at the corner of the park at 7th and Center streets. It includes a plaque honoring Dr. McLoughlin that was placed by the Oregon City Territorial Days Association on August 18, 1939. The second monument is near the entrance to the McLoughlin House. Mounted on the rock is a bronze plaque dated 1950 that designates the McLoughlin House as a national historic site. The third monument is located midway between the house and the intersection of 7th and Center streets. It consists of a bronze plaque dated September 10, 1989, affixed to a stone and is dedicated to Eva Emory Dye and others who helped save the McLoughlin House in 1909.

The northwestern section of the site is partially delineated by approximately 140 feet of modern metal chain link fencing along the top of a bluff.

A modern metal flagpole is located near the east entrance to the McLoughlin House.

### **Outdoor Furniture**

The site contains two seven-foot long modern wooden and metal park benches located on the west and south lawns. There are also two modern rectangular concrete planters on the east terrace.



*Vegetation Surrounding McLoughlin House*



*Fountain and Cannon on McLoughlin House grounds*



*Drinking fountain and footpaths to underpass*



*Pedestrian Underpass to Singer Creek Falls*

## Public Amenities

The site includes a concrete and rock drinking fountain and trash receptacles located on the east lawn and on the edge along Center Street. A plaque on the drinking fountain pad dedicates the fountain to the memory of Vera Caufield, curator of the McLoughlin House from 1947 to 1962.

## Walkways and Underpass

A straight sidewalk with grass parking strip parallels Center Street. A second sidewalk (not shown) runs perpendicular to the main sidewalk and leads to the terrace and steps at the east entrance to the McLoughlin House. This sidewalk was installed in 1948 to replace an earlier boardwalk. Another sidewalk bisects the north lawn and ends at the McLoughlin graves.

Two asphalt footpaths cut through the south lawn on diagonals from the main sidewalk. The paths eventually unite and encircle the drinking fountain and from there continue west ending at a pedestrian underpass. The underpass has cut stone piers and metal tubular railings. Oregon City received a variety of federal funding during the 1930s which resulted in many new improvements to the downtown area. The underpass was constructed in 1936-1937 with Public Works Administration (WPA) funds. The connection steps to the underpass along Singer Creek Falls and down the bluff were also constructed in 1936 using WPA funding.



*Sign at McLoughlin House*

## Signs

Two painted wooden signs that formerly stood on the east lawn near the door to the McLoughlin House were removed in 2006. At both the McLoughlin and Barclay Houses, a sign displaying the construction date and style of the house is located above the front door.

## McLoughlin House

The 1846 McLoughlin House has undergone extensive changes that have altered the exterior and interior fabric of the building during the nineteenth and early twentieth centuries. The house's period of significance is from 1846-1867 during which time Dr. McLoughlin and his family occupied the house. The property was sold in 1874 and passed out of ownership of the McLoughlin family. Between 1868 and 1908, the house was rented out to multiple tenants. During those years, the house received structural additions that substantially altered its original interior and exterior configurations.

In 1909, the house was moved to its present site from its original location on Main Street in response to its threatened demolition by the Hawley Pulp and Paper Company. At that time, the house was in poor condition and was reputed to have been used as a brothel. While some citizens felt it should be torn down, there were many who recognized its historical significance and rallied for its removal to a safe and secure location.

Today, the McLoughlin House is the centerpiece of McLoughlin Park. Architecturally, the McLoughlin House appears to have stylistic characteristics of earlier American buildings both Georgian and Colonial, which were drawn from English architectural traditions. In addition, it appears to have influences of French Canadian construction techniques. The house is rectangular in shape with a hipped roof and horizontal clapboard siding. It currently sits on a cut stone foundation. The house has vertical corner



*McLoughlin House, view from grounds*

boards, window and door trim, overhanging eaves, and a cornice. The house has two interior brick chimneys; one on the north side and one on the south. The east side of the house has five “12 over 12” double hung windows on the second floor and four “16 over 16” double hung windows on the first floor. The west side has the same window arrangement as the east. The north and south sides of the house each have five windows, three on the second floor and two on the first floor. The west side has a central paneled door with a transom and side lights, and the east side has a central paneled door with a transom. There is a paneled door on the south side of the house.

The interior of the house has a first and second floor central hallway running east and west. There is a stairway on the northeast side of the hallway leading to the second floor. The first floor has six rooms, a dining room, two small rooms to the right of the hall (the two small rooms are not accessed by the hall), a parlor, and two small rooms to the left of the hall (these two small rooms are also not accessed from the hall). There is a small utility closet and bath under the stairway. The second floor has four rooms, all accessed from the central hallway. Both the first and second floors have painted ceilings and wood floors. The interior woodwork is painted. Individual rooms are wallpapered with reproduction nineteenth century wallpaper. The exterior of the house is painted grey with white trim. The doors and windows are painted white.

The second period of significance for the house is 1909 to 1939. This period begins with the relocation of the house to McLoughlin Park and continues with restoration efforts through 1911. The period then continues with the second restoration effort which was begun in 1933 and completed in 1939.

### **Interior and Exterior Remodeling**

At its original Main Street location and soon after the McLoughlin family left the house, various inte-

rior and exterior changes occurred. Among other alterations, window and door openings were removed and filled in. Some siding may have been replaced and/or removed to accommodate additions to the rear of the house. It is not known at this point what interior room configuration changes were made. By the early twentieth century, the McLoughlin House was in a deteriorated state, suffering from vandalism and neglect.

The 1909 move of the house resulted in a number of further exterior and interior changes to the structure. Soon after the relocation of the house, work was begun. This so-called “restoration” included the introduction of non-historic fabric, where liberties were taken that resulted in something less than a true restoration by today’s standards.

A second phase of restoration began in 1933 under the direction of architect Glenn Stanton. By 1939, a number of Stanton’s recommendations had been implemented including the installation of automatic fire suppression and heating systems, which necessitated replacing some interior walls and ceiling boards as well as lowering the ceilings on the first floor. The installation of stone porches, stone foundations, and piers was also part of this work, as well as the replacement of the 1909 mantels with ones based on the design of those in the Barclay house. The second floor bathroom was also removed. New roof shingles were installed as were metal hoods on the chimneys.

Typical of the times and similar to work executed on similar house museums, Stanton “updated” the house by providing structural and life safety improvements, as well as a central heating system. Although these changes may have made the house more comfortable, and certainly a safer place, some building fabric original to the McLoughlin period was likely sacrificed. Other changes by Stanton, particularly those to the exterior, contributed to reinforcing elements from the original house.

### **General Maintenance and Repairs**

From 1947 through 2003, the National Park Service, as part of the 1941 formal agreement between the Department of the Interior and the Association, was to conduct annual inspections of the house and submit a yearly conditions and work report. During this period, a number of changes to the McLoughlin House occurred. For example, the wood terrace and steps on the east entrance were replaced with a two step stone terrace around 1956. The west steps and terrace may have been replaced at the same time. The “original front door” on the west entrance was repaired and repainted around 1953 and again in 1960. The “original” door was removed in 1966 and its replacement was believed to be “an exact replica of the old one” (Barbero 2003: p.83-84). Eaves and gutters were repaired after the 1962 Columbus Day storm and the roof was repaired following water damage in 1964. Floors were frequently refinished during the 1950s through the 1970s. An electric baseboard heating system, intended to be more efficient and economical, was installed in 1959, replacing the 1930’s oil system, but the baseboard system was removed a year later. In 1968, a new heating system was installed. In 1976, several of the rooms in the house received new wallpaper. In 1977, two arson-caused fires damaged the interior and exterior of the southwest corner of the house. These fires necessitated repairs to the siding, windows and window trim. Window glass was also replaced. Between 1980 and 1981 a new roof was apparently installed on the house. Additional repairs and changes occurred in the 1980s and 1990s which included the installation of carpeting in public use areas, repair to the roof and chimneys, installation of ceiling insulation and indirect lighting, an updated security system and removal of the curator’s office to the Barclay house in 1998. Additional roof repair and moss cleaning was done in the 1990s. In 1997-1998, the entire interior of the house was wallpapered. The security system was further updated.

## Barclay House

The Barclay House is a companion and contemporary structure to the McLoughlin House. It was built in 1848-1849, at a cost of \$17,000 by Dr. Forbes Barclay. The period of significance for the Barclay House is 1850-1873 during which time Dr. Forbes Barclay occupied the house with his family. The house was occupied with Forbes Barclay's descendents until 1934.

The Barclay House was originally located on Main Street between Seventh and Eighth Streets. In 1937, the house was moved to McLoughlin Park adjacent to the McLoughlin House. Previously, the house had been moved in 1912 to a site on Water Street in Oregon City. The Barclay House is an early example of Pacific Northwest vernacular Classic Revival frame architecture.

The Barclay House has had a variety of uses since its relocation to the present site, including as an antique shop, a tea room, caretaker's quarters, offices for the Oregon City Chamber of Commerce, and most recently, administrative offices for the McLoughlin House National Historic Site operations.

## McLoughlin House Museum Collections

Immediately upon the relocation of the 1846 McLoughlin House to the new site, the McLoughlin Memorial Association began the acquisition of historic objects for the house, which officially opened to the public in 1911. Among the first objects to be acquired by the Association in 1909 were a whale oil lamp, a print of Queen Victoria, a rocking chair, an iron strong box, a leather shot pouch and powder horn, a deed executed by Dr. McLoughlin to a Peter Hatch, a picture of the Vancouver, Washington "witness" tree and a piece of the tree. Many of these early acquisitions were donations from public spirited citizens. Over the next 30 years, objects continued to be acquired for use as furnishings in the house.

In 1937-1938, Dr. Burt Brown Barker, noted twentieth century Oregon historian and one of the directors of the McLoughlin Memorial Association, purchased for the McLoughlin House a number of significant historic objects associated with McLoughlin and William Fraser Tolmie (former Fort Vancouver surgeon) from the Tolmie estate in Victoria, British Columbia. These objects included a mahogany dining table, a washbasin with the Hudson's Bay Company crest, a pair of bellows, a pair of brass andirons, books, a secretary bookcase desk and a marble top table. (This last item also came from Tolmie's estate, but was donated by the Catholic Women's Association of Portland. It is also likely that the marble top was added later.) Many of these important historic items have helped interpret the story of Dr. McLoughlin's life.



*Historic mahogany dining table*

From the 1940s through the 1990s, a number of important objects belonging to McLoughlin or family members and originally associated with their residence in the house were added to the collections. These objects included the following: a sofa table, a pair of card tables, personal items such as jewelry, McLoughlin's seal, watch and chain, Apostolic brief with relics, the Royal Horticultural Medal presented to McLoughlin in 1826 for his assistance to the botanist, David Douglas, a snuff box, McLoughlin's transfer printed dinner service, a melodeon, an 1886 oil portrait of McLoughlin, a "china" trunk, a Chinese lacquer cabinet that belonged to Marguerite McLoughlin and McLoughlin's silver cutlery (flatware).

Many of the objects in the McLoughlin House collection are in excellent physical condition; however none of the objects have received conservation treatment from a professional conservator. Exceptions include: in 2000, a paper conservator assessed the condition of some of the documents and books in the collection; and in 2002, a professionally certified appraiser provided an appraisal of the McLoughlin House collections.

The McLoughlin House collections have been managed since the 1930s by a number of curators. In the 1940s, Vera Caufield, Curator and Wilmer Gardner, a member of the Executive Board of the McLoughlin Memorial Association, drew up the first inventory of the collection.

Today, the collection consists of an estimated 800 objects which can be divided into several categories: objects that belonged to McLoughlin and his family, objects associated with other Hudson's Bay Company sites and individuals, and historic objects from the era that belonged to individuals not connected with McLoughlin or the McLoughlin House. The collection is housed in the McLoughlin and Barclay houses and at Fort Vancouver NHS. This collection helps to commemorate and interpret Dr. John McLoughlin and his family's significance in the history of the Pacific Northwest.

### **Archaeology**

Archaeological surveys of the grounds of the McLoughlin House National Historic Site were conducted in 2001 and 2004 (Cromwell 2005). These surveys were done in response to a backed up and partially collapsed sewer line at the Barclay House, and in anticipation of the installation of updated sub-surface electrical and fire sprinkler lines. These surveys recovered approximately 5,000 late-nineteenth and early twentieth century historic artifacts, and an additional 240 prehistoric artifacts. These artifact deposits are substantial enough to warrant the recording of the park as an archaeological site with both historic and prehistoric components. An archaeological site form has been filed with the Oregon State Historic Preservation Office (SHPO), with a recommendation that the site be regarded as "Eligible" for the National Register of Historic Places. These findings will help to guide the management principles of the park, especially in regards to potential sub-surface excavations for future maintenance activities.

## **Physical Resources**

### **Geology / Topography**

The topography of Oregon City, located along the Willamette and Clackamas Rivers, divides the city into three natural terraces. These terraces range in elevation from 50 feet at the lowest terrace, to more than 250 feet above sea level on the upper terrace (Historic Preservation Northwest, 2003). The second terrace, on which the McLoughlin and Barclay Houses stand, ranges in elevation from 162 feet to 170 feet above sea level before it rises again to the third, and highest, terrace. The houses are located approximately 162 feet above sea level.



## **Soils**

According to the soil survey conducted by the Natural Resources Conservation Service, soils located within the property are Saum Silt Loam, with 3 to 8 percent slopes (Natural Resources Conservation Service, 2004). Oregon City's soil map of the property lists the soil type as a Category 1 Soil, which requires percolation tests for new development proposals (Oregon City, GIS, 2004).

The site is relatively well drained with some periods of standing water. The site may have clay-laden soils. No analysis of known poor drainage in the spring and winter has been undertaken by the NPS to evaluate percolation rates of the soil.

