



# Foundation Document

## Fort Vancouver National Historic Site

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Fort Vancouver, Vancouver, Washington



McLoughlin House Unit, Oregon City, Oregon



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## Mission of the National Park Service

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

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

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

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

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



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

## Introduction

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

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

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



## Part 1: Core Components

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

### Brief Description of the Park

Fort Vancouver National Monument was established on June 19, 1948, to preserve “the site of the old Hudson’s Bay Company stockade” in current-day Vancouver, Washington. Archeological investigations had confirmed the 19th-century location of the Hudson’s Bay Company Pacific Northwest headquarters along the north bank of the Columbia River. These findings spurred Congress to formally recognize and preserve this intact archeological site as a unit of the national park system and to interpret the history of the Hudson’s Bay Company fur trading post. In addition to the stockade site, the national monument also protected other historical features in the area, including the historic parade ground of the U.S. Army post that was established during the latter years of the Hudson’s Bay Company period. In 1961, the park was redesignated Fort Vancouver National Historic Site and its boundaries were significantly expanded to include additional historic features, such as the East and South Vancouver Barracks. Since the 1960s, the National Park Service has pursued ongoing reconstruction of select Hudson’s Bay Company-era structures and landscape features as an essential means of interpreting the history of the site.

Prior to European contact, many American Indian tribes (resident Clackamas, Multnomahs, and Cascades Chinooks, as well as interior Klickitats, Cowlitz, Kalapuyas, and many others) used the site of the future Fort Vancouver for shared resource harvests and trade. The site was located along traditional travel and trade routes linking the coast and the interior along the Columbia and Willamette Rivers and their tributary river basins.

Fort Vancouver was established along the northern bank of the Columbia River by the Hudson’s Bay Company in 1825. The fort became the hub of the company’s activity until 1846, when the Oregon Treaty established the 49th parallel as the border between the United States and Canada. The company recognized the strategic commercial importance of peaceful coexistence with the regional tribes and actively engaged them in the company’s organization. Though its location was initially chosen to access both the inland and maritime fur trade and take advantage of the site’s agricultural potential, the fort also became an end-point supplier to U.S. settlers who had migrated westward on the Oregon Trail and were preparing to establish homesteads. The fort and village developed into an important trade and cultural exchange center and were the site of the Pacific Northwest’s first hospital, school, orchard, library, grist mill, sawmill, shipyard, and dairy.

A diverse population congregated around the post for trade, employment, medical care, and security. The company enlisted the skills of local and distant American Indians (e.g., Iroquois and Cree), as well as Native Hawaiians, French Canadians, Scots, English, Métis (people of both American Indian and European ancestry), and others.





Dr. John McLoughlin, the chief factor (chief executive) of Fort Vancouver, is often described as “the Father of Oregon” because of his assistance to homesteaders during westward migration. After the passage of the Oregon Treaty, McLoughlin, a Canadian from Quebec, applied for U.S. citizenship and moved to nearby Oregon City, where he continued to be an influential figure in community life. McLoughlin’s Oregon City home was designated as the first national historic site in the Pacific Northwest in 1941 and operated as a historic house museum by the McLoughlin Memorial Association with support from the National Park Service. In 2003, the McLoughlin House National Historic Site, which included McLoughlin House and the home of Hudson’s Bay Company physician Dr. Forbes Barclay, became a unit of Fort Vancouver National Historic Site, with ownership and management of the houses transferred to the National Park Service.



After the Hudson’s Bay Company abandoned Fort Vancouver in the 1860s, the U.S. Army’s Columbia Barracks, established nearby in 1849, quickly grew to encompass the fort site. Eventually known as the Vancouver Barracks, Fort Vancouver served as the army’s regional headquarters throughout the late 19th century and 20th century. The field adjacent to the barracks served as what was then the world’s largest sawmill site, which provided aviation-grade lumber for aircraft during World War I and became the home of Pearson Field, a military airfield that was the landing site for the first transpolar flight. During the 1930s, the barracks included the regional headquarters of the Civilian Conservation Corps and remained active through World War II. While the army gradually lessened its presence at the site throughout the late 1940s and 1950s, Vancouver Barracks continued to be used by the U.S. Army Reserve into the 21st century. In September 2011, the U.S. Army ceased its operations at East and South Vancouver Barracks, and on May 22, 2012, the U.S. Army relinquished ownership of the property to the National Park Service in accordance with the 1961 legislation that expanded the boundaries of Fort Vancouver National Historic Site, and with the 2005 Base Closure and Realignment Commission recommendations of the U.S. Department of Defense.

The concept of place is core to Fort Vancouver National Historic Site, enabling visitors to better understand the broad history of the site by first-hand experience of the park’s location, resources, historic views, and surrounding community. Featuring a reconstructed British fur trading fort, the site of one of the largest multicultural villages in the Pacific Northwest, the U.S. Army’s Vancouver Barracks, Pearson Air Museum, and the McLoughlin House Unit, Fort Vancouver National Historic Site represents more than 200 years of history and its resources provide historic context for the settlement and development of the Pacific Northwest. Visitors can experience cultural demonstrations of 1840s lifeways at the reconstructed fort, enjoy urban green space on the Vancouver Barracks campus, view historic aircraft at Pearson Air Museum, and learn more about John McLoughlin’s life in Oregon City.

Being an urban national park in the Vancouver/Portland metropolitan area allows Fort Vancouver National Historic Site employees to partner with numerous private and public groups for the protection and interpretation of the area’s rich historic resources. The National Park Service, working through Fort Vancouver National Historic Site staff, is a legislated partner in the Vancouver National Historic Reserve, a 366-acre area designated by Congress with the shared vision of preservation, education, and public use. The reserve’s four legislated partners (the National Park Service, the U.S. Army, the State of Washington, and the City of Vancouver, Washington) cooperatively administer their respective adjacent historic venues under a management plan that also allows each entity to manage its resources according to its own missions, policies, and regulations.

## Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Fort Vancouver National Historic Site was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established when the enabling legislation adopted by Congress was signed into law on June 19, 1948 (see appendix A for enabling legislation and legislative acts). The purpose statement lays the foundation for understanding what is most important about the park.