## **Water Resources**

### *Surface Water Quality and Condition*

While the park has not conducted a baseline inventory of surface water quality and condition, known surface water features are located outside of McLoughlin Park's boundary. The largest and most obvious surface water feature, the Willamette River, is located approximately 860 feet to the northwest of the property edge. Singer Creek, which is piped by the time it nears the property beneath 7th Street, daylight at Singer Creek Falls (southwest of the site) constructed in 1936 with funding from the Works Progress Administration (WPA) (Oregon City, General, 2004).

### *Ground Water Quality and Condition*

The quality and condition of ground water on the site is unknown and the park has not conducted any monitoring to determine a baseline. The site does have a large (8" and 12") sanitary sewer line running from east to west, across the property and under the McLoughlin House (Oregon City, GIS, 2004).

### *Wetlands*

Although no wetlands occur on the site, there is a nearby wetland and riparian area located to the west of Singer Hill across Singer Hill Road. As a result, Oregon City mandates water quality restrictions (essentially a vegetated buffer). According to the city's municipal code, because the site contains considerable slopes greater than 25%, "Vegetated corridors in excess of fifty feet apply on steep slopes only in the uphill direction from the protected water feature" (Oregon City Code 2004). Since the McLoughlin House Unit is within 50 feet of this wetland, proposed construction at the site will need to go through a city review process and to maintain vegetation on the hillside.

It is unknown whether a small wetland associated with Singer creek existed at the current site of McLoughlin Park. Historic records indicate a creek was diverted (see Current Site Conditions above) and there is regular seasonal ponding of water that occurs in the area of the McLoughlin gravesites.

## **Biological Resources**

### **Vegetation**

The site's vegetation is significantly altered from its natural state. It contains long established ornamental trees, plantings, and lawn and is associated with the McLoughlin Park cultural landscape. For more detail on the historic vegetation, refer to the Historic Site Conditions and Current Site Conditions sec-

tions under Cultural Resources above. Native, naturally occurring vegetation on the site is limited to the northwest area with slopes greater than 35%, however most of the vegetation occurring in this area is dominated by invasive species, particularly English Ivy and Himalayan Blackberry.

An assessment of trees in 2004 showed most of the trees in a healthy state. A small number of trees, however, were determined to be “hazard trees” by the National Park Service and were pruned in 2004 to alleviate concern over these trees falling on the McLoughlin and Barclay houses. Regular monitoring of these trees is important to ensure that they do not pose additional hazards to the historic homes. Monitoring and implementation actions associated with hazard trees will be undertaken based on the 1995 Hazard Tree Plan for Fort Vancouver National Historic Site.

A visit to the McLoughlin House Unit on August 25, 2004 found the site to be considerably altered from its natural state, with long established lawns and ornamental plant beds surrounding the buildings. Bigleaf maple was the only naturalized native plant seen, although sword fern, salal and Oregon grape are included in the ornamental plantings. The basalt cliff area along the site’s northwest edge is engulfed in English ivy and Himalayan blackberry, so it is highly unlikely listed or rare plants have survived in this habitat. One small right-of-way, less than 100 square feet, between the cliff edge and a small parking area behind the Barclay House had been recently cut with a weed eater; therefore the vegetation was not identifiable.

## **Visitor Experience**

### **Access and Circulation**

#### *Location*

The McLoughlin House Unit is located on 713 Center Street on the second terrace of Oregon City, in Clackamas County, Oregon (Section 31, Township 2 South, Range 2 East, Willamette Meridian). The site is in the Fifth Congressional District of the 108th Congress, the 26th State House District, and the 12th State Senate District for Oregon. The site is located in U.S. Census Tract 224, Block 5043. The house is part of the McLoughlin Conservation District (MCD), a primarily residential, historic neighborhood located on the bluff above the Willamette River.

The primary access route to the site and Oregon City is via Oregon State Highway 99E, 43, and 213, and Interstate 205. The site is located approximately 13 miles southeast of downtown Portland, Oregon, and is part of the greater Portland/Vancouver Metropolitan area.

#### *Visitor Access and Parking*

Visitors driving to the McLoughlin House are signed off I-205 onto Highway 99E, then left on 10th Street and up Singer Hill to Center Street. There are also other directional signs located throughout downtown Oregon City. Limited street parking is available in front of the site.

Currently, the site only offers on-street parking along Center Street. According to the Association, there is little or no traffic congestion at the site, but during times of a scheduled group visit by bus, the Association has placed traffic cones in front of the house to facilitate bus parking. The major considerations for potential traffic and parking impacts will be with adjacent home and business owners along Center Street and the McLoughlin Conservation District in general.

The Association has two permitted parking spaces for staff along the north edge of the property, near the Victorious Faith Family Church (811 Center Street). The church currently uses the public right of way between the two properties as parking for members.

The Association coordinates bus traffic with the End of the Oregon Trail Interpretive Center (1726 Washington Street), about five minutes away, and the Museum of the Oregon Territory (211 Tumwater Drive) also about five minutes away in the opposite direction. Visitors move back and forth between the sites, generally spending one hour at each.

### *McLoughlin Park Grounds*

Use of the grounds is similar to those of any city park. People use the park benches for their lunch or for sitting and relaxing. Others bring their pets for walks. Occasionally, newlyweds have wedding photos taken with the backdrop of green foliage during summer months. There are several commemorative and interpretive markers on the grounds for visitors to read.

## **Visitor Operations**

### *Visitation*

Informational signs at both the McLoughlin House and the Barclay House provide hours of operation, and indicate that visitors need to stop first at the Barclay House. Because the doors at the McLoughlin House are kept locked (except when tours are underway), visitors find their way to the Barclay House where they are greeted at the door.

### *Hours of Operation*

Currently, the houses are open for visitation five days a week, Wednesday through Saturday (from 10:00 a.m. to 4:00 p.m.) and Sunday (from 1:00 p.m. to 4:00 p.m.). They are closed on major holidays, during January, and part of December. Nominal admission fees were being charged by the McLoughlin Memorial Association to the general public: \$4 for adults, \$3 for adults age 62 and over, \$2 for ages 6-17, and free admittance for children under 6 years of age. No admission was charged for the Barclay House or for visiting the grounds. During transition of management to the National Park Service, no fees have been charged.

### *Visitation Statistics*

Operating on a five-day schedule with closures and several special events, the houses received 4,620 visitors during 2002, 4,099 visitors during 2003 and 4,205 visitors in 2004. These statistics are derived from paid tour admissions only and do not include visitors to McLoughlin Park or those that visited the Barclay House without going on a tour (See Table 3).

Starting in October 2004, the visitation statistics were derived from all visitors to both houses rather than from paid tours only (See Table 4).

**Table 3: 2002-2004 Visitation for the McLoughlin House**

<b>Month/Year</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
January	0	22	0
February	490	241	468
March	462	395	314
April	483	404	167
May	698	722	1059
June	405	524	535
July	424	366	445
August	478	435	406
September	358	256	224
October	373	353	215
November	211	191	222
December	238	190	150
<b>TOTAL</b>	<b>4,620</b>	<b>4,099</b>	<b>4,205</b>

Note: McLoughlin House is generally closed in January, except for special events. It was also closed during the first two weeks of February 2003 and the last two weeks of December 2003 and 2004.

**Table 4: 2004-2006 Visitation for the McLoughlin and Barclay Houses**

<b>Month/Year</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>
January	N/A	N/A	N/A
February	N/A	M – 198B – 288	M – 178B – 287
March	N/A	M – 344B – 429	M – 266B – 441
April	N/A	M – 435B – 470	M – 697B – 461
May	N/A	M – 626B – 603	N/A
June	N/A	M – 842B – 544	N/A
July	N/A	M – 556B – 701	N/A
August	N/A	M – 448B – 569	N/A
September	N/A	M – 349B – 471	N/A
October	M – 453B – 368	M – 342B – 478	N/A
November	M – 228B – 287	M – 256B – 300	N/A
December	M – 129B – 214	M – 78B – 128	N/A
<b>TOTAL</b>	<b>M – 810B – 869</b>	<b>M – 4,474 B – 4,981</b>	<b>M - 1,141B -1,189</b>

Note: M – McLoughlin House, B – Barclay House; McLoughlin House is generally closed in January, except for special events.

*Type of Visitors*

Visitors to the McLoughlin and Barclay houses generally arrive individually or in small groups (family or interest group). Individual visitors (one to two people in general) tend to be casual visitors off the street, coming specifically to see the houses, or are directed to the site from other Oregon City cultural sites or from Fort Vancouver National Historic Site. Seniors make up the largest type of general public group, followed by families and special interest groups.

School groups comprise a major component of visitation. School groups are encouraged to call prior to their visit to make a reservation. These groups can range from 10-20 to 50-80 people in size. There are no teacher’s packets presently available (one was developed by the Association but it has not been re-

printed) to send to the groups prior to their visits, but brochures, driving directions, and maps are sent if requested.

There has been a drop in the number of school related visits, due to cuts in available bus transportation. Instead of more frequent visits with smaller groups of children, the Association staff has noticed fewer visits with combined, larger classes.

### **Public Tours**

General public groups that are small in size and individual visitors have two options for touring the homes. They may choose to take a self-guided tour using a one-page handout and accompanied by an NPS staff member, authorized staff, or volunteer. Visitors can read interpretive information posted throughout the McLoughlin House and can interact with a member of the NPS staff or a docent, who is with each group or individual for security and safety reasons. Visitors are usually not left unaccompanied while touring the McLoughlin House; however, at times when there is limited staff, visitors have been allowed to independently tour the upstairs rooms which are gated.

Visitors are also offered the opportunity to take a fully-guided tour, generally lasting 45 minutes, with an NPS staff member or an Association docent providing interpretation.

The Association staff has not set a limit to the number of visitors that may tour the house at any given time. The NPS estimates that the house can accommodate an approximate maximum of 45 people at a time. Large groups of visitors have been managed through splitting into smaller groups, which are accompanied by NPS staff or authorized docents. Visitors are not allowed to touch furnishings or other artifacts, and resources are inspected during normal maintenance for any cumulative damage.

The fully-guided tour consists of several stops. Visitors are greeted at the Barclay House. Docents then lead each group outside to the McLoughlin grave sites to begin the tour, weather permitting. In inclement weather, introductions are held in the McLoughlin House entry hall or in a larger room at the rear of the Barclay House.

At the McLoughlin House, large groups are divided into smaller groups for rotation through the house. Approximately 10-15 minutes are spent in different rooms with the NPS staff member or docent providing interpretation. At times, an additional docent may act as “hall monitor” and/or timekeeper to ensure that no one is left unsupervised.

Rooms are fully furnished with period pieces; some items and furniture are associated with the McLoughlin family or the Hudson’s Bay Company. Visitors can step into the dining room, parlor, and the exhibit room off the dining room; the upstairs bedrooms have locked gates on the doorways so visitors can’t actually



*Historically furnished room, McLoughlin House*

step into the rooms but can view them. Several displays of artifacts (out of reach, or under glass) are shown, and small interpretive/ informational signs are located throughout the house.

To some extent, each tour is personalized depending on the NPS staff member's or docent's knowledge and skill, and on the visitor or group's knowledge and interest. Interpretation placing Drs. McLoughlin and Barclay and their families into the historical context of Pacific Northwest and Hudson's Bay Company and Oregon City history is offered for visitors lacking this background information. NPS staff or docents each start with a script emphasizing artifacts and room descriptions and functions, but experience and increasing subject matter knowledge lead to programs individualized to personal and visitor interests.

During the tour the first and second floors are visited. On the first floor the hall visitors are taken to the parlor, British and American bedrooms, dining room, display room, and office. On the second floor, visitors are shown the guest bedroom, ladies sitting room, hall, children's bedroom, and master bedroom.

At the conclusion, the tours return to the Barclay House moving into the large room at the rear of the house for a brief discussion of Dr. Forbes Barclay and family. Visitors end their tour in the gift shop in the Barclay House, where they may browse or shop before leaving the site. A section of wallpaper original to the Barclay family era can be seen in the sales area. Comprised of paper linings from Chinese tea boxes, the wallpaper is interpreted and protected with a see-through, glass covering.

### **Sales**

The Association manages a retail sales operation (gift shop) inside the Barclay House. Visitors can visit the sales area both prior to and following their tours. Items for sale include McLoughlin, Hudson's Bay Company, and Oregon City theme-related books, maps, and publications, Oregon frontier theme-related toys, and various souvenirs. The sales operation, which is primarily managed by volunteers, is self-supporting with profits going to operation of the houses.

### **Publications**

Several types of informational and interpretive publications are available to McLoughlin House visitors, including the following:

- Map and interpretive guide produced by NPS Harpers Ferry Center; and a
- Northwest Explorer (Junior Ranger) Program.

The house is also featured in a number of orientation materials such as brochures, maps and table tents, produced by the city, county, and state.

### **Websites**

The McLoughlin Memorial Association maintains a website at <http://www.mcloughlinhouse.org>. This site provides basic visitation information (hours, admission costs, maps, directions, etc.) and brief narrative introductions to Drs. McLoughlin and Barclay.

A search engine request on the Internet will pull up a number of additional websites offering orientation and brief descriptions of the McLoughlin House.

## **Special Events**

With the site transfer to the NPS, the NPS will be responsible for managing special events and activities throughout the year. Many of these activities will involve the Association. These serve to attract visitation to the site and to raise funds. Annual events include a candle light tour on the first Sunday of December, and occasional auctions and/or fundraisers. Mini-exhibits are held to encourage local, repeat visitation. Re-enactment and living history activities are held when staffing and scheduling allow. Other events are held occasionally in partnership with various Oregon City cultural institutions.

## **Outreach**

The Association staff represents the McLoughlin House for marketing and promotion purposes through their participation in several local cultural organizations. The Historic Oregon City Heritage Coordinating Committee is an informal group meeting once a month to pursue common interests and to address issues facing cultural/heritage sites in Oregon City. The Clackamas Heritage Partners, of which NPS is a member, were recently formed in April 2004 to raise private funds, implement cultural heritage and preservation programs, and carry forward respective organizational and governmental missions.

## **Park Operations**

### **Visitor and Employee Safety**

A number of potential past and present issues, related to visitor and employee safety, had existed at the site but have recently been improved. These include recent remediation efforts associated with hazard trees, which were pruned and thinned; issues associated with mature landscaping which was recently thinned to decrease the site's attractiveness for loiterers and other undesirable activities; some issues associated with non-historic chain-link fencing and the site's location on a high bluff above Singer Hill Road; and concern over landscaping features, including flagstone walkways, which are slippery when wet.

### **Hazard Trees**

The site's larger trees have experienced some deferred maintenance over the years. NPS maintenance staff has recently completed selective pruning and thinning of hazardous branches on the site. Pruning of some of the elm trees located on site will be completed next, to avoid any instability related to Dutch elm disease.

The recent selective pruning and thinning of vegetation behind the Barclay House has also made the site more visible and less desirable for loiterers and other undesirable activities. The staff has also begun routine site maintenance.

### **Fencing**

Fencing near the rear of the site is intended to keep people away from the bluff that slopes down to Singer Hill Road. In addition, the gravesites are fenced and there is landscaping that separates the Barclay House from the adjacent church property. Other areas of the site—Center Street, 7th Street, and the end of 8th Street adjacent to the church—are not fenced and are open to the street. Generally, there are two types of fencing present at the site:

- Single chain barrier fence with posts at approximately 8' to 10' on center along bluff edge; and
- Decorative iron fence surrounding the gravesites.

## **Accessibility**

Currently, there are no ADA accessible ramps to enter either the McLoughlin or Barclay houses. The McLoughlin House has a raised porch/ stoop at both entrances, and the Barclay House has a raised porch. In addition, there are no accessible restrooms at the site. Available restrooms are located on the first and second floors of the Barclay House.

There are only a few pedestrian paths on the site. A walkway doesn't exist between the gravesites and the fountain, necessitating visitors to walk across the grass lawn. Historic photos show a pathway in the area, but its configuration and location has not been fully investigated.

Indoor ADA accessibility for staff and visitors, including office space, at stairs, ingress and egress points, and other transition areas needs to be evaluated within the houses.

## **Utility Systems**

### **Electrical**

The current electrical systems in the houses are not code compliant and the park staff is in the process of replacing wiring and electrical panels. Electrical service delivery into the home from the street and service meters, located on the exteriors of the homes, will also be evaluated for code compliance, as well as visual impact.

### **Data and Phone Lines**

There are two phones in the Barclay House, one for the MMA and one for the NPS. There are data lines for at least two computers. The telephone in the McLoughlin House is only for emergency use.

### **Sewer**

The houses are hooked into the Oregon City sewer main which runs down Center Street.

### **Security and Monitoring Systems**

Currently, the security system is not code compliant and the park staff will evaluate what changes need to be made to the system.

### **Fire Safety**

The sprinkler system in the McLoughlin house is old (dated about 1935) and is in need of replacement. The park staff has evaluated the system and has immediate plans to replace the main valve and sprinkler heads after flushing the system.

Currently, the Barclay House has no sprinkler system. The park staff also plans to install a new sprinkler system in the Barclay House as well as replace/ repair the fire alarm systems in both houses.

## List of Preparers

### **Planning Team**

An interdisciplinary planning team comprised of National Park Service staff from Fort Vancouver National Historic Site, the Seattle Office of the Pacific West Region, the Intermountain Region, and board members from the McLoughlin Memorial Association was established in fall 2003. An orientation and planning workshop was conducted on March 29-30, 2004. A list of management issues were developed at this time for the future management, operation, and maintenance of the site.

The names and titles of participating team members are provided below:

#### **Fort Vancouver National Historic Site**

Tracy Fortmann, Superintendent

Gary Bickford, Chief of Maintenance

David Hansen, Former Park Curator/Historian

Elaine Huff, Administrative Officer

Theresa Langford, Park Curator

John Salisbury, McLoughlin House Unit Park Guide

Greg Shine, Chief Ranger

#### **Intermountain Region**

Sharon A. Brown, Outdoor Recreation Planner, National Trails System, Salt Lake City, UT

#### **Pacific West Region – Seattle Office**

Kent Bush, Staff Curator

Theo K. Chargualaf, former Landscape Architect (now at War in the Pacific National Historical Park in Guam)

Keith Dunbar, Chief of Planning and Environmental Compliance

Hank Florence, Historical Architect

Amanda Schramm, Planning Intern (Preparer)

Anna Tamura, Landscape Architect

Cheryl Teague, Landscape Architect (Preparer)

Stephanie Toothman, Chief of Cultural Resources

Doug Wilson, Vancouver National Historic Reserve Archeologist

Arlene Yamada, former Administrative Support Technician

**McLoughlin Memorial Association**

Patty Farrell, Treasurer

Rolla Harding, First Vice President

Denyse McGriff, President

Lorien Petersen, Secretary

John Salisbury, Past President

Ed Turpin, Second Vice President

**Trustees**

Wade Byers

Nelda Davis

Wilmer Gardner

Phyllis Gehring

Jr, Harriet Jorgensen

Denise McGee

Doug Neeley

Janine Offut

Rita Randall,

Shermalee Roake

Mike Smith

Linda Spillum

Ruth Van Arnam

John Williams

Joan Williams

Earl Zak

## **Consultants**

Lewis and Clark National Historical Park

Scott Stonum, Chief of Resources

Nancy Eid, Biological Science Technician

### **Pacific West Region – Seattle Office**

Rose Rumball-Petre, Environmental Protection Specialist (Preparer)

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# Appendices

**Appendix A: 1941 McLoughlin House Unit Agreements and Legislation**

**Appendix B: Fort Vancouver National Historic Site Management Zones**

**Appendix C: 2003 McLoughlin House Unit Special Status Species**

**Appendix D: 2003 Theme-related Sites and Programs**

**Appendix E: Socioeconomic Profile**

**Appendix F: McLoughlin House Unit Management Plan Finding of No Significant Impact**

## Appendix A: McLoughlin House Unit Agreements and Legislation

The following agreement is an existing legal agreement that influences both planning and operations for the McLoughlin House Unit at Fort Vancouver National Historic Site:

Scenic Easement Deed dated December 18, 2003. The deed is an agreement between the city of Oregon City and the National Park Service whose intent is for the city to, in perpetuity, “preserve the scenic and historical quality” of the charter park via a scenic easement to the NPS, in the interest of providing public access to the McLoughlin and Barclay houses.

Fort Vancouver National Historic Site Legislation (1948, 1961)

McLoughlin House National Historic Site Legislation (1941)

Public Law 108–63  
108th Congress

An Act

July 29, 2003  
[H.R. 733]

To authorize the Secretary of the Interior to acquire the McLoughlin House in Oregon City, Oregon, for inclusion in Fort Vancouver National Historic Site, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

McLoughlin House Addition to Fort Vancouver National Historic Site Act.  
16 USC 450ff note.

**SECTION 1. SHORT TITLE; DEFINITIONS.**

(a) **SHORT TITLE.**—This Act may be cited as the “McLoughlin House Addition to Fort Vancouver National Historic Site Act”.

(b) **DEFINITIONS.**—For the purposes of this Act, the following definitions apply:

(1) **CITY.**—The term “City” means Oregon City, Oregon.

(2) **McLOUGHLIN HOUSE.**—The term “McLoughlin House” means the McLoughlin House National Historic Site which is described in the Acting Assistant Secretary of the Interior’s Order of June 27, 1941, and generally depicted on the map entitled “McLoughlin House, Fort Vancouver National Historic Site”, numbered 389/92,002, and dated 5/01/03, and includes the McLoughlin House, the Barclay House, and other associated real property, improvements, and personal property.

(3) **SECRETARY.**—The term “Secretary” means the Secretary of the Interior.

**SEC. 2. McLOUGHLIN HOUSE ADDITION TO FORT VANCOUVER.**

(a) **ACQUISITION.**—The Secretary is authorized to acquire the McLoughlin House, from willing sellers only, by donation, purchase with donated or appropriated funds, or exchange, except that lands or interests in lands owned by the City may be acquired by donation only.

(b) **MAP AVAILABILITY.**—The map identifying the McLoughlin House referred to in section 1(b)(2) shall be on file and available for inspection in the appropriate offices of the National Park Service, Department of the Interior.

(c) **BOUNDARIES; ADMINISTRATION.**—Upon acquisition of the McLoughlin House, the acquired property shall be included within the boundaries of, and be administered as part of, the Fort Vancouver National Historic Site in accordance with all applicable laws and regulations.

(d) **NAME CHANGE.**—Upon acquisition of the McLoughlin House, the Secretary shall change the name of the site from the “McLoughlin House National Historic Site” to the “McLoughlin House”.

(e) **FEDERAL LAWS.**—After the McLoughlin House is acquired and added to Fort Vancouver National Historic Site, any reference

PUBLIC LAW 108–63—JULY 29, 2003

117 STAT. 873

in a law, map, regulation, document, paper, or other record of the United States to the “McLoughlin House National Historic Site” (other than this Act) shall be deemed a reference to the “McLoughlin House”, a unit of Fort Vancouver National Historic Site.

Approved July 29, 2003.

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LEGISLATIVE HISTORY—H.R. 733:

SENATE REPORTS: No. 108–66 (Comm. on Energy and Natural Resources).

CONGRESSIONAL RECORD, Vol. 149 (2003):

Apr. 8, considered and passed House.

June 16, considered and passed Senate, amended.

July 16, House concurred in Senate amendments.



## 10. Fort Vancouver National Historic Site

	Page
Establishment as national monument; transfer of lands by War Assets Administration and Secretary of the Army to Secretary of the Interior authorized.....Act of June 19, 1948	355
Boundaries revised and monument redesignated "Fort Vancouver National Historic Site".....Act of June 30, 1961	356

**An Act To provide for the establishment of the Fort Vancouver National Monument, in the State of Washington, to include the site of the old Hudson's Bay Company stockade, and for other purposes, approved June 19, 1948 (62 Stat. 532)**

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That, for the purpose of establishing a Federal area of national historical importance for the benefit of the people of the United States, to be known as the "Fort Vancouver National Monument", the Administrator of the War Assets Administration and the Secretary of the Army are authorized to transfer to the Secretary of the Interior, without exchange of funds, administrative jurisdiction over such federally owned lands and other property, real or personal, under their jurisdiction, including the site of the old Hudson's Bay Company stockade in the State of Washington, as they shall find to be surplus to the needs of their respective agencies, such properties to be selected, with their approval, by the Secretary of the Interior for inclusion within the national monument. (16 U.S.C. § 450ff.)

Ft. Vancouver  
National Monu-  
ment, Wash.

**SEC. 2.** The total area of the national monument as established or as enlarged by transfers pursuant to this Act shall not exceed ninety acres. Establishment of the monument shall be effective, upon publication in the Federal Register of notice of such establishment, following the transfer to the Secretary of the Interior of administrative jurisdiction over such lands as the Secretary of the Interior shall deem to be sufficient for purposes of establishing the national monument. Additional lands may be added to the monument in accordance with the procedure prescribed in section 1 hereof, governing surplus properties, or by donation, subject to the maximum acreage limitation prescribed by this Act, upon publication of notice thereof in the Federal Register. (16 U.S.C. § 450ff-1.)

Total area.

Additional  
lands.

**SEC. 3.** The administration, protection, and development of the aforesaid national monument shall be exercised under the direction of the Secretary of the Interior by the National Park Service, subject to the provisions of the Act of August 25, 1916 (39 Stat. 535), entitled "An Act to establish a National Park Service, and for other purposes", as amended. (16 U.S.C. § 450ff-2.)

Administra-  
tion, etc.

16 U.S.C.  
§§ 1-4, 22, 43.

356 IX. NATIONAL HISTORIC SITES—FORT VANCOUVER

**An Act To revise the boundaries and to change the name of Fort Vancouver National Monument, in the State of Washington, and for other purposes, approved June 30, 1961 (75 Stat. 196)**

Fort Vancouver  
National Monu-  
ment, Wash.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That, for the purpose of preserving certain historic properties associated with the Fort Vancouver National Monument, established pursuant to the Act of June 19, 1948, chapter 546 (62 Stat. 532; 16 U.S.C. 450ff-450ff-2), the Secretary of the Interior may revise the boundaries of the monument to include therein not more than one hundred and thirty additional acres of land adjacent to, contiguous to, or in the vicinity of the existing monument. (16 U.S.C. § 450ff-3.)

Land  
acquisition.

SEC. 2. The Secretary of the Interior may acquire in such manner as he may consider to be in the public interest the non-Federal lands and interests in lands within the revised boundaries. (16 U.S.C. § 450ff-4.)

Transfer  
authority.

SEC. 3. The heads of executive departments may transfer to the Secretary of the Interior, without exchange of funds, administrative jurisdiction over such federally owned lands and other property under their administrative jurisdictions within the revised boundary as may become excess to the needs of their respective agencies for inclusion in the Fort Vancouver National Monument. (16 U.S.C. § 450ff-5.)

Redesignation.

SEC. 4. Fort Vancouver National Monument is redesignated Fort Vancouver National Historic Site. (16 U.S.C. § 450ff-C.)