*FORT VANCOUVER NATIONAL HISTORIC SITE  
preserves and interprets nationally  
significant resources associated with the  
western headquarters of the Hudson's  
Bay Company's fur trade empire, the  
settlement of the Oregon Country, and  
the U.S. Army's post and headquarters,  
while promoting public understanding  
and appreciation for the individuals  
and diverse communities who forged  
this multilayered history.*



## Park Significance

Significance statements express why a park's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Fort Vancouver National Historic Site, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Fort Vancouver National Historic Site. (Please note that the sequence of the statements does not reflect the level of significance.)

1. Fort Vancouver, strategically located on the Columbia River, was the site of the Hudson's Bay Company's administrative headquarters and supply depot west of the Rocky Mountains. The fort served as the central hub of the company's trading network in the Pacific Northwest, greatly influencing the region's economic development and settlement as well as prompting cultural change for Europeans and American Indians.
2. Known as the "New York of the Pacific," Fort Vancouver played a pivotal role in advancing settlement in the Oregon Country, a movement that drastically impacted American Indian life and culture in the region. The fort's chief factor, John McLoughlin, provided immigrants arriving on the Oregon Trail with much-needed food, supplies, and other assistance; his actions bolstered American influence on the Northwest.
3. As the first U.S. Army post in the Pacific Northwest, Vancouver Barracks took military actions relating to land and labor disputes during pivotal moments in America's western expansion, often at the expense of American Indians. The post's importance continued into the 20th century as it became the Pacific Northwest's center for defense and home of the Army Air Corps and Civilian Conservation Corps during the Great Depression.
4. Fort Vancouver National Historic Site's extensive collection of American Indian, fur trade, and U.S. Army material culture, which encompasses archeological artifacts, historic objects, and archival documents, directly contributed to the park's establishment and showcases global trade networks, technological change, and cultural contact over the past two centuries.
5. By virtue of its preservation, Fort Vancouver National Historic Site offers a rich overlay of historic structures, reconstructions, intact archeological sites, cultural landscapes, and historic views that allows visitors an authentic experience of place-based learning and understanding of the region's history in the heart of a metropolitan area.
6. The confluence of European and Canadian traders, Native Hawaiians, and indigenous peoples from across the North American continent gave rise to a unique, multicultural community at Fort Vancouver and created complex connections between the fort and communities across the globe. Descendants of these early community members have enduring cultural and spiritual connections to the fort site.
7. The McLoughlin House not only honors the "Father of Oregon," but also stands as a testament to some of the earliest preservation efforts in the American West. A grassroots movement led to the creation of the McLoughlin Memorial Association, drove the house's 1909 relocation to a public park established by John McLoughlin in 1851, and resulted in the site's designation as the first national historic site west of the Rocky Mountains.

## Fundamental Resources and Values

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

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

The following fundamental resources and values have been identified for Fort Vancouver National Historic Site:

- Hudson's Bay Company Fort and Village Site and Associated Cultural Landscape.** The park protects the site of the second Hudson's Bay Company fort, constructed in 1829 after the first Fort Vancouver, located approximately one mile east, was abandoned for a more favorable location. During the approximately 20 years that the Hudson's Bay Company used the fort as the western headquarters for its fur trade operations, the site included a stockade; an employee village; agricultural fields; gardens; orchards; and agricultural-related outbuildings and a waterfront complex of wharf, hospital, industrial yards, and storage buildings. Following the Hudson's Bay Company departure from the site in 1860, the fort was destroyed in an 1866 fire. Beginning in the 1960s, the National Park Service reconstructed the wood stockade fort, select fort buildings, historical roads, the Hudson's Bay Company orchard, fencelines delineating agricultural fields, and representative village houses according to on-site archeological findings to aid interpretation of the site. These reconstructions, which portray the fort's 1845 appearance, are the park's primary visitor destination.



- **Hudson's Bay Company Cemetery.** Located in what is now the East Barracks, the Hudson's Bay Company cemetery was the primary burial ground for Fort Vancouver for approximately 30 years. Records by Catholic missionaries stationed at the fort date the first burial in 1833 and list more than 200 individuals who were buried in the cemetery. These records offer a glimpse into the multicultural environment at the fort and include the burials of individuals from more than 30 different tribes as well as Native Hawaiians and those of European and American heritage. While the locations of most graves were lost during the U.S. Army's occupation of the site, the cemetery remains an important archeological site and retains sacredness to many American Indian groups and Native Hawaiians.
- **Vancouver Barracks and Associated Cultural Landscape.** Permanent military presence at the Fort Vancouver site dates back to 1849 when the military established the first U.S. Army post in the Pacific Northwest on the slope above the Hudson's Bay Company's fort. By 1858, the army had grown Fort Vancouver to its most prominent fort in the Pacific Northwest and the location of its departmental headquarters, arsenal, and supply depot, renaming it Vancouver Barracks in 1879. During World War I, the U.S. Army's Signal Corps used Vancouver Barracks as the site of its Spruce Production Division dedicated to milling lumber for military aircraft construction. The aviation association of the barracks continued with the establishment of Pearson Air Field in 1925. The post expanded into the 20th century, serving as the headquarters for the Ninth Corps of the Civilian Conservation Corps during the 1930s and serving as headquarters for the training and staging area of the Portland Subport of Embarkation during World War II. After World War II, the U.S. Army reduced its presence at Vancouver Barracks, ultimately transferring portions of the post—i.e., the East and South Barracks—to the National Park Service in 2012.
- **Columbia River Waterfront.** Fort Vancouver is situated on the bank of the Columbia River, a natural avenue for transportation, trade, and habitation long before the arrival of European American settlers. American Indian tribes view the river as an important means of sustenance and travel. During the 19th century, the river acted as the conduit for the Hudson's Bay Company's western fur trade, U.S. Army activities in the Pacific Northwest, and settlement into the Oregon Country. It also was the site of the Hudson's Bay Company wharves and salmon store operations. The U.S. military used the riverfront for its government docks and facilities, shipbuilding works, and a later U.S. Coast Guard station. While 20th-century development (such as a railroad berm and Interstate 5) have created barriers between the fort site and the river, the park and its partners have reestablished this historic connection with the Vancouver Land Bridge and highlight the Columbia River's importance to all the people who have lived and worked on the river's edge.