## 8. McLoughlin Home National Historic Site

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Designation of certain lands to comprise the site: Order of June 27, 1941.....	86

### ORDER DESIGNATING THE McLOUGHLIN HOME NATIONAL HISTORIC SITE,<sup>1</sup> OREGON CITY, OREG.

[June 27, 1941—6 F. R. 3299, 3357]

WHEREAS, the Congress of the United States has declared it to be a national policy to preserve for the public use historic sites, buildings, and objects of national significance for the inspiration and benefit of the people of the United States; and

WHEREAS, the McLoughlin Home, located in the public park known as "McLoughlin Park" in the municipality of Oregon City, State of Oregon, is recognized as possessing national significance as the home of Dr. John McLoughlin, a distinguished, influential, and humanitarian leader in the settlement of the Oregon Territory; and

WHEREAS, a cooperative agreement has been made between the McLoughlin Memorial Association, the Municipality of Oregon City, and the United States of America, providing for the preservation and use of the McLoughlin Home as a national historic site:

NOW, THEREFORE, I, W. C. Mendenhall, Acting Assistant Secretary of the Interior, under and by virtue of the authority conferred upon the Secretary of the Interior by Section 2 of the Act of Congress approved August 21, 1935 (49 Stat. 666), do hereby designate the following described lands, together with all historic structures thereon and all appurtenances connected therewith, to be a national historic site, having the name "McLoughlin Home National Historic Site":

All that tract of land in Block Forty (40) of Oregon City, in Clackamas County, Oregon as shown on the Town Plats, Clackamas County, Volume 1, Page 2, dated December 8, 1850, bounded by Center Street, Seventh Street, Singer Hill Road, and Eighth Street, containing .8394 acres, and known as "McLoughlin Park."

The administration, protection, and development of this national historic site shall be exercised in accordance with the provisions of the above-mentioned cooperative agreement and the act of August 21, 1935, *supra*.

Warning is expressly given to all unauthorized persons not to appropriate, injure, destroy, deface, or remove any feature of this historic site.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the official seal of the Department of the Interior to be affixed, in the city of Washington, this 27th day of June 1941.

[SEAL]

W. C. MENDENHALL,

## Appendix B: Fort Vancouver National Historic Site Management Zones

The following management zones are excerpts from the 2002 Fort Vancouver National Historic Site Draft General Management Plan. The underlined text below shows additions to those management zones that relate directly to the McLoughlin House Unit. These management zones give direction to how parts of the national historic site will be managed. (For more information, refer to the 2003 Fort Vancouver National Historic Site Final General Management Plan / Environmental Assessment.)

### **HISTORIC ZONE**

#### **Resource Condition or Character**

The management focus in this zone is maintaining and protecting historic resources, restoring the cultural landscaping, recreating elements of the historic scene, maintaining visitor facilities, and mitigating impacts from human use while providing for quality visitor experiences. At the Fort Vancouver Unit, additional historic buildings and associated structures will be reconstructed, delineated (defining the silhouettes of buildings and rooflines), or defined by marking the corners of foundations to allow for increased understanding and interpretation of the HBC and early U.S. Army period. Evidence of educational activity, research, and resource preservation will be visible to visitors.

McLoughlin House Unit—The McLoughlin and Barclay houses would be retained in their historic condition related to early settlement of the Oregon Country/Oregon Territory and Oregon City and rehabilitated for public and administrative uses.

The setting within this zone is predominantly historic, keeping a high integrity of historic resources. At Fort Vancouver, the historic scene and the recreated landscape will be managed to protect the archaeological resources of the NHS and to restore the cultural landscape of the HBC and early Army period whenever possible. This landscape will also be managed to support visitor use and enjoyment of park resources to the extent that park resources will remain protected. This zone includes the Fort, the Village, Parade Ground, and portions of the Fort Vancouver Waterfront where the HBC interpretive area will be located. If the U.S. Army transfers all or a portion of the south and east Barracks area to the National Park Service, this area will be incorporated into this zone. Some aspects of the natural and cultural landscape will be modified to accommodate visitor use such as trail construction and providing for landscaping and new exhibits.

#### **Visitor Experience**

McLoughlin House Unit—At the McLoughlin House Unit, the historic setting of the charter park will be maintained.

At the Fort Vancouver Unit, though surrounded by an urban setting, visitors are immersed in an outdoor, recreated historic environment that is rich in architectural and cultural history. Interpretive and education opportunities are great in this zone and opportunities exist for visitors to experience both natural and cultural resources. The visitor experience is further enhanced through a range of approaches to interpret historic HBC structures within the Fort, Village, and at the Waterfront. This could include additional reconstruction of structures, delineation of the silhouettes of buildings, or defining the corners of foundations. Visitor activities occur in both structured (such as interpretive walks and “living history”

presentations) and unstructured ways (self-guided tours and waysides). The possibility of encountering other people and NPS staff is high, but at certain times of the day or season, opportunities could exist to experience relative solitude.

McLoughlin House Unit—At the McLoughlin House Unit, the visitor experience is also enhanced through a range of approaches to interpret the houses of Dr. McLoughlin and Dr. Barclay in Oregon City to more fully understand the contributions of these individuals to the early history and pioneer settlement of Oregon. The historic district that surrounds the McLoughlin and Barclay houses provides a setting for the interpretation of the development of Oregon City that will be respected in the future development of any enhancements of the site.

At all times, visitors would be encouraged to act in a manner that respects other visitors' use and enjoyment of the site. Certain areas will be established for on-going research with limited access to the general public. Visitors should expect moderate to severe intrusions to the natural soundscape and viewshed by cars, trains, airplanes, other visitors, and modern structures.

### **Appropriate Types of Activities or Facilities**

Appropriate visitor activities could include learning about the park's natural and cultural resources and its ecological and historical relevance, bird watching, photography, jogging and bicycling (along the City of Vancouver's Discovery Historic Loop Trail), walking, and picnicking.

McLoughlin House Unit—At the McLoughlin House Unit, appropriate activities would include learning about the unit's natural and cultural resources, bird watching, photography, and walking along the bluff trail.

A range of interpretive, educational and orientation programs will be provided, with orientation and interpretation of resources taking place onsite. Additional educational and recreational opportunities will be available to visitors in other venues within the Vancouver National Historic Reserve.

## Appendix C: McLoughlin House Unit Special Status Species

The U.S. Fish and Wildlife Service lists the following plant species that may occur on the site:

**Table 5: USFWS Federally Listed Plant Species**

<b>Common Name:</b>	<b>Scientific Name:</b>	<b>Status:</b>
Golden Indian paintbrush	Castilleja levisecta	Threatened
Willamette daisy	Erigeron decumbens var. decumbens	Endangered
Howellia	Howellia aquatilis	Threatened
Bradshaw's lomatium	Lomatium bradshawii	Endangered
Kincaid's lupine	Lupinus sulphureus var. kincaidii	Threatened
Nelson's checker-mallow	Sidalcea nelsoniana	Threatened

**Table 6: USFWS Federally Listed Plant Species of Concern**

<b>Common Name:</b>	<b>Scientific Name:</b>	<b>Status:</b>
White top aster	Aster curtus	n/a
Pale larkspur	Delphinium leucophaeum	n/a
Willamette Valley larkspur	Delphinium oreganum	n/a
Peacock larkspur	Delphinium pavonaceum	n/a
Thinleaved peavine	Lathyrus holochlorus	n/a
Oregon sullvantia	Sullivantia oregana	n/a

## Threatened, Endangered, Rare Species, and Species of Concern

The U.S. Fish and Wildlife Service lists the following animal species (excluding fish species) that may occur on the site:

**Table 7: USFWS Federally Listed Wildlife Species**

Common Name:	Scientific Name:	Type:	Status:
Bald eagle	<i>Haliaeetus leucocephalus</i>	Bird	Threatened

**Table 8: USFWS Candidate Species**

Common Name:	Scientific Name:	Type:	Status:
Yellow-Billed cuckoo	<i>Coccyzus americanus</i>	Bird	n/a
Streaked horned lark	<i>Eremophila alpestris strigata</i>	Bird	n/a
Oregon spotted frog	<i>Rana pretiosa</i>	Amphibian/ Reptile	n/a

**Table 9: USFWS Federal Wildlife Species of Concern**

Common Name:	Scientific Name:	Type:	Status:
Pacific western big-eared bat n/a	<i>Corynorhinus townsendii townsendii</i>		Mammal
Silver-haired bat	<i>Lasionycteris noctivagans</i>	Mammal	n/a
Long-eared myotis (bat)	<i>Myotis evotis</i>	Mammal	n/a
Fringed myotis (bat)	<i>Myotis thysanodes</i>	Mammal	n/a
Long-legged myotis (bat)	<i>Myotis volans</i>	Mammal	n/a
Yuma myotis (bat)	<i>Myotis yumanensis</i>	Mammal	n/a
Camas pocket gopher	<i>Thomomys bulbivorus</i>	Mammal	n/a

Band-tailed pigeon	<i>Columba fasciata</i>	Bird	n/a
Olive-sided flycatcher	<i>Contopus cooperi borealis</i>	Bird	n/a
Yellow-breasted chat	<i>Icteria virens</i>	Bird	n/a
Oregon vesper sparrow	<i>Pooecetes gramineus affinis</i>	Bird	n/a
Purple martin	<i>Progne subis</i>	Bird	n/a
Northwestern pond turtle	<i>Emys marmorata marmorata</i>	Amphibians/ Reptiles	n/a
Northern red-legged frog	<i>Rana aurora aurora</i>	Amphibians/ Reptiles	n/a

## Listed Plant Species:

**Golden Indian paintbrush** *Castilleja levisecta*

Habitat: Willamette Valley lowlands

Documentation: Not documented for Clackamas County in Oregon Natural Heritage Information System database; may be extirpated in Oregon

Site Occurrence: Highly unlikely due to lack of habitat and site alterations.

Effect: No effect.

**Willamette daisy** *Erigeron decumbens var. decumbens*

Habitat: Willamette Valley prairie and grasslands on heavy soils

Documentation: Documented in Clackamas Co. in Oregon Natural Heritage Information System database

Site Occurrence: Potential habitat on property limited to cliff-top areas. There is currently no proposed action in this area.

Effect: No effect

**Howellia** *Howellia aquitilis*

Habitat: aquatic in western Oregon ponds and lakes

Documentation: Documented in Clackamas Co. in Oregon Natural Heritage Information System database

Site Occurrence: No occurrence due to lack of aquatic habitat at site.

Effect: No effect

**Bradshaw's lomatium** *Lomatium bradshawii*

Habitat: open, low, moist areas in Willamette Valley

Documentation: Not documented for Clackamas County in Oregon Natural Heritage Information System database

Site Occurrence: No habitat on site.

Effect: No effect

**Kincaid's lupine** *Lupinus sulphureus var. kincaidii*

Habitat: Willamette Valley Prairie

Not documented in Clackamas County in Oregon Natural Heritage Information System database

Site Occurrence: Occurrence at site highly unlikely due to lack of habitat and site alterations.

Effect: No effect

**Nelson's checkermallow**

*Sidalcea nelsoniana*

Habitat: Willamette Valley prairie and grassland, gravelly well-drained soils

Documentation: Documented in Clackamas Co. in Oregon Natural Heritage Information System database

Site Occurrence: Occurrence at site unlikely due to lack of habitat and site alterations.

Effect: No effect

**Species of Concern:**

**White top aster**

*Aster curtus*

Habitat: Willamette Valley prairie

Documentation: Not documented in Clackamas County in Oregon Natural Heritage Information System database

Site Occurrence: Occurrence at site unlikely due to lack of habitat and site alterations

Effect: No effect

**Pale larkspur**

*Delphinium leucophaeum*

Habitat: rocky cliffs and grassland slopes, lower Willamette and Columbia Rivers

Documentation: Documented in the Oregon City vicinity of Clackamas County in Oregon Natural Heritage Information System database

Site Occurrence: Occurrence at site can't be ruled out; a May-June survey of the site's cliff-top habitat is recommended

Effect: No effect

**Willamette Valley larkspur**

*Delphinium oreganum*

Habitat: Willamette Valley prairie and basalt cliffs

Documentation: Not documented in Clackamas County in Oregon Natural Heritage Information System database

Site Occurrence: Occurrence at site is unlikely; however, a May-June survey of the site's cliff-top habitat is recommended.

Effect: No effect

**Peacock larkspur**

*Delphinium pavonaceum*

Habitat: open fields, dry roadsides, central Willamette Valley

Documentation: Documented in Clackamas Co. in Oregon Natural Heritage Information System database; Oregon Plant Atlas database records occurrence several miles south of Oregon City

Site Occurrence: Occurrence at site can't be ruled out; a May-June survey of the site's cliff-top habitat is recommended.

Effect: No effect

**Thin-leaved peavine**

*Lathyrus holochlorus*

Habitat: unknown

Documentation: Documented in Clackamas Co. in Oregon Natural Heritage Information System database; Oregon Plant Atlas database records occurrence southeast of Oregon City

Site Occurrence: Occurrence at site can't be ruled out; a May-June survey of the site's cliff-top habitat is recommended.

Effect: No effect

**Oregon sullivania**

*Sullivantia oregana*

Habitat: wet rocks, moist cliffs usually within waterfall spray zones

Documentation: Oregon Plant Atlas database registers one record north of Oregon City on the Clackamas/Multnomah County line.

Site Occurrence: No occurrence due to lack of habitat at site.

Effect: No effect

## **Appendix D: Theme-related Sites and Programs**

There are several local and regional cultural attractions and resources that complement the McLoughlin House interpretive themes. The Association staff actively encourages visitors to see related sites; in some instances, the staff works with other site staffs to promote visitation and resource awareness. Additional related resources are protected through program-based designations (trails, conservation district, and historic district).

### **Canemah National Historic District**

In the 1850s, Canemah was an important boat-building center located just above the Willamette Falls. Changes in transportation led to construction of the locks and railroads to handle river traffic, and Canemah took on a more residential character. In 1928 the town was annexed to Oregon City. Roughly bounded by the Willamette River, 5th Avenue, and Marshall and Paquet streets, the district was listed to the National Register of Historic Places on October 11, 1978.

### **Clackamas County Historical Society/Museum of the Oregon Territory**

This museum is located at 211 Tumwater Drive, Oregon City, Oregon. The Clackamas County Historical Society is a non-profit organization operating the Museum of the Oregon Territory. Sited to overlook the historic Willamette Falls, the museum features exhibits relating to Oregon history, a research library, and a sales area.

### **End of the Oregon Trail Interpretive Center**

This interpretive center sits on historic Abernethy Green which is the end of the Oregon Trail in Oregon City, Oregon at 1726 Washington Street. The center is comprised of three buildings with the appearance of overland wagons. It offers regularly scheduled programs for a fee about overland travel on the Oregon Trail. The program is one hour in length, docent-led with multi-media presentations in two theaters and an exhibit gallery. A hologram “Dr. McLoughlin” speaks to visitors. A sales area and temporary exhibits are offered, as is a trades and craft workshop with hands-on activities. Special events are hosted during spring and summer each year. The non-profit Oregon Trail Foundation operates the facility.

### **Fort Vancouver National Historic Site**

There is a strong historical connection between the McLoughlin and Barclay houses and Fort Vancouver, which served as the administrative headquarters and main supply depot for the Hudson’s Bay Company’s fur trading operations in the vast Columbia Department. Under the leadership of Chief Factor Dr. John McLoughlin from 1825 to 1846, the fort became the center of political, cultural, and commercial activities in the Pacific Northwest. When American emigrants arrived in the Oregon Country during the 1830s and 1840s on the Oregon Trail, Dr. McLoughlin provided essential supplies to save lives and to foster settlement. When Dr. McLoughlin left the company in 1846 he lived the rest of his life at his home in Oregon City. Dr. Forbes Barclay served as physician to the Hudson’s Bay Company at Fort Vancouver before moving to Oregon City, where he spent the rest of his life. The site is administered by the National Park Service and is located at 612 East Reserve Street, Vancouver, Washington

## **Historic Ermatinger House and Living History Museum**

Francis Ermatinger came to Oregon in 1825 as an employee of the Hudson's Bay Company. Dr. John McLoughlin placed him in charge of the company store in Oregon City in 1844. Married to Marguerite McLoughlin's granddaughter Catherine, Francis Ermatinger had a Federal-style house built for his family in 1830. Like the McLoughlin and Barclay houses, the Ermatinger House was saved from encroaching development around Willamette Falls by being moved to the upper level of town. The house has been moved twice—the McLoughlin Memorial Association moved it in 1910 to 11th and Center streets, and in 1986 it was moved to its present location at 6th and John Adams streets (619 6th Street). The house is owned by the City of Oregon City, and according to their websites, volunteers offer tours on weekends for nominal fees.

## **McLoughlin Conservation District**

Established in 1982, the McLoughlin Conservation District is on a portion of Dr. John McLoughlin's 1845 land plat and includes the bluff, or "second level," with streets running roughly to Van Buren, and from Fourteenth to Clinton streets. A 1982-86 inventory identified 306 resources. The district was re-inventoried in 2002, and contains 802 principal resources, primarily residential in nature, and ranging in dates of construction from 1845 to 2000. There are 177 structures over 100 years of age. The district was found to be potentially eligible for nomination to the National Register of Historic Places, and the City of Oregon City is presently gauging support for such a nomination.

## **Oregon Historic Trails Program**

The Oregon Historic Trails Program seeks to establish Oregon State as "the nation's leader in developing historic trails for the education, recreational, and economic values." Building on the work of the 1984 Oregon Trail Advisory Council and activities associated with the Oregon Trail sesquicentennial celebrations of 1993, the governor of Oregon established the Oregon Historic Trails Advisory Council in 1998 to advise the governor and to locate, preserve, and encourage the use of 16 designated historic trails in the state. Four of the 16 trails for which the council is responsible are national historic trails administered by the National Park Service (including the Oregon National Historic Trail), the USDA Forest Service, and their partners.

## **Oregon National Historic Trail**

Designated in 1987, the Oregon National Historic Trail corridor is 2,130 miles in length and contains some 300 miles of discernible ruts and 125 historic sites, including the Oregon City Complex in Oregon City, Oregon (1999 Oregon National Historic Trail Management Plan, p. 35). Among other reasons, the trail is significant because it strengthened the United States' claim to the Pacific Northwest. Administered by the National Park Service and partners, the national historic trail offers visitors the opportunity to travel an auto tour route and visit an array of interpretive and historic sites. The Oregon City Complex, including the McLoughlin House, is a high-potential site on the Oregon National Historic Trail (1999 Oregon National Historic Trail Management Plan, p. 312).

## **Philip Foster Farm**

The Philip Foster Farm is located at 29912 SE Highway 211, near Eagle Creek, Oregon. Philip Foster and his family arrived in Oregon in 1843 via Cape Horn and the Sandwich Islands. Foster served as the

first treasurer of the Oregon Territory provisional government in 1844-45, and as an entrepreneur he funded construction of the Barlow Road, operated a store in Oregon City, and founded a flour mill and cattle company with Dr. John McLoughlin. Foster claimed 640 acres in Eagle Creek in the late 1840s to establish this farm, which hosted thousands of Oregon Trail emigrants near the end of their journeys. Since 1993 the Zion-Horseheaven Historical Society has operated the farm as a historic site, which is open to the public.

## **Rose Farm**

William and Louisa Holmes and their children arrived in Oregon in 1843, having come overland from Missouri. Completed in 1847, the home on the Holmes land grant was built with hand hewn timbers. Dr. John McLoughlin was entertained here, and it is believed that both the provisional and territorial Oregon legislatures met in the house. The McLoughlin Memorial Association operates the home and offers tours (on the first Sunday of the month, May-September) for a nominal fee. It is located at 914 Holmes Lane, Oregon City.

## **Stevens-Crawford Heritage House**

This home commemorates the families of early settlers Harley Stevens and Medorem Crawford, a wagon master who led emigrants across the Oregon Trail. Built in 1907-08, the house is of a classical foursquare style house, and contains the majority of its original period furnishings. The Clackamas County Historical Society administers the house, which is open for public tours at 603 6th Street, Oregon City, Oregon.

## Appendix E: Socioeconomic Profile

### Community Profile

#### Setting

Oregon City, the county seat for Clackamas County, is located in northwest Oregon, along the confluence of the Clackamas and Willamette rivers. The city currently has 9.2 square miles within its city limits. Established in 1829, Oregon City incorporated in 1844, and became the capital of the Oregon Territory in 1849. The unique geography of the city includes three “terraces” which range in elevations from 50 feet above sea level at the river’s edge to more than 250 feet above sea level on the upper terrace. McLoughlin House, which was moved to its current location on top of Singer Hill in 1909, overlooks the older, industrial areas of Oregon City and the Willamette River and falls.

#### Population, Growth and Demographics

##### *Population and Growth Trends in Oregon City*

As of 2002, the reported population of Oregon City was 26,692 people (Oregon City, General, 2004). The city experienced the highest rate of growth between 1990 and 2000, with a 75 percent net increase in population over that period. The table below details population growth in Oregon City and Clackamas County over the past 25 years.

**Table 10: Population Growth from 1980-2002**

<b>Year</b>	<b>Oregon City</b>	<b>Clackamas County</b>
1980	14,673	241,919
1990	14,698	278,850
2000	25,754	338,391
2001	26,680	345,150
2002	26,692	

##### *Demographic Profile*

As of 2000, Oregon City’s residents were predominately White, with Hispanic or Latino populations representing the largest minority group. The following table details the 2000 Census breakdown of race and ethnicity in the city and state.

**Table 11: Demographic Profile of Oregon City and Oregon State**

<b>Race/ Ethnicity:</b>	<b>Population:</b>	<b>Oregon City Percentage:</b>	<b>Oregon Percentage:</b>
White	23,807	92.4%	87%
Black or African American	150	0.6%	2%
American Indian and Alaska native	277	1.1%	1%
Asian	288	1.1%	3%
Native Hawaiian and other Pacific Islander	28	0.1%	0%
Some other race	553	2.1%	4%
Two or more races	651	2.5%	3%
Hispanic or Latino	1,283	5.0%	8%

As of 2000, 86.2 percent of the city had earned a high school diploma, and 18.4 percent a bachelor’s degree or higher. The median age of Oregon City in 2000 was 32.7 years old (U.S. Census, 2004).

*Economic Profile*

Major employers in Oregon City are the Clackamas County Government, Clackamas Community College, Willamette Falls Hospital, Smurfit Newsprint Corp, and PED Manufacturing. A recent land use application has been submitted to the city for a proposed Wal-Mart to be constructed. The median income per household, as reported in 1999, was \$46,205, slightly below the county’s median income of \$53,321 (Clackamas County, 2004). As of 2000, 12.4% of the population was below the poverty level (U.S. Census, 2004).

*Economically Disadvantaged Populations*

No survey or interview data exists for the percentage of McLoughlin House visitors whose income is below the poverty line.

## Appendix F: McLoughlin House Unit Management Plan Finding of No Significant Impact

### FINDING OF NO SIGNIFICANT IMPACT McLoughlin House Unit Management Plan Clackamas County, Oregon

May 2007

The National Park Service (NPS) has completed the environmental analysis process for the McLoughlin House Unit Management Plan.

#### **Purpose of the Plan**

The purpose of this plan is to implement the legislation passed by Congress to include the former McLoughlin House National Historic Site (located in Oregon City, Oregon) as part of Fort Vancouver National Historic Site and to provide the National Park Service, the McLoughlin Memorial Association (Association), and other stakeholders with long-term guidance for managing the McLoughlin House Unit. The actions undertaken pursuant to this plan would preserve and protect the McLoughlin and Barclay houses and their associated landscape and would help park visitors to better understand the history and significance of the lives of Dr. John McLoughlin, Dr. Forbes Barclay, and their families.

#### **Need for the Plan**

The plan is needed to fulfill the intent of the 2004 Fort Vancouver General Management Plan by providing detailed planning information regarding operations, staffing, and overall management of the McLoughlin House Unit. The plan is also intended to document and provide a smooth transition from the management of the site by the Association to management of the site by the NPS. Management Policies (NPS 2006) require the NPS to identify how park resources will be preserved and parks used and developed to provide for public enjoyment, usually in a General Management Plan (GMP). Despite the fact that the Fort Vancouver National Historic Site GMP stated that if the McLoughlin House was added to the park, an amendment to the GMP would be done, it has since been determined unnecessary. This is because the addition was called for by the GMP and as a result it does not constitute a new action. All uses of the new area which will occur under the plan are appropriate and all proposed actions are consistent with the overall direction of the GMP. Therefore, this Environmental Assessment (EA) and the McLoughlin House Management Plan tier off the GMP.

#### **Selected Alternative**

##### ***Alternative B: Implementation of McLoughlin House Unit Management Plan***

This alternative would use the best available strategies to preserve the historic character of the buildings and the condition of collections, to provide for on-site administrative offices, and to allow for optimum visitor use and enjoyment of the site. The actions encompassed in the selected Plan are the same as identified and analyzed as Alternative B in the EA, with the exception of minor modifications made as a result of information and comments derived from public review of the EA, as follows:

In response to public comments, the following actions would be removed from or incorporated into the selected alternative:

- Requesting that the city vacate the dead end portion of 8<sup>th</sup> Street (removed)
- Developing a parking plan and a transportation plan (added)
- Considering a shelter near 8<sup>th</sup> Street (removed)

- Interpretive subtheme related to McLoughlin housing people in need (removed)
- Possible designation of ADA parking on 8<sup>th</sup> Street (removed)

The selected Plan includes partial restoration of the exterior of the McLoughlin House to the 1846-1867 period and partial removal of later modern additions. Interior furnishings and exhibits not related to Dr. McLoughlin would be removed. The Barclay House would continue to be adaptively used for administrative offices, visitor contact, and other public uses; however, some of the uses in the various rooms would be changed to better reflect NPS needs. As in the No Action Alternative, bathrooms accessible to persons with disabilities would be added at the back of the house and a Cultural Landscape Report would be prepared to guide site planning and restoration of cultural landscape elements.

Collections would be managed and documented in accordance with NPS museum collections standards. Appropriate interpretive media would be planned and designed to present the interpretive themes reflecting the site's significance.

The visitor entry to the McLoughlin House could be moved to the front of the house (facing the bluff) to reflect the historic entry. This determination would be made pending recommendations from the Cultural Landscape Report. As in the No Action Alternative, additional parking would be sought for overflow parking and special events.

## MANAGEMENT ZONING

As a unit of Fort Vancouver National Historic Site, the management zones developed in the 2003 *Fort Vancouver National Historic Site General Management Plan* would apply and would be amended to include the McLoughlin House Unit. The McLoughlin House Unit would be zoned Historic. (See Appendix A: Fort Vancouver National Historic Site Management Zones.) The McLoughlin and Barclay Houses would be retained in their historic condition related to early settlement of the Oregon Country/Oregon Territory and Oregon City and rehabilitated for public and administrative uses. The historic setting of the charter park would be maintained. The visitor experience would be enhanced through a range of approaches to 1) interpret the houses to more fully understand the contributions of McLoughlin and Barclay to the early history and pioneer settlement of Oregon and 2) use the historic district to provide a setting for the interpretation of the development of Oregon City that will be respected in the future development of any enhancement of the site. Appropriate activities at the McLoughlin House Unit would include learning about the unit's natural and cultural resources, bird watching, photography, and walking along the bluff trail.

## CULTURAL RESOURCES

### McLoughlin House

The McLoughlin House would be used for interpreting Dr. John McLoughlin and his family life and significance as well as the subsequent history of the house as hotel, boarding house, and museum. Given the fact that the house was moved to its present location in 1909, long after its period of significance (1846-1867) when the family occupied the house, a true restoration of the exterior is not achievable (because the setting has changed). In addition the former detached kitchen was not moved to the current location along with the house. Changes that have occurred to the exterior of the house, including to foundations, porches, and walkways, or changes that may be necessary for its continued operation as a house museum such as the central heating system, vents, and ducts, would be examined through additional research for retention and/or modification as appropriate to enhance historical integrity. The Historic Structure Report (HSR) would provide direction for restoration treatment of exterior building envelope features where restoration is feasible.