- McLoughlin House Unit.** This park unit tells the story of John McLoughlin, a Hudson's Bay Company chief factor who was forced into retirement in part for aiding American settlers in the Oregon Country, actions which earned him the moniker "Father of Oregon." McLoughlin moved into the 1840s Georgian home in Oregon City and continued to support the early development of the Oregon City community until his death in 1857. The McLoughlin House Unit includes the homes of John McLoughlin and Dr. Forbes Barclay, a Hudson's Bay Company associate and physician, as well as the grave sites of John and Marguerite McLoughlin, and the charter park established for the benefit of the people by McLoughlin in 1851.
- Museum Collections.** The on-site curation storage facilities preserve more than 2 million items, approximately 90% of which have come from archeological investigations that have taken place on the Fort Vancouver site since 1947. Notable parts of the collection include Spode ceramics retrieved from the fort site, personal items owned by the McLoughlin family, and everyday objects associated with the Hudson's Bay Company. While the majority of items reflect the 35-year Hudson's Bay Company era (1825–1860), the collection also includes artifacts from earlier American Indian use and the later U.S. Army presence.
- Archeological Research and Knowledge.** The size and breadth of the park's archeological site, largely intact, and more than 50 years of archeological investigations at the site make Fort Vancouver the premier historical archeological site in the Pacific Northwest. The park has become a scientific laboratory for archeology, using cutting-edge techniques to locate in situ resources and better understand the Fort Vancouver site as a whole. The continued dedication to research-driven excavations, archeological finding-based reconstructions, annual field schools, and a robust public archeology program have led Fort Vancouver to become a leader in archeological research methods and the incorporation of citizen science into the field.
- Spirit of Collaboration.** A spirit of collaboration is essential to the success of Fort Vancouver National Historic Site. Partnerships allow a wide variety of people and organizations to directly contribute to the research, preservation, and interpretation of park resources. They further enable the National Park Service to play a leading role in public educational programs and preservation activities extending beyond park boundaries. As one example, the park is a partner in the Vancouver National Historic Reserve, a 366-acre district established by Congress in 1996 to highlight the breadth of historic resources in the Vancouver area. In this capacity, the National Park Service works with the three other legislated partners—the City of Vancouver, Washington; the State of Washington; and the U.S. Army—to protect and manage the reserve including affiliated City of Vancouver properties—Officers Row, the West Vancouver Barracks, Old Apple Tree Park, and the Water Resource Center. The park also collaborates with many other individuals and groups outside its association with the historic reserve. These include the Friends of Fort Vancouver, McLoughlin Memorial Association, the City of Oregon City, local universities, and associated tribes and cultural groups.

## Other Important Resources and Values

Fort Vancouver National Historic Site contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Fort Vancouver National Historic Site:

- Urban Green Space and Recreation.** While Fort Vancouver National Historic Site was established for its archeological and historical significance, the park has developed as an important recreational area within the Portland/Vancouver metropolitan area. The park provides opportunities for appropriate forms of recreation, including walking, running, or cycling along multiuse trails; visiting the Columbia River waterfront; picnicking in a scenic and historic setting; permitting special events and sponsoring public events; and taking tours of the reconstructed fort. These opportunities play a role in promoting public health and have expanded as the park has grown to include lands that were once part of the U.S. Army’s Vancouver Barracks campus. As development continues in the surrounding communities, the park’s important role as urban green space will persist, offering visitors from near and far a safe outdoor space in the heart of the growing urban environment, as well as a refuge for wildlife and other natural resources.



## Interpretive Themes

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

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

The National Park Service anticipates that the park’s interpretive themes will be revised as part of an update to the park’s long-range interpretive plan. The following interpretive themes were identified for Fort Vancouver National Historic Site as part of the *Fort Vancouver National Historic Site General Management Plan* (2002):

- **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 Northwest fur trade and international commerce.
- **A Mix of Cultures.** Fort Vancouver was a melting pot of individuals from diverse American Indian, Native Hawaiian, American, and European cultures. 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. Although the British Hudson's Bay Company dominated the area for decades, international events allowed 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 U.S. military operations in the region for the last half of the 19th century and into the 20th century.
- **Archeological Research and Resources.** Through research, archeological resources at Fort Vancouver National Historic Site enable us to learn about the past and interpret it to the public accurately and inclusively.
- **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.

The National Park Service anticipates that the park's interpretive themes will be revised as part of an update to the park's long-range interpretive plan. The following interpretive themes were identified for the McLoughlin House as part of the *McLoughlin House Unit Management Plan* (2006):

- Dr. John McLoughlin helped to shape the Oregon Country's destiny through his civic, economic, and humanitarian activities at Fort Vancouver and in Oregon City. His wife Marguerite and children provided support through their presence, hospitality, and household and business activities.
- The McLoughlin House, setting, and contents owe their survival to almost 100 years of vision and site stewardship by the McLoughlin Memorial Association.
- The McLoughlin House and Barclay House are sited on park land donated to Oregon City by Dr. John McLoughlin. The site and surrounding historic conservation district comprise part of McLoughlin's 1845 plat, with his business and personal connections woven throughout.
- Established for reasons of economic diversification by Dr. John McLoughlin for the Hudson's Bay Company, the town of Oregon City, with its waterfalls, power mills, and shipment of manufactured goods and agricultural products on the Willamette River, reflected the commercial and agricultural growth of the Oregon Country under American settlement and influence.

## Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

### Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Fort Vancouver National Historic Site.

#### Special Mandates

In 1996, Public Law 104-333 110 Stat. 4154 established the Vancouver National Historic Reserve consisting of historic resources adjacent to Fort Vancouver National Historic Site in Vancouver, Washington. The act, which included language specifically stating that the reserve was not a new unit of the national park system, requires the four identified reserve partners—the National Park Service, the State of Washington, the Department of the Army, and the City of Vancouver—to create a shared general management plan for the historic area administered as the reserve. Consistent with this legislation, a cooperative management plan for the reserve was approved in 2000. The cooperative management plan states that the reserve partners, while maintaining full authority and management responsibilities for their individual areas consistent with applicable laws, will work cooperatively on all matters relating to the historic reserve.

#### Administrative Commitments

For information about the existing administrative commitments for Fort Vancouver National Historic Site, please see appendix C.

## Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values (see appendix B)
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

### Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value. Please see appendix B for the analysis of fundamental resources and values.

### Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but which still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Fort Vancouver National Historic Site and the associated planning and data needs to address them:

- **Public Understanding and Relevancy (Visitors and Partners).** Due to its location in a diverse metropolitan area and its composition as a destination park and part of a national reserve, Fort Vancouver National Historic Site is in an excellent position to reach audiences of diverse backgrounds, ages, and origins. To capitalize on this opportunity, the park needs to know more about visitors and why they visit the park. A key piece of information that is currently missing is a solid understanding of who is not coming to the park and how to reach out to nontraditional and underserved park visitors. The park's last visitor use study was conducted in 1986. Since then, Fort Vancouver National Historic Site has inherited additional resources and is beginning the process of taking on tenants, two developments that may impact the park's current visitor demographics.
  - *Associated Planning Needs:* visitor use management plan, visitor use access plan
  - *Associated Data Needs:* visitor use study

- **Appropriate Preservation and Accessibility of Collections.** Fort Vancouver National Historic Site is the curator of record for collections from San Juan Island National Historical Park and Lewis and Clark National Historical Park, as well as housing collections from Lake Roosevelt National Recreation Area and Whitman Mission National Historic Site. The curation facilities are also a repository for collections from the U.S. Fish and Wildlife Service, the U.S. Army, the Federal Highway Administration, and the City of Vancouver, Washington. The park currently does not have enough storage for its rapidly growing collection and faces the challenge of setting up a multipark, multiagency facility that can accommodate collections from other sites. There is a strong need for increased capacity and efficient facilities in which to maintain the collections at appropriate standards.
  - *Associated Planning Needs:* business plan for Building 405 (collections facility)
- **Preservation and Adaptive Reuse of Park Facilities/Structures.** Acquisition of the East and South Vancouver Barracks has added numerous historic structures to the footprint of the park, quadrupling its total square footage and adding associated infrastructure. Rehabilitation of the buildings and implementing the vision of the East and South Vancouver Barracks master plan is a high priority for the park and the region. The complexity and frequency of projects is increasing as implementation of the master plan continues. This will be a long-term effort and will need continued project management assistance to support ongoing rehabilitation projects and to fully enact the master plan, including business and programmatic planning related to tenant occupants and making East Barracks self-sustaining. In addition, ongoing preservation and maintenance projects will be occurring at the reconstructed fort, the park's waterfront, the Mission 66 complex, McLoughlin House Unit, and Pearson Air Museum Complex.
  - *Associated Data Needs:* cultural resources condition assessment, national register documentation update for national historic district
- **Ability to Provide Safe Access to Park Resources (Staff and Visitors).** Vancouver National Historic Site's location in a highly populated metropolitan area brings with it the opportunities and challenges of proximity to urban life. The park is increasingly facing safety concerns for staff and visitors as social services and law enforcement needs outpace capacity in surrounding communities, and transient populations look to the park sites for shelter. In addition, as the barracks master plan is implemented and more tenants occupy the buildings, there could be a potential for higher instances of break-ins, theft, or property damage. The park currently does not have law enforcement staff. Law enforcement is provided by the City of Vancouver police department. A law enforcement assessment of needs was conducted in 2004, and both the park and region recognized a need for law enforcement staff. There could be the potential for future law enforcement agreements with partner agencies (U.S. Forest Service and Bureau of Indian Affairs) slated to become tenants at the barracks.
  - *Associated Planning Needs:* visitor use access plan



- **Culturally Associated Group Involvement.** Fort Vancouver National Historic Site includes a number of locations and resources significant to traditionally associated peoples, including American Indian and Native Hawaiians. The park recognizes that these associated communities need to be given more and better opportunities to be engaged and their perspectives incorporated meaningfully into interpretation and resource management. The park has a longstanding history of formal consultation, but is seeking to go beyond consultation and establish ongoing partnerships. A traditional use study is underway that will provide a basis for developing a work group of traditionally associated tribes and Native Hawaiians. Partnership with this work group could provide much needed new perspectives on interpretive themes, visitor center exhibits, programs, preservation and interpretation of the Hudson's Bay Company cemetery, and establishment of a cultural center in the barracks. The park recognizes that more interplay is necessary to help provide additional perspectives and keep positive, strong relationships with these groups.
  - *Associated Planning Needs:* parkwide partner action strategy, sacred sites management plan
  - *Associated Data Needs:* archeological overview and assessment, archeological survey and testing of the waterfront and beach area, artifact analysis and reporting

## Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

**Criteria and Considerations for Prioritization.** The following criteria were used to evaluate the priority of each planning or data need:

- Greatest utility to unit management.
- Ability to address multiple issues; many issues are interrelated. For example, many visitor capacity issues are interrelated with resource protection issues.
- Emergency/urgency of the issue.
- Prevention of resource degradation.
- Plans that consider protection of the fundamental resources and values.
- Result in a significant benefit for visitors.
- Feasibility of completing the plan or study, including staffing support and funding availability.
- Opportunities, including interagency partnership or assistance.

## High Priority Planning Needs

### Business Plan for Building 405 Curation Facility.

*Rationale* — In order to reduce the servicewide footprint of collections storage facilities, the National Park Service and other Department of the Interior agencies are moving toward centralized curation facilities in order to provide increased accessibility and efficiency. Expanding its existing role in providing curation services for multiple partners, Fort Vancouver National Historic Site may need to provide additional staff and collections storage capacity for other parks and/or federal partners in Building 405.

*Scope* — The business plan for the Building 405 curation facility would address the needs of collections storage capacity that currently pose a challenge for collections management. It would address providing adequate capacity for current and growing collections, maintaining the required standard of collections management, and arrangements for collections management agreements with multiple entities.

### New Branding and Signage Plan for Reserve.

*Rationale* — Updated directional signage (outside and inside the boundary) for both units of Fort Vancouver National Historic Site are needed to improve wayfinding and enhance public understanding and knowledge of the park. There is also a need to better integrate the park seamlessly into the Vancouver National Historic Reserve. Signage within the reserve refers to Fort Vancouver National Historic Site using terms inconsistent with its designation, and the relationship between Fort Vancouver and the other reserve sites is unclear.

*Scope* — The plan would examine the best locations for wayfinding signs for the McLoughlin House and Fort Vancouver sites and provide guidance for appropriate updates to waysides and use of logos for Fort Vancouver National Historic Site and Vancouver National Historic Reserve. It would also address how the name of Fort Vancouver National Historic Site is described in signage.



**Visitor Use Access Plan.**

*Rationale* — As a large, urban open space area, the park faces challenges with transient populations using the lands for basic needs. People often attempt to find overnight shelter on park lands, and at times there have been incidents of conflict with individuals that have led to safety concerns. The park needs to clearly establish where and when visitation is appropriate, as a first step in addressing this issue.

*Scope* — The plan would address hours and areas of visitor access. Attention would be given to how entry points are staffed, and what areas of the park may be open to visitation during evening hours near or after dark.