Additional research to supplement information in the HSR will determine the potential for interior restoration. This research would include materials testing that would determine interior surface treatments. The research would also identify architectural elements and details that date to the historic period for restoration. The interior treatment would also include interpretive exhibits and historic

- Interpretive subtheme related to McLoughlin housing people in need (removed)
- Possible designation of ADA parking on 8<sup>th</sup> Street (removed)

The selected Plan includes partial restoration of the exterior of the McLoughlin House to the 1846-1867 period and partial removal of later modern additions. Interior furnishings and exhibits not related to Dr. McLoughlin would be removed. The Barclay House would continue to be adaptively used for administrative offices, visitor contact, and other public uses; however, some of the uses in the various rooms would be changed to better reflect NPS needs. As in the No Action Alternative, bathrooms accessible to persons with disabilities would be added at the back of the house and a Cultural Landscape Report would be prepared to guide site planning and restoration of cultural landscape elements.

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Additional research to supplement information in the HSR will determine the potential for interior restoration. This research would include materials testing that would determine interior surface treatments. The research would also identify architectural elements and details that date to the historic

Underground archaeological resources would be preserved in place or in collections according to additional study and findings. Archaeological testing completed in 2001 and 2004 confirms the presence of significant, intact sub-surface deposits of prehistoric and historic-period artifacts (Cromwell 2005). Archaeological testing, excavation, and monitoring could occur if ground altering infrastructure or landscape work was necessary. Archaeological work would be done in accordance with the Scenic Easement Deed in accordance with the National Historic Preservation Act and State Law (ORS 358).

## NATURAL RESOURCES

Natural resource management duties would continue to fall under jurisdiction of Fort Vancouver NHS.

**Geology:** The NPS, in cooperation with the city (because they retain ownership of the park setting) would analyze the potential for geologic instability (including landslides) at the site. Landslide prone areas along Singer Hill Road and along the northeastern portion of the site could require stabilization to control erosion and to prevent earth movement onto the roadway below.

**Vegetation:** The NPS would also work cooperatively with the city to assess existing vegetation conditions and the potential for removing invasive species along the bluff, as appropriate and feasible.

**Water Resources / Wetlands:** Further investigation of the poor drainage conditions associated with the former course of Singer Creek would be made. If necessary, actions to mediate standing water and poor drainage near areas such as at Dr. and Mrs. McLoughlin's gravesites would occur, pending appropriate analysis, to ensure long-term preservation of the gravesites and their associated features.

**Special Status Species:** Ongoing monitoring and analysis would occur to determine the presence of any endangered or threatened species, or species of concern.

## VISITOR EXPERIENCE

In the short term, the visitor experience at the McLoughlin House Unit would be the same as in the No Action Alternative. Under NPS administration, visitors would continue to tour the site, and have opportunities to attend special events. Hours and dates of visitation would not increase, due to staffing and budget limitations.

In the long term, over the life of this plan, NPS-provided interpretive and educational programming and services at the site would be increased and broadened. All volunteers interacting with the visiting public would be offered interpretive training, as part of the Fort Vancouver NHS Volunteers-In-Parks program, to meet standards for interpretation.

Education programs would be reviewed and adapted for consistency with curriculum standards. Teacher packets would be developed to send to schools and other groups ahead of their visits to optimize the learning experience.

The Fort Vancouver NHS Long-Range Interpretive Plan (LRIP), produced in April 2004, would be amended to address the McLoughlin House Unit. The plan would articulate how the NPS would provide interpretation and education to the public at the site. Using the LRIP as a foundation, the NPS would develop appropriate interpretive and educational media (possibly including exhibits, wayside exhibits, publications, audiovisual products, historic furnishings, and expanded websites) to present interpretive themes reflecting the site's significance. The Fort Vancouver NHS Junior Ranger program would also be expanded to include the McLoughlin House.

As in the No Action Alternative, carrying capacity for both houses would need to be determined.

## Park Facilities

Maintenance and improvements of park facilities, including the addition of an accessible restroom, would be the same as in the No Action Alternative. During renovation of the houses, the NPS would continue to allow public visitation as possible and provide limited interpretation of both the site and the renovation process.

### **McLoughlin House**

The treatment of the McLoughlin House would be the same as in the No Action Alternative. In addition, evaluation of the condition of the roof and roof drainage system of the house would be conducted to determine the extent of repairs necessary.

### **Barclay House**

The configuration and treatment of the rooms in the Barclay House would be changed to best reflect NPS and visitor use at the site in accordance with an approved rehabilitation plan that meets the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. As in the No Action Alternative, ADA restrooms would be added as new compatible construction at the rear of the building either within or attached to the structure.

The proposed rearrangement of the Barclay House would be subject to confirmation in a space rehabilitation plan. To determine the configuration, NPS would undertake a planning process to find the best arrangement of uses within both houses pending the completion of Historic Structures Reports. Other changes would be made in consultation with existing staff.

ADA accessible office space for up to four employees would be provided in the Barclay House. Additional offices and general storage would be provided on the second floor. Details would be developed in a rehabilitation plan.

## **PARK OPERATIONS AND STAFFING**

### **Operations**

In the short term, the Association would continue to manage and run the gift shop. In the long term, the NPS recommends that the gift shop be continued by a nonprofit entity. Opportunities would be explored to connect both Fort Vancouver and the McLoughlin House sales areas and make available similar merchandise.

The projected NPS operating budget for the McLoughlin House site is \$285,000 in FY 2006 dollars. As described in the No Action Alternative, fundraising events and donations by partners would continue to supplement NPS operating funds. Implementation of proposed facility and program costs is contingent upon future funding. Based on the current situation, these funding needs are not expected to be realized in the near term. Instead, these projected costs should be viewed as an articulation of long-term needs. As additional funding becomes available, various operational, programmatic and capital development aspects of the plan would be implemented over time.

### **Staffing**

Staffing at the McLoughlin House Unit would include six FTE (full time equivalent) positions on-site. Volunteer coordination would be part of the site manager's duties. The site manager would report to the superintendent of Fort Vancouver NHS. In the interim, the resource management position could be filled by existing park staff. Positions would include:

**Permanent**

- Site manager
- Maintenance Worker(1 subject to furlough)
- Interpreter/education specialist (1 subject to furlough)
- Resource Management/Curator/ Museum Technician (1)

**Seasonal**

- Interpreters (2)

**Table 1: Staffing Under Alternative B**

<b>NPS Staff</b>	<b>Interim (1-3 years)</b>	<b>Long-term (3-15 years)</b>
Administration	1 Site Manager (possibly shared)	1 Site Manager (possibly shared)
Maintenance	1 Permanent - Subject to Furlough	1 Permanent - Subject to Furlough
Interpretation/Education	1 Permanent - Subject to Furlough	1 Permanent - Subject to Furlough
Resource Management	1 Permanent	2 Seasonal 1 Permanent
<b>Total Staff</b>	<b>4 Total</b>	<b>6 Total</b>

A written agreement would be developed between the NPS and the Association with regard to the partnership. The Association could assist in providing short-term funding assistance for NPS staff positions.

**Fees**

Consistent with the NPS Servicewide Fee Program, there would be no charge for visiting the McLoughlin House, Barclay House or the historic grounds, and the NPS would not charge for school visits.

The Association would discontinue fee collection as NPS takes over management of the unit.

**Hours of Operation**

Park operations could be expanded to year-round if funding and staffing permit and visitation warrants.

**VISITOR AND EMPLOYEE SAFETY**

The NPS would design and install historically compatible new fencing along the top of the bluff to protect visitors and employees from the steep bluff edge above Singer Hill Road.

The NPS would replace or install a sprinkler fire suppression system, smoke detectors, electrical system, intrusion alarm system, and communications system in each house to meet current code requirements.

The NPS would evaluate and seek to eliminate potential safety hazards at the site.

**ACCESS, CIRCULATION, AND PARKING**

A detailed circulation plan would be prepared as part of the Cultural Landscape Report. The NPS would explore restoring the historic entry to the McLoughlin House which faces the river and bluff as the visitor entrance into the house.

One or two ADA accessible parking spaces would be created. As in the No Action Alternative, accessibility would need to be established on the site at any point of ingress or egress to the homes, as well as any other areas with transitional elevations.

The NPS would request that the city provide a short-term (15 or 30 minutes) loading and unloading zone in front of the Barclay house with enough space to accommodate a large tour or school bus. This would allow a safe drop-off and pick-up area at the site and an area for occasional service vehicles.

The NPS would also explore opportunities for a long-term arrangement or agreement with the city to utilize an existing parking lot for off-site parking for overflow, special events, and long-term bus parking on 7<sup>th</sup> Street, such as southwest of the existing parking lot or some other appropriate nearby parking area. This additional space would accommodate any increase in traffic related to the transfer of the site into the National Park System.

## Implementation Plans

A number of additional studies and plans would need to be conducted to implement this Alternative. Some of these studies and plans could require additional special project funding or increases to the operating base funding. Some of these projects could require formal analysis of alternatives in compliance with National Environmental Policy Act and the National Historic Preservation Act. Such documents would reference and be tiered to this unit management plan. The following studies and plans would need to be developed to guide more detailed planning for the unit:

- (Complete) Historic Structures Report for the McLoughlin House;
- Historic Structures Report for Barclay House;
- Restoration/Rehabilitation Plans for both houses based on the Historic Structures Reports;
- Cultural Landscape Report;
- Assessment of security and life/safety code issues and mechanical systems (could be included in the Historic Structures Reports for the two houses);
- Scope of Collection Statement;
- Emergency Operations Plan (for site and collections);
- Museum Management Plan;
- Exhibit Plan;
- Archival survey and assessment;
- Conservation survey and treatment plan;
- Administrative History;
- Long-Range Interpretive Plan (amendment to Fort Vancouver NHS Long-Range Interpretive Plan);
- Oral histories (priority due to age of people with information to share);
- Museum Collection Preservation Maintenance Plan; and
- Carrying capacity study based upon recommendations from Historic Structure Reports for McLoughlin and Barclay houses.

There would be appropriate opportunities for interested public to be engaged in the preliminary planning for these projects.

## Summary of Other Alternatives Considered

### **Alternative A: No Action (Continue Current Management)**

Alternative A: No Action (Continue Current Management) would result in the continuation of current management practices; however, small changes would be made based on the change in ownership from the Association to the NPS. Under the No Action Alternative, existing operations, maintenance of facilities, and appropriate stewardship of cultural and natural resources would continue. Included in Alternative A would be minor changes resulting from the transfer of McLoughlin House Unit from the McLoughlin Memorial Association to the NPS. Many of these changes, however, would be dependent upon available NPS funding.

## **Preliminary Alternatives Considered But Rejected**

### **Leasing Space in Barclay House**

Since the Barclay House was moved to the site in 1937, the first floor has been leased out at times for a variety of purposes to non-Association entities. Initially, the planning team discussed the possibility of leasing space in the house as a way to generate revenue sources for the McLoughlin Unit. This idea was rejected, however, because it was determined that the McLoughlin Unit would require all the space in the Barclay House for administrative uses, the gift shop, and to provide ample space for quality interpretive and educational programming.

### **Locating Bathrooms at other Locations on Site**

The McLoughlin House Unit site is small and constrained by natural features and topography; therefore there are few places to locate a bathroom facility. Unlike the McLoughlin House, the Barclay House has been significantly altered over time and provides an opportunity for upgrading the restrooms without significant new impacts on the cultural landscape or the eligibility of the Barclay House for listing on the National Register of Historic Places. The new restroom would meet ADA standards and replace a single non-compliant restroom.

### **Locating Administrative Operations in a Non-historic Facility Either On or Offsite**

It is not possible to locate administrative operations in a non-historic building onsite since none exist. Keeping operations onsite allows for efficiency of operations and convenience to staff and volunteers and the ability to accommodate drop-in visitors. The Barclay House has been used in the past by the Association for administrative operations. Having staff present also helps maintain the building by providing day occupancy in the building. Providing for the administration function offsite would require additional funds to lease or buy a suitable space.

## **Environmentally Preferred Alternative**

In accordance with Director's Order-12, *Conservation Planning, Environmental Impact Analysis, and Decision-making* and Council on Environmental Quality (CEQ) requirements, the NPS is required to identify the "environmentally preferred" alternative in all environmental documents released for public review. The "environmentally preferred" alternative is determined by applying the criteria suggested in the National Environmental Policy Act (NEPA) of 1969, which is guided by the CEQ. The CEQ (46 FR 18026 - 46 FR 18038) provides direction that the "environmentally preferable alternative is the alternative that would promote the national environmental policy as expressed in NEPA's Section 101," including to:

- 1) Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
- 2) Assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings;
- 3) Attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences;

- 4) Preserve important historic, cultural and natural aspects of our national heritage and maintain, wherever possible, an environment that supports diversity and variety of individual choice;
- 5) Achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and
- 6) Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources (NEPA Section 101(b)).

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

Alternative B (Preferred Alternative) was selected as the environmentally preferred alternative by determining how Alternatives A and B would meet the criteria set forth in the Section 101(b) and considering any inconsistencies between the alternatives analyzed and other environmental laws and policies.