**Visitor Use Management Plan.**

*Rationale* — Visitation at Fort Vancouver National Historic Site ranges from 800,000 to 1 million annually and is expected to grow. The park, due to its urban location, is host to a diversity of visitors, but still has the opportunity to connect with a wider range of visitors. There is a need to better understand who is and is not visiting the park, and to target outreach toward groups who are not yet aware or have not yet had the opportunity to visit. In addition, the park needs to consider what sorts of experiences to provide as visitorship changes.

*Scope* — Using data gathered in a visitor use study (see below), the visitor use management plan would define a strategy for managing current and future visitor use, providing adequate access, and expanding opportunities for recreation and enjoyment. The plan would examine options for reaching broader, more diverse audiences through targeted outreach and increasing visitor understanding of the park and the relationship between its units.

**Sacred Sites Management Plan.**

*Rationale* — Fort Vancouver National Historic Site contains burial grounds and culturally significant sites associated with the American Indians and Native Hawaiians who have a connection to the area. In order to address these sites appropriately during park use, development, and planning, the park needs to address concerns related to sensitive resources and remains at the Hudson's Bay Company cemetery; have active and ongoing communication with culturally associated communities to inform the village reconstruction; and collaborate with tribes on development of a cultural center in the barracks complex. A strong, ongoing, collaborative relationship is needed to inform resource management, planning, and interpretation at all of these sites.

*Scope* — The plan would address resource management and educational messaging for sites sacred or culturally significant to traditionally associated groups including the Hudson's Bay Company cemetery, village reconstruction, and the proposed cultural center. Attention would be given to establishing and maintaining active relationships with tribes and broadening current park programming to include collaboration or co-creation with related groups. Development of the plan would take place in partnership with a consortium of culturally associated tribes and communities, including Native Hawaiians who are culturally linked to the village.



### Landscape Management Plan.

*Rationale* — The park has areas of grassland prairie and a riparian corridor along the Columbia River that could be restored and managed as natural habitat. Restoration of native grassland also has potential cultural significance to local American Indian cultures who managed these prairie openings prior to European settlement. Any restoration efforts should consider important cultural sites as well as 1840s features that would emphasize restoration of the natural environmental antecedents to the park. The park's managed landscape should reflect the indigenous natural resource setting in which the park's cultural resources are situated.

*Scope* — The landscape management plan would focus on determining appropriate vegetation for various zones within the park, based on historic use of the land while preserving intact archeological resources. Emphasis would be on assessing possible restoration of native grasslands and the riparian habitat of the Columbia River bank, as well as representing a landscape significant to American Indian cultures who managed such lands prior to European settlement and considering the appropriate reconstruction of 1840s landscape features.

### Parkwide Partner Action Strategy.

*Rationale* — The park is seeking to expand its public audience and visitorship, and also faces challenges with providing an appropriate level of visitor services at existing park staff levels. There may be opportunities to address these challenges through partnership efforts with organizations that can provide links to currently underserved audiences, or who have the ability to bring groups of volunteers to the park to help offset lack of available staff. The park currently lacks clarity on some existing partnership agreements that could strengthen established partnership activities. Current partnership policy directives do not always align with agreements policies; this has caused confusion for partners interested in engaging in activities or events that are inconsistent with NPS policy.

*Scope* — The parkwide partner action strategy would examine existing and potential new partnerships, with a particular emphasis on enhancing park relevancy, sustainability, and service to the public through effective and collaborative partnerships. It would provide direction to help guide new relationships between organizations and to improve relationships with existing partners, and would formally define roles and responsibilities among partnership participants.

## High Priority Data Needs

### Cultural Resources Condition Assessment.

*Rationale* — Cultural resources are the basis of Fort Vancouver National Historic Site. Incorporation of the McLoughlin House and Pearson Air Museum sites into the scope of the park has added additional resources that need to be managed. The park needs baseline information on the condition of all of its cultural resources in order to develop appropriate resource management guidance and priorities.

*Scope* — The cultural resources condition assessment would provide baseline information on the current conditions of cultural resources throughout the park. This would include the Hudson's Bay Company sites, McLoughlin House Unit, Vancouver Barracks, and Pearson Air Museum sites. Natural resources would be discussed in context of cultural landscape.

### Visitor Use Study.

*Rationale* — Understanding visitor use is a key issue for the park. Fort Vancouver National Historic Site is seeking to improve public understanding and awareness of the park, and an essential part of this is assessing who is and is not visiting. Park management and staff have a strong sense of how visitor numbers may be changing, but need to gather additional information about visitor demographics, use, and travel patterns. A study of the visitorship of the park would enable park management and staff to understand how visitors arrive, what activities they take part in, and what locations they visit. The visitor use study would support development of the visitor use management plan and could be used in future exhibits and program planning.

*Scope* — The visitor use study would address visitor use at Fort Vancouver National Historic Site and McLoughlin House Unit and would include data about who is visiting the park, where they are coming from, which sites they visit, how they use park sites and travel between them, and where they go when they leave. The study would also look at trends in visitorship and visitor demographics and provide insights into future visitor composition and service needs. Targeted outreach to underserved audiences and tenant organizations housed at the barracks could also be incorporated in order to inform future visitor use management needs. It would also examine the effectiveness of existing park interpretive materials and programs, assessing visitor knowledge before and after the visit.

### Archeological Overview and Assessment.

*Rationale* — The park has never conducted an archeological overview and assessment, and does not have a synthesis and analysis of baseline data for archeological resources. Archeology is a fundamental resource of Fort Vancouver National Historic Site, and archeological research is hosted and interpreted on site. The park also maintains a large multiagency archeological collection. This baseline document is needed in order to support research-driven archeology and to appropriately plan for the future.

*Scope* — The archeological overview and assessment would provide baseline data for all Fort Vancouver National Historic Site archeological resources, including those associated with the Hudson's Bay Company, McLoughlin House, Vancouver Barracks, and Pearson Field. The document would describe and assess the known and potential archeological resources in each park area, review and summarize existing archeological data, and evaluate the data. It would assess past work and help determine the need for and design of future studies.



### Artifact Analysis and Reporting.

*Rationale* — The park currently has a backlog of artifact analysis and associated reporting. Completing the backlog of artifact analysis and report writing would provide a considerable amount of information to aid in future cultural resource protection decisions.

*Scope* — The artifact analysis and reporting would focus on analysis of archeological materials before their accession. Priority would be given to the existing backlogged artifacts. This analysis and reporting would ideally be conducted before the archeological overview and assessment.

### National Register of Historic Places Documentation Update for Historic District (Entire Vancouver Reserve).

*Rationale* — The National Park Service is required by law to survey, inventory, and nominate to the National Register of Historic Places properties of national, state, and local significance in its custody that meet the national register criteria for evaluation and to document to national register standards its historical areas administratively listed in the national register. The existing documentation for the Vancouver National Historic Reserve requires some updating to address information gaps and does not currently include a comprehensive discussion of in situ archeology as criteria for designation.

*Scope* — Updated national register documentation would address existing gaps in information and would include all eligible archeological resources, including in situ archeological resources.

## Update of Administrative History.

*Rationale* — The existing administrative history was completed in 1990 and is very outdated, with no discussion of the Vancouver National Historic Reserve, NPS partnership for McLoughlin House management, or the transfer of the East and South Vancouver Barracks as well as the addition of Pearson Air Museum Complex to the national park. Addition of McLoughlin House and the Pearson properties have resulted in changes to visitation and park resources that have yet to be documented. This document is called for in the McLoughlin House Unit management plan, and is an immediate need for the park.

*Scope* — The administrative history would take a balanced look at the Vancouver National Historic Reserve and its various sites. It would also address the McLoughlin House Unit, Pearson Air Museum Complex, and the East and South Vancouver Barracks additions and describe how these units were established and incorporated into the national park, as well as how they have been managed up to and including the present day. The park's legislative history and important issues in planning, land acquisition, development, public relations, and other topics of ongoing management concern would be emphasized.

## Historic Resource Study.

*Rationale* — The park is in need of an updated historic resource study related to the Hudson's Bay Company's Fort Vancouver. The existing one was completed in 1957 and updated in the 1970s. While the park has some existing historic resource studies related to discrete topics, there is currently not a parkwide study. The historic resource study is a frequently requested document by researchers visiting or studying the park. It would be used to identify and manage the historic resources in the park, and serve as the basis for understanding their significance and interrelationships, a point of departure for development of interpretive plans, and the framework within which additional research should be initiated.

*Scope* — The study would address parkwide resources, including Hudson's Bay Company sites, the village, the Columbia River waterfront, McLoughlin House, and military history associated with the park sites. It would provide thematic context in order to evaluate historical, aesthetic, technical, or scientific associations of structures and information about the developmental history or evolution of each structure to evaluate its integrity. The study would also address the contributing environment of each structure and possible overlaps with cultural landscapes and archeological or ethnographic resources.

## Archeological Survey and Testing of the Waterfront and Beach Area.

*Rationale* — The Columbia River waterfront and beach area are potential areas of national register-eligible archeological resources associated with the park's period of significance as well as precontact use by indigenous communities. To date, a comprehensive archeological survey and evaluation of the area has not been done. Archeological resources in this area may be threatened by heavy recreational use and homeless encampments.

*Scope* — The survey would include archeological testing both underwater and on land in the waterfront area in order to provide an inventory and assessment on national register eligibility of archeological resources on the waterfront, including the historic hospital area. The document would also include a strategy for site stabilization, protection, and interpretation of these resources.

Summary of Planning and Data Needs		
Planning or Data Needs	Priority (H, M, L)	Notes
Visitor Experience		
Plans		
Visitor use management plan	H	See "High Priority Planning Needs" narrative.
Visitor use access plan	H	See "High Priority Planning Needs" narrative.
Data Needs and Studies		
Visitor use study	H	See "High Priority Data Needs" narrative.
Lands		
Data Needs and Studies		
Lands survey and evaluation	M	Includes reviewing rights-of-way, permits, licenses, leases, and other land encumbrances, their expiration, renewal dates.
Natural Resources		
Plans		
Resource stewardship strategy	M	Identify needs for natural and cultural resource protection. Integrate climate change considerations.
Parkwide vegetation management plan	M	Would provide implementation guidance for management of cultural and natural landscapes.
Data Needs and Studies		
Natural resources condition assessment	M	Would support development of resource stewardship strategy.
Cultural Resources		
Plans		
Landscape management plan	H	See "High Priority Planning Needs" narrative.
Sacred sites management plan	H	See "High Priority Planning Needs" narrative.
Resource stewardship strategy	M	Identify needs for natural and cultural resources protection.
Visual resource management plan	M	The plan would use the visual resource inventory as a baseline and identify goals and strategies to protect important views in support of the historic views and cultural landscape.

Summary of Planning and Data Needs		
Planning or Data Needs	Priority (H, M, L)	Notes
Cultural Resources		
Plans (continued)		
Design planning for Building 410	M	Determination about what program and space would be specifically used for; envisioned as cultural center.
East and South Vancouver Barracks cultural landscape report	L	Small update to cultural landscape report to guide redevelopment.
Design planning for South Vancouver Barracks	L	Would address establishment of allée, orchard expansion, village site, parking expansion/reorganization.
Waterfront area development concept plan	L	Address design issues at waterfront area to allow for interpretation and address safety concerns. Would also include resource protection through proposed uses and guidance for limiting inappropriate usage.
Data Needs and Studies		
Cultural resources condition assessment	H	See "High Priority Data Needs" narrative.
Archeological overview and assessment	H	See "High Priority Data Needs" narrative.
Artifact analysis and reporting	H	See "High Priority Data Needs" narrative.
National register documentation update for historic district (entire Vancouver Reserve)	H	See "High Priority Data Needs" narrative.
Historic resource study – Hudson's Bay Company Fort Vancouver	H	See "High Priority Data Needs" narrative.
Archeological survey and testing of the waterfront and beach area	H	See "High Priority Data Needs" narrative.
Oral histories	M	Park establish priority system for individuals, could include McLoughlin House National Historic Site, barracks.
Archival survey and assessment	M	Park resource management records need to be addressed.
Visual resource inventory	M	The inventory would identify the scenic quality and NPS/visitor values for important views and could help support the protection of historic views and cultural landscape.
National register nomination for McLoughlin House – update	L	Update existing data.
Historic resource study – Mission 66	L	Historic resource study of Mission 66-era structures.