Alternative B would best enhance the unit's ability to carry out its purpose of preserving the historic homes and landscape and interpreting the unit's historical significance. Alternative B provides management strategies that are environmentally responsible and historic preservation oriented, ensuring that future generations would be able to enjoy the unit's resources. Alternative B would assess and upgrade facilities to health and life safety standards. It would also fulfill requirements for ADA accessibility to the historic homes and landscape for both visitors and staff. Restoration and rehabilitation of interior and exterior elements of the historic homes and preservation maintenance of the historic landscape would ensure healthful, aesthetically and culturally pleasing surroundings, as well as preserve our national heritage. Documentation and improved management of collections would ensure that future generations could appreciate this aspect of our national heritage. Alternative B would enhance existing interpretive programs, with new exhibits, materials, and NPS staffing resources. Alternative B would allow for greater opportunities for partnering with like-minded institutions and individuals in the local and regional area. These partnership opportunities and working with the unit's neighbors would encourage education about the unit's resources and its preservation, thereby promoting "a wide sharing of life's amenities." The preferred alternative would satisfy national goals 1, 2, 3, 4 and 5 to a high degree. National goal 6 is not applicable to this project.

Alternative A, the no-action alternative, would continue existing courses of action. While Alternative A does fulfill the McLoughlin House Unit's purpose, it does so to a lesser degree than Alternative B. Under Alternative A, the NPS would limit resource preservation efforts to only what is mandated by law and to prevent further deterioration. The NPS would provide educational and interpretive programs at their existing levels. Some of the actions with regard to health and safety standards, ADA accessibility, partnerships, and use of environmentally responsible management strategies are the same as Alternative B. Therefore, in comparison with Alternative B, Alternative A would satisfy national goals 2 and 5 to a high degree and goals 1, 3, and 4 to a moderate degree. National goal 6 is not applicable to this project.

### **Why the Selected Plan Will Not Have a Significant Effect**

As documented in the EA, the park has determined that the selected alternative can be implemented with no significant adverse effects on soils, water quality, vegetation, wildlife, special status species, prehistoric and historical archeology, ethnographic resources, historic structures and cultural landscapes, visitor experience, or park operations. The National Environmental Policy Act requires that decision-making regarding the analysis of significance be based on analysis of the proposed action with respect to the following factors:

Beneficial and Adverse Effects - The selected alternative has a wide range of beneficial and adverse effects (see Impact Mitigation Matrix below). As shown below in the impact mitigation matrix, these short- and long-term negligible to moderate effects would not result in impairment.

Degree of effect on public health or safety - The selected alternative will not adversely affect public health or safety.

Unique characteristics of the geographic area, such as proximity to historic or cultural resources, park lands, wetlands, wild and scenic rivers, or ecologically critical areas - The selected alternative will not impact the unique characteristics of the area, including prime farmlands, wetlands, wild and scenic rivers or ecologically critical areas. The proposed actions call for changes in management conditions and will not result in the loss of these characteristics because these characteristics are either not present or not affected by the selected alternative.

Degree to which effects on the quality of the human environment are likely to be highly controversial - There were no controversial impacts or aspects of the proposed project that surfaced during the environmental analysis process. The effects on the quality of the human environment are known and have been fully described in the EA.

Degree to which the action may establish a precedent for future actions with significant effects or represents a decision in principle about a future consideration - The selected alternative neither establishes a NPS precedent for future actions with significant effects nor represents a decision in principle about a future consideration.

Degree to which the action may adversely affect districts, sites, highways, structures or objects listed on the National Register of Historic Places or may cause the loss or destruction of significant scientific, cultural or historic resources - The selected alternative will have no adverse effect on cultural resources. It will not result in the loss or destruction of significant scientific, cultural or historic resources.

Degree to which the action may adversely affect an endangered or threatened species or its critical habitat - The proposed project would have no effect on any listed species from the actions proposed in the selected alternative.

Whether the action is related to other actions with individually insignificant but cumulatively significant effects; Degree to which the possible effects on the quality of the human environment are highly uncertain or involve unique or unknown risks; and Whether the action threatens a violation of federal, state or local environmental protection law - No significant cumulative effects and no highly uncertain, unique or unknown risks were identified during preparation of the Environmental Assessment or during the public comment period. The selected alternative will not violate any federal, state or local environmental protection laws.

## **Measures to Minimize Environmental Harm**

The following summary identifies the impacts and mitigation documented and evaluated in the EA. This summary assigns responsibility for ensuring that the measures, which minimize these impacts, are implemented as part of the preferred alternative. There were no highly controversial effects or highly uncertain, unique or unknown risks identified during either preparation of the environmental assessment/assessment of effect or the public review period. The preferred alternative does not violate federal, state, or local environmental protection laws.

All mitigation measures described in this section will be implemented. Further mitigation measures may be developed in response to ongoing informal consultation on this project and may also augment the measures described below. The measures identified below are designed to ensure that impacts to park natural and cultural resources, visitor use/experience and park operations are avoided, minimized or mitigated.

Resource	Impact	Measures to Avoid, Minimize or Mitigate Impact	Responsible Staff
<b>Land Use</b>	<p>Negligible to minor adverse impacts from construction of a compatible restroom and from changes to onsite and overflow parking.</p> <p>Long-term minor to moderate beneficial effects from comprehensive planning and acknowledgement of the site's historic zone.</p> <p>Long-term moderate beneficial effect from restoring exterior appearance of houses, interior of McLoughlin House and some interior spaces in Barclay House.</p> <p>Long-term minor beneficial effect from visitor understanding of how land use contributed to preservation of the site.</p>	<p>Actions would focus on maintaining and protecting historic resources, restoring the cultural landscape, recreating elements of the historic scene, maintaining visitor facilities and mitigating impacts from human use.</p>	Superintendent
<b>Geology</b>	<p>Minor to moderate short-term adverse impacts and long-term negligible beneficial impacts to geology from potential future actions to remediate landslide concerns regarding Singer Hill Road.</p>	<p>Future actions would undergo separate environmental analysis to determine the best solution for the cultural landscape and would conform to the scenic easement from Oregon City and retain the landscape buffer.</p>	PWRO Staff
<b>Soils</b>	<p>Negligible to moderate impacts from removal of existing soils and importation of fill materials from construction of historically compatible restroom and potential changes to surface materials surrounding graves. Beneficial impacts from the improvement of subsurface conditions.</p> <p>Additional impacts related to construction of walkways and additional impermeable and permeable surface treatments (landscaping and walkways).</p>	<p>Soil compaction and loss of vegetation would be remediated following construction by scarification and/or landscaping.</p>	PWRO Staff
<b>Water Resources (including Hydrology and Wetlands):</b>	<p>No additional impacts. Potential future improvement of drainage conditions near graves. Potential short-term adverse impacts coupled with long-term negligible to minor cumulative beneficial impacts.</p>	<p>Additional environmental analysis upon a proposed solution would occur.</p> <p>Best management practices would be used to retain natural processes to the degree possible, while improving protection for the gravesites.</p> <p>Additional investigation of potential historic changes to wetlands at the site would occur.</p>	PWRO Staff
<b>Historic Buildings and Structures</b>	<p>Short-term negligible to minor adverse effects and long-term beneficial effects from restoring the houses to their historic appearance.</p> <p>Short-term negligible to minor adverse effects (from testing) and long-term minor to moderate beneficial effects (from restoration) of the interior of the McLoughlin House and some or all of the parlor in the Barclay House.</p>	<p>Proposed actions would result in mitigating long-term adverse impacts that have occurred to the historic houses.</p> <p>Additional planning would be undertaken to determine the best arrangement of administrative facilities within the Barclay House.</p> <p>All work would be designed and performed to meet the Secretary of the Interior's Standards for the Treatment of Historic Properties.</p> <p>Additional consultation with the</p>	Archeologist

Resource	Impact	Measures to Avoid, Minimize or Mitigate Impact	Responsible Staff
		SHPO would occur for those actions falling outside of the 1995 NPS Programmatic Agreement.	
<b>Cultural Landscapes</b>	<p>Negligible to minor beneficial effects from potential re-establishment of the historic entrance to the McLoughlin House.</p> <p>Negligible to minor adverse effect on circulation patterns from possible reconstruction of kitchen.</p> <p>Negligible short-term adverse and negligible to minor beneficial effects from re-creation of historic circulation pathways or realignment of existing paths.</p> <p>Effects on historic buildings and structures noted above.</p>	<p>All work would be designed and performed to meet the Secretary of the Interior's Standards for the Treatment of Historic Properties.</p> <p>Additional consultation with the SHPO would occur for those actions falling outside of the 1995 NPS Programmatic Agreement.</p>	PWRO Historic Landscape Architect
<b>Museum Collections</b>	<p>Long-term minor to moderate beneficial effects from applying NPS museum standards to existing collections.</p> <p>Negligible to moderate long-term beneficial effects from completing collections and museum planning documents.</p> <p>Long-term moderate beneficial impact from managing the collections in support of an expanded interpretive program.</p> <p>Long-term minor beneficial effect from expansion of the collections to support historic furnishings study and use in the houses.</p> <p>Negligible to minor adverse impacts from deaccessioning of items long part of the collection, but determined inappropriate in accordance with NPS policy and guidelines.</p>	Preparation of planning documents to guide museum collections management.	Curator
<b>Archeological Resources</b>	Long-term negligible to moderate beneficial effects and short- and long-term localized minor adverse effects from <i>in situ</i> preservation of archeological resources or excavation preservation with the context preserved.	If National Register eligible subsurface deposits or other significant archeological resources are found, measures to avoid or mitigate the loss of these deposits will be developed in consultation with SHPO, Native American Tribes, and other interested parties under Section 106 of the National Historic Preservation Act and Oregon State Law.	Archeologist
<b>Sacred Sites (Ethnography)</b>	No or negligible effects as a result of the unlikely presence of ethnographic resource being affected by ongoing activities at the site.	Ongoing research and consultation with affected tribes regarding possible ethnographic connections.	Archeologist
<b>Vegetation</b>	<p>Long-term negligible to moderate beneficial effects and short-term negligible to moderate adverse effects from onsite ground disturbance during construction or modification to existing developed areas.</p> <p>Moderate beneficial impacts from removal of non-native species in selected locations.</p> <p>Negligible to minor beneficial effects from maintenance of landscaping.</p>	<p>Rehabilitation of project sites following construction impacts.</p> <p>Revegetation or landscaping with suitable native or non-native (historic) species.</p>	Facility Manager

Resource	Impact	Measures to Avoid, Minimize or Mitigate Impact	Responsible Staff
	<p>Short-term negligible to minor adverse effects from temporary removal of vegetation, followed by its replacement, during construction activities.</p> <p>Series of localized short- and long-term negligible to minor adverse impacts from improvements to pathways and additional actions to restore the historic appearance of the houses.</p>		
<b>Visitor Experience: Visitor Use Opportunities</b>	<p>Long-term moderate beneficial impacts from potential restoration of historic parlor in Barclay House.</p> <p>Negligible to minor long-term beneficial impact from potential reconstruction of kitchen (shelter).</p>	N/A	Chief Ranger
<b>Visitor Experience: Visitor Interpretation and Education</b>	<p>Negligible to minor beneficial impacts from greater NPS involvement in facilitating and giving house tours and from improvements to publications and exhibits.</p> <p>Minor to moderate beneficial effect on increasing visitor understanding of McLoughlin House unit through new exhibits and interpretive programming.</p> <p>Long-term beneficial impacts from improvements in interpretation directed at children.</p>	N/A	Chief Ranger
<b>Visitor Experience: Visitor Use Access and Transportation</b>	<p>Minor adverse or minor beneficial effect on visitors from determination of carrying capacity.</p> <p>Short-term negligible to moderate adverse effects from existing limited parking with impacts decreasing to negligible as additional parking is secured for the site.</p> <p>Short- and long-term minor to major beneficial impacts from construction of accessible restroom.</p> <p>Additional minor to moderate beneficial impacts from potential reconfiguration of Barclay House.</p> <p>Long-term minor to moderate beneficial effect from proposed expansion of parking.</p>	Collaborative planning for interior modifications to the Barclay House.	Chief Ranger
<b>Park Operations: Staffing and Facilities</b>	<p>Long-term minor beneficial effect on staff and visitors from continuing most existing operations.</p> <p>Long-term minor to major beneficial effects on visitors needing accessible restrooms.</p> <p>Negligible to minor long-term beneficial effect from continued use of maintenance equipment and staffing from Fort Vancouver.</p> <p>Long-term negligible to minor beneficial effect from new signage.</p> <p>Long-term beneficial effect from preparation of NPS plans for continued management of the site.</p> <p>Additional long-term negligible adverse</p>	Collaborative development of a parking plan.	Chief Ranger

Resource	Impact	Measures to Avoid, Minimize or Mitigate Impact	Responsible Staff
	impact from need to maintain potential additional building (kitchen shelter).		
<b>Park Operations: Visitor and Employee Health and Safety</b>	Series of minor to moderate long-term beneficial effects from adherence to NPS policies and implementation programs.  Minor long-term beneficial effect on employee safety from NPS commitment to using green products.  Long-term minor to moderate beneficial effect from installation of new, historically compatible fencing along Singer Hill bluff.	N/A	Superintendent

## Public Involvement

Fort Vancouver National Historic Site conducted both internal scoping with appropriate NPS staff and external scoping with the public and interested and affected groups, agencies, and tribes to determine the range of issues to be discussed in the Environmental Assessment.

A management plan newsletter was prepared in April 2004 and sent to approximately 700 people on the Fort Vancouver GMP mailing list. The original mailing list was also expanded to include Oregon government agencies, organizations, tribes and businesses interested in or related to the McLoughlin House site. The newsletter announced the transfer of the McLoughlin House National Historic Site to the NPS, explained the planning process for the proposed management plan and how the public would be informed and involved. No comments were received as a result of this newsletter.

The EA was available for a sixty-day public review period from October 30, 2006 to December 30, 2006. Approximately 131 copies of the EA were distributed. During this time the EA was also available on the park's website <http://www.nps.gov/fova> and the Public, Environment and Public Comment website at <http://parkplanning.nps.gov/fova>. In response to a press release issued by the park, accounts of the proposed plan were published in *The Columbian*, and *The Oregonian*. Additionally, the press release was made available to several other newspapers including *The Columbian*, *The Oregonian*, *Portland Tribune*, *Seattle Times*, the *Vancouver Business Journal*, and other special emphasis news organizations as well as numerous radio and television stations. Printed copies of the EA were also available for review at several local area libraries (Fort Vancouver Regional Library). Two public meetings were also held on November 14, 2006 at the Barclay House.