Summary of Planning and Data Needs		
Planning or Data Needs	Priority (H, M, L)	Notes
Interpretation		
Plans		
Long-range interpretive plans (update)	M	Comprehensive long-range interpretive plans update could address all sites together and could also address additional interpretive needs such as interpretation of the Hudson's Bay Company cemetery and McLoughlin House site.
McLoughlin and Barclay House – interpretation/outreach strategy	L	Could fall under long-range interpretive plan. Explore options for bringing in more visitors as well as taking educational programs off-site.
Operations and Staffing		
Plans		
Parkwide partner action strategy	H	See “High Priority Planning Needs” narrative.
Business plan for Building 405	H	See “High Priority Planning Needs” narrative.
Branding and signage plan for reserve	H	See “High Priority Planning Needs” narrative.
Security plan (in coordination with Vancouver Police Department)	M	Determine with chief ranger if updated law enforcement assessment of needs (LEAN) needs to be completed (last LEAN in 2002). Strategies may include looking to potential partnerships with tenants (USFS/BIA).
Strategic plan	L	Could include comprehensive look at operations and staffing as well as addressing potential project needs and community partner engagement.
Data Needs and Studies		
Update administrative history	H	See “High Priority Data Needs” narrative.
Risk assessment for resources impairment and visitor experience	L	Tied to short- and long-term park planning for McLoughlin House and other park venues (could contribute to visitor use management plan).
Transportation/Circulation		
Plans		
Transportation and parking plan	L	Look at possibilities of using alternative transportation for visitation. Should consider both McLoughlin House and Fort Vancouver sites.

## Part 3: Contributors

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### Photo Credits

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## Appendixes

### Appendix A: Enabling Legislation and Legislative Acts for Fort Vancouver National Historic Site

#### Summary of Legislative History of Fort Vancouver National Historic Site

- Act of June 19, 1948 (Public Law 80-715, Stat 532), authorized establishment of Fort Vancouver National Monument.
- Act of June 30, 1961 (Public Law 87-78, Stat 196), revised park boundaries, which included placing East and South Vancouver Barracks within the boundaries of the national park, as well as authorized the name change to Fort Vancouver National Historic Site.
- Act of November 12, 1996 (Public Law 104-33, 110 Stat. 4154), authorized establishment of Vancouver National Historic Reserve.
- Act of July 29, 2003 (Public Law 108-63, 117 Stat 872), authorized acquisition of McLoughlin House National Historic Site, an affiliated area designated by Secretary's Order of June 27, 1941 and its inclusion in the boundary of, and administered as part of Fort Vancouver National Historic Site.

#### Act of June 19, 1948 (Public Law 80-715, Stat 532), authorized establishment of Fort Vancouver National Monument.

June 19, 1948 [H. R. 6957] [Public Law 715]	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.
Ft. Vancouver National Monument, Wash.	<i>Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,</i> 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.
Total area.	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.
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.
	Approved June 19, 1948.

Act of June 30, 1961 (Public Law 87-78, Stat 196), revised park boundaries, which included placing East and South Vancouver Barracks within the boundaries of the national park, as well as authorized the name change to Fort Vancouver National Historic Site.

Public Law 87-78

AN ACT

June 30, 1961  
[H. R. 3283]

To revise the boundaries and to change the name of Fort Vancouver National Monument, in the State of Washington, and for other purposes.

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-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.

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.

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.

SEC. 4. Fort Vancouver National Monument is redesignated Fort Vancouver National Historic Site.

Act of November 12, 1996 (Public Law 104-33, 110 Stat. 4154), authorized establishment of Vancouver National Historic Reserve.

16 USC 461 note. **SEC. 502. VANCOUVER NATIONAL HISTORIC RESERVE.**

(a) **ESTABLISHMENT.**—There is established the Vancouver National Historic Reserve in the State of Washington (referred to in this section as the “Reserve”), consisting of the area described in the report entitled “Vancouver National Historic Reserve Feasibility Study and Environmental Assessment” published by the Vancouver Historical Assessment” published by the Vancouver Historical Study Commission and dated April 1993 as authorized by Public Law 101-523 (referred to in this section as the “Vancouver Historic Reserve Report”).

(b) **ADMINISTRATION.**—(1) The Reserve shall be administered through a general management plan developed in accordance with this section, and approved by the Secretary of the Interior and the Secretary of the Army.

(2) Not later than three years after the date of enactment of this Act, the National Park Service shall submit to the Secretaries a general management plan for the administration of the Reserve.

(3) The general management plan shall be developed by a Partnership comprised of a representative from the National Park Service, a representative of the Historic Preservation Office of the State of Washington, a representative of the Department of the Army, and a representative of the City of Vancouver, Washington.

(4) The general management plan shall be developed in accordance with the specific findings and recommendations of the Vancouver Historic Reserve Report, along with any other considerations not otherwise in conflict with the Report, and shall include at a minimum a statement of purpose, an interpretive plan, and an economic plan for Pearson Field.

(5) The Reserve shall not be deemed to be a new unit of the National Park System.

(c) **NO LIMITATION ON FAA AUTHORITY.**—The establishment of the Reserve shall not limit—

(1) the authority of the Federal Aviation Administration over air traffic control, or aviation activities at Pearson Airpark; or

(2) limit operations and airspace in the vicinity of Portland International Airport.

(d) **AUTHORIZATION OF APPROPRIATIONS.**—There are authorized to be appropriated \$400,000 per year for operational costs for each fiscal year following enactment of this Act and \$5,000,000 for development costs.

Act of July 29, 2003 (Public Law 108-63, 117 Stat 872), authorized acquisition of McLoughlin House National Historic Site, an affiliated area designated by Secretary's Order of June 27, 1941, and its inclusion in the boundary of, and administered as part of Fort Vancouver National Historic Site.

Public Law 108-63  
108th Congress

An Act

July 29, 2003  
[H.R. 733]

McLoughlin  
House Addition  
to Fort  
Vancouver  
National Historic  
Site Act.  
16 USC 450ff  
note.