Three comment letters were received from individuals; two from non-profit organizations: the McLoughlin Memorial Association and the McLoughlin Neighborhood Association; and one from another NPS office (National Trails System). Approximately eight people attended the afternoon public meeting, and approximately six people attended the evening public meeting. Public comments were primarily related to the specific actions associated with the proposed plan. Approximately 64 distinct comments were made on the plan. A public comment summary is included in an Errata prepared as an attachment to the EA which documents minor corrections. As noted above, in response to public comments, several plan elements were removed from or incorporated into the selected alternative. All corrections and modifications are minor in nature, and none resulted in any changes in the determinations of "significance" of potential impacts.

## Agency Consultation

Native American Indian Tribes: Tribes in three states, including the Chinook, Cowlitz and Yakima Tribes in Washington, the Nez Perce Tribe in Idaho, and the Affiliated Tribes of Northwest Indians in Oregon, received information on the preparation of the plan. Tribes also received advance copies of the draft Alternatives from the plan and final copies of the EA. No responses from the tribes were received during either the public scoping or public review periods.

United States Fish and Wildlife Service (USFWS): There are no listed threatened or endangered species associated with the proposed management area. Because there would be *no effect* on any species listed or proposed for listing as a result of the implementation of this plan, no further consultation with the U.S. Fish and Wildlife Service is necessary.

State Historic Preservation Office (SHPO): Consultation with the Oregon SHPO and the Advisory Council was done during initial scoping for the Management Plan. In August 2005, park staff sent a copy of the Archaeological Results report and met with Oregon SHPO staff. During this meeting, park staff reviewed the proposals for impending utility upgrades then being proposed for the houses as well as the proposed installation of a sign at the site by the NPS and the possible need for creating a Memorandum of Understanding for future management of the site. Because no specific actions are being proposed at this time that would affect cultural resources, no additional consultation with or concurrence from SHPO is needed. As site specific actions, however, are proposed that could potentially affect historic or archaeological resources at the site, ongoing consultation with Oregon SHPO will take place to determine their concurrence with the determinations of effect for proposed actions.

## Impairment Disclosure

In addition to determining the environmental consequences of the preferred and no-action alternative, NPS *Management Policies* (NPS 2006) and Director's Order-12, *Conservation Planning, Environmental Impact Analysis, and Decision-making* require analysis of potential effects to determine if actions would impair park resources. The following sections from Management Policies define impairment and highlight the difference between an impact and impairment.

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

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

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

conserving resources and values and providing for enjoyment of them, conservation is to be predominant. This is how courts have consistently interpreted the Organic Act.

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

While Congress has given the Service the management discretion to allow impacts within parks, that discretion is limited by the statutory requirement (generally enforceable by the federal courts) that the Park Service must leave park resources and values unimpaired unless a particular law directly and specifically provides otherwise. This, the cornerstone of the Organic Act, establishes the primary responsibility of the National Park Service. It ensures that park resources and values will continue to exist in a condition that will allow the American people to have present and future opportunities for enjoyment of them.

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

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

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

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

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

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

#### *1.4.6 What Constitutes Park Resources and Values*

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

- the park's scenery, natural and historic objects, and wildlife, and the processes and conditions that sustain them, including, to the extent present in the park: the ecological, biological, and physical processes that created the park and continue to act upon it; scenic features; natural visibility, both in daytime and at night; natural landscapes; natural soundscapes and smells; water and air resources; soils; geological resources; paleontological resources; archeological resources; cultural landscapes; ethnographic

resources; historic and prehistoric sites, structures, and objects; museum collections; and native plants and animals;

- appropriate opportunities to experience enjoyment of the above resources, to the extent that can be done without impairing them;
- the park's role in contributing to the national dignity, the high public value and integrity, and the superlative environmental quality of the national park system, and the benefit and inspiration provided to the American people by the national park system; and
- any additional attributes encompassed by the specific values and purposes for which the park was established.

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

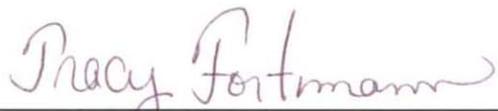
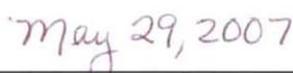
Before approving a proposed action that could lead to an impairment of park resources and values, an NPS decision-maker must consider the impacts of the proposed action and determine, in writing, that the activity will not lead to an impairment of park resources and values. If there would be an impairment,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

The EA identified and evaluated impacts to a host of park resources and values, an analysis that considered the severity, duration, and timing of direct and indirect impacts. The impacts disclosed herein occur in areas that have long been cornerstones of visitor use. The analysis concluded that there will be no major adverse impacts to a resource or value whose conservation is 1) necessary to fulfill the specific purposes identified in the park's enabling legislation; 2) key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park; or 3) identified as a goal in the park's General Management Plan or other relevant planning documents. Consequently, the selected alternative will not result in impairment of park resources or values. The selected alternative was chosen because it best accomplishes the legislated purposes of the park and the statutory mission of the NPS and the purpose and need for the plan.

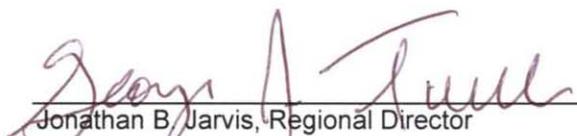
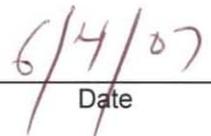
**Conclusion**

On the basis of the environmental analysis contained in the EA as summarized above, it is the determination of the NPS that the selected plan is not a major federal action significantly affecting the quality of the human environment. Nor is it an action without precedent or similar to an action that normally requires an Environmental Impact Statement. The conclusions of non-significance are supported by the conservation planning and environmental impact analysis completed and the capability of listed mitigation measures to reduce or eliminate impacts. No adverse effects to cultural or historical resources will occur; there are no unacceptable impacts, nor will any impairment of cultural or natural resources or park values occur. This determination also included due consideration of the minor nature of public comments. Therefore, in compliance with the National Environmental Policy Act, an Environmental Impact Statement will not be prepared, and portions of the selected plan will be implemented immediately, while others will be implemented as soon as practicable, pending other requirements, funding and staffing.

**Recommended:**

   
\_\_\_\_\_  
Tracy Fortmann, Superintendent Date  
Fort Vancouver National Historic Site

**Approved:**

   
\_\_\_\_\_  
Jonathan B. Jarvis, Regional Director Date  
Pacific West Region

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# Land Bridge and Interpretive Trail Project

The Land Bridge and Interpretive Trail at Fort Vancouver is a unique land bridge designed by Native American architect Johnpaul Jones in collaboration with artist Maya Lin. Development of the land bridge implements a section of the General Management Plan for Fort Vancouver National Historic Site, re-creating a physical link between the historic fort site and the Columbia River. The land bridge is the largest of seven art installations that comprise the Confluence Project. The design of the land bridge and its interpretive elements is a result of involvement of the local community, Native American groups, and collaborative efforts between Jones & Jones Architects and Landscape Architects, Ltd., Maya Lin Studio, Confluence Project, the National Park Service (NPS), the City of Vancouver, and the Washington Department of Transportation. The City of Vancouver acted as project manager, while the NPS was responsible for environmental compliance and assisted in developing the educational components of the project.

## Confluence Project

The Confluence Project, a 501(c)(3) organization led by Executive Director Jane Jacobsen, was developed by a group of Pacific Northwest Native American tribes and civic leaders from Washington and Oregon. This group asked Maya Lin, the artist who designed the Vietnam Veterans Memorial in Washington, D. C., to participate in a project commemorating the bicentennial of the Lewis and Clark Expedition of 1804-6. These disparate parties came together to envision a new way to commemorate the Corps of Discovery's journey. Out of this collaboration came the idea to create a series of seven art installations along the Columbia River to evoke the history of the Lewis and Clark Expedition and the tremendous changes in the Pacific Northwest since their time.

## Interpretive Elements

The land bridge spans State Route 14, restoring the ancient crossroads of the Klickitat Trail and the Columbia River. The project features a pedestrian trail more than one half mile long that winds over a 40-foot-wide earthen bridge reconnecting the Columbia River with the Fort Vancouver village. The educational components of the Land Bridge and Interpretive Trail invite multiple levels of rich historical, cultural and environmental interpretation.

There are six major interpretive elements:

- Overlooks interpreting the People, the Land, and the River
- The Language Walk, featuring indigenous words for people, land, and river
- A Timeline Path reflecting changes in land use across time
- Ethnobotanical panels illustrating indigenous use of plants historically found on the site
- A Welcome Gate and sculptural elements
- Water sustainability system and rain harvesting artwork

## **People, Land, and River Overlooks**

The People Overlook shares the story of the dynamic multicultural Hudson's Bay Company (HBC) village. This was the home of the community that ran the diverse operations of the HBC in the Northwest. The village was populated by Metis, a culture of mixed European and native heritage, as well as numerous Native American tribes, native Hawaiians, and several other Euro-American groups.

The Land Overlook provides a view of the Fort and a glimpse of the landscape and native plant communities as they would have been prior to European and American contact. It explores the relationship between open spaces and forest land and provides historic context of the forest/prairie ecosystem managed by native people.

The River Overlook represents the connection of the Lewis and Clark Trail and the Native American Klickitat Trail. This interpretive feature encompasses the confluence of historic transportation systems, food gathering traditions and trading networks of interior mountain tribes (Yakama, Klickitat) and river tribes (Chinook, Salish) as well as the region's breathtaking geologic landmarks including Mount Adams, Mount Hood, and Mount St. Helens.

## **Language Walk**

The Language Walk will juxtapose various native words for people, land, and river with their corresponding overlooks. The words are drawn from correspondence, conversations, and direct input from numerous Northwest tribes including the Nez Perce, Umatilla, Yakama, Warm Springs, Cowlitz and Chinook. The words are intended to provide the viewer a sense of the amazing number of languages that would have been heard at any given time at this site and along the lower Columbia River.

## **Timeline Path**

The Timeline Path compliments the One Place Across Time theme of the Historic Reserve through the use of oversized murals whose images reflect changes in the area over the historic period. The Timeline Path is located between Old AppleTree Park and the River Overlook.

The images represent the following periods:

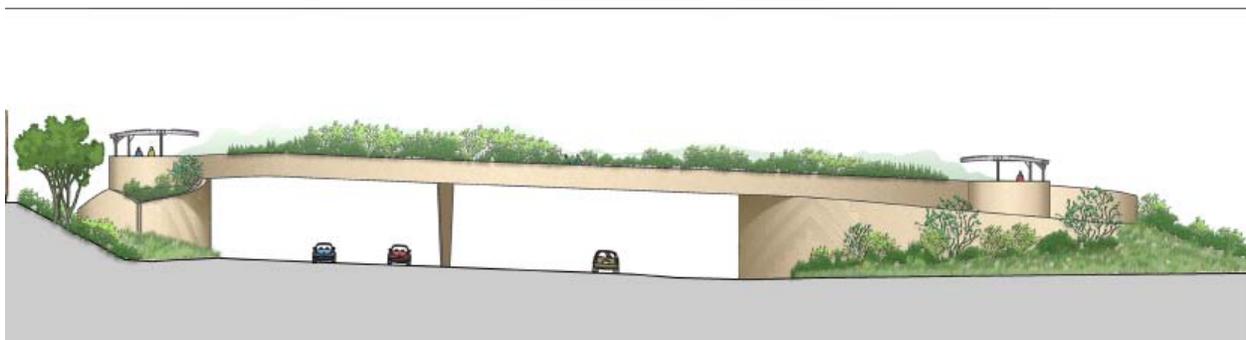
- Chinook Traveling Lodge, circa 1800
- Hudson's Bay Company and U.S. Military, circa 1853
- Officers' Row, circa 1860
- WWI Spruce Production Plant, circa 1917
- WWII Ship Launch Down the Ways, circa 1943
- Hudson's Bay Company and U.S. Military

## **Ethnobotanical Interpretation**

The land bridge recreates the undulating landforms and indigenous vegetation of the historic Columbia River floodplain. Terraces of native plants draw the prairie up and over the highway. Signs along the trail will tell of the botanical observations of Lewis and Clark, and 19th century naturalists David Douglas and Thomas Nuttall. The signs will discuss the changes in land use and corresponding impacts on



*Plan view of land bridge landscape plan.*



*Elevation of land bridge design.*

plant communities over the historic period. Native plant species documented by the early botanical explorers are included in the planting plan. Many of these species (such as wapato and camas) have ethnobotanical uses, and were intensively used by the Native Americans throughout the region. Panels will also illustrate the stream side landscape and the indigenous cultural uses of various native plants.

## **Welcome Gate and Sculptural Elements**

The Welcome Gate will be derived from a traditional Native American tool, the canoe paddle. The gate will be constructed with two abstract canoe paddles. The gate, designed by artist Lillian Pitt, serves as the entry portal at Old Apple Tree Park. The Three Mountain design, a traditional basket weave pattern, is an integral part of the land bridge and represents the three mountains visible from here: Mount Hood, Mount Adams, and Mount St. Helens.

## **Sustainable Irrigation System**

Sustainability is a major component of National Park Service planning and design, and the rainharvesting element of the land bridge demonstrates a sustainable form of irrigation. The system combines art with functionality to capture the abundant winter rain and direct it to cisterns so it can be used to irrigate the native landscape on the land bridge during dry periods. The artwork powerfully and visually celebrates water and the water cycle. It presents opportunities to learn about and preserve the riverside landscape so important to the people of the river.

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*Dedication of Fort Vancouver*  
Painting commissioned by Harpers Ferry Center  
Courtesy of National Park Service



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