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,*

**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 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.

## Appendix B: Analysis of Fundamental Resources and Values and Other Important Resources and Values

Fundamental Resource or Value	Hudson's Bay Company Fort and Village Site and Associated Cultural Landscape
Related Significance Statements	Significance statements 1, 2, 4, 5, and 6.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Reconstruction of the Hudson's Bay Company Fort Vancouver began in 1966 with the construction of the north wall of the wood stockade. The park now includes several reconstructed buildings including two representative houses in the worker village located west of the fort. The buildings are currently ineligible for the national register, but they are managed as a cultural resource to reflect the Hudson's Bay Company era of occupation.</li> <li>• Reconstruction projects have continued into the present day. All future reconstructions will continue to adhere strictly to the historical and archeological research requirements of NPS <i>Management Policies 2006</i>.</li> <li>• Visitors react very positively to the reconstructed fort and buildings, seeing them as an ideal backdrop for interpretation.</li> <li>• The reconstructed buildings are generally in good condition, having been maintained throughout the years by the park.</li> <li>• The reconstructed wood stockade is in fair condition. A number of original 1960s stockade walers showing signs of advanced decay were replaced in 2013. The National Park Service continues to take proactive measures to preserve this iconic structure. In 2016 walers, king posts, and pickets exhibiting advanced decay were replaced.</li> <li>• There are seven concrete pads and outlines located within the stockade to represent historic building footprints for interpretive purposes. These pads date to the 1960s and are not interpreted. The asphalt is incompatible with the historic setting and difficult to maintain. Further research has revealed that some of the pads are in the wrong locations. The park is considering removing these insensitive modern additions to the fort site's landscape, but the project is complicated by archeological resources beneath the pad sites.</li> <li>• The fort garden was created in the 1980s and is volunteer-maintained. It is in excellent condition and offers volunteers and visitors the opportunity to see heirloom vegetable and flower varieties.</li> <li>• Land surrounding the fort was historically used by the Hudson's Bay Company as agricultural fields. While the park has considered returning this land to agricultural use, shallow archeological resources preclude any restoration with subsurface effects. The park manages the fields as open space to try to represent the historic appearance and the space is maintained through regular mowing.</li> <li>• The fort orchard represents part of the historic landscape associated with the Hudson's Bay Company. The orchard contains heritage apple tree plantings and clones of the oldest apple tree in the Northwest. This project was done in partnership with Oregon State University and the Department of Agriculture from grafts collected from the tree located in Old Apple Tree Park near the south end of the pedestrian land bridge.</li> <li>• The orchard is in good to fair condition, although some trees that have been affected by disease should be replaced.</li> <li>• The park is actively trying to recreate worker village scenes to increase interpretive opportunities and to show the important, multicultural community that was associated with Fort Vancouver. The worker village currently has two reconstructed houses, interpretive waysides, and is outlined by a split-rail fence. Portions of the archeological site associated with the village are located under South Barracks developments from 1980s.</li> <li>• The fort site is physically separated from the Columbia River by the Burlington Northern Santa Fe Railroad berm, Washington State Route 14, and Interstate 5, which also act as visual intrusions.</li> </ul>

Fundamental Resource or Value	Hudson's Bay Company Fort and Village Site and Associated Cultural Landscape
Current Conditions and Trends	<p><b>Conditions (continued)</b></p> <ul style="list-style-type: none"> <li>While the highways and railroad berm create a physical disconnect between the fort and village sites and the Columbia River, a few important 19th-century views remain. Visitors to the fort can still see Mount Hood, which provides important geographic context to today's visitors. The view from the reconstructed fort to the village site illustrates the connection between Hudson's Bay Company and its larger community of workers and their families. Views inside the reconstructed stockade and across the fort grounds recreate the sites associated with Hudson's Bay Company's Fort Vancouver for visitors.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>Visitation to the fort site is high and continues to trend upward.</li> <li>There has been a recent shift toward reconstructions related to the worker village. The addition of these resources allows the park to convey the multicultural nature of the fort community as well as address the increasingly important issue of relevancy within the parks.</li> <li>As surrounding communities increase the enforcement of vagrancy violations, the amount of graffiti, vandalism, and unauthorized camping by the homeless population has also increased in the park, creating a need for a stronger law enforcement presence.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>Weathering of the buildings requires consistent maintenance. Projects relating to aging reconstructions may require more staff time and funding.</li> <li>Invasive plants found in the adjacent agricultural fields such as blackberries and poison hemlock, affect the integrity of historical cultural landscape and could become more prevalent with climate change.</li> <li>Inappropriate visitor use, including drug use, graffiti, and camping, is a threat to visitor and employee safety.</li> <li>Vandalism can mar the reconstructions and damage landscape features.</li> <li>Wind storms may topple heritage trees and other cultural landscape components.</li> <li>Changing weather conditions may contribute to the loss of heritage trees and increased rot of the stockade and other reconstructed wood structures as well as the potential for drought conditions and wildfires.</li> <li>Climate change can result in the increase in frequency/severity of storms.</li> <li>An increase in rail traffic, including oil and coal trains, using the railroad tracks located through the park creates noise pollution and run the risk of derailment and accident-related explosions or fires.</li> <li>Interstate 5 and the State Route 14 are 20th-century developments that negatively impact the fort's views, soundscapes, and cultural landscape. Upgrades and construction related to these roads can create more intrusive noise pollution and both temporary and permanent visual intrusions.</li> <li>Encroachment and modern intrusion detract from the historic cultural landscape and visitor experiences.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>More reconstructed historic fencing around village landscape features would call visitor attention to the site as well as protect in situ archeological resources and fragile features. Plans for additional fencing would be included in a development concept plan for the Hudson's Bay Company fort landscape.</li> <li>Additional landscape restoration in the village area included within the South Barracks would help represent the landscape related to Hudson's Bay Company workers.</li> <li>Partner with stakeholders, including local landowners, developers, and planners, to increase awareness and protection of park's cultural landscape, historic views, and soundscape.</li> </ul>

Fundamental Resource or Value	Hudson's Bay Company Fort and Village Site and Associated Cultural Landscape
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Cultural resources condition assessment.</li> <li>• Natural resources condition assessment.</li> <li>• National register documentation update for Vancouver National Historic Reserve.</li> <li>• Historic resource study – Hudson's Bay Company Fort Vancouver.</li> <li>• Visual resource inventory.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Sacred sites management plan.</li> <li>• Resource stewardship strategy.</li> <li>• Landscape management plan.</li> <li>• Long-range interpretive plan update.</li> <li>• Visual resource management plan.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006 (§1.4.6) "Park Resources and Values"</li> <li>• NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>• NPS Management Policies 2006 (§4.9) "Soundscape Management"</li> <li>• NPS Management Policies 2006 (chapter 5) "Cultural Resource Management"</li> <li>• NPS Management Policies 2006 (§5.3.1.7) "Cultural Soundscape Management"</li> <li>• NPS Management Policies 2006 (§5.3.5.2.4) "Reconstruction of Obliterated Landscapes"</li> <li>• Director's Order 47: <i>Soundscape Preservation and Noise Management</i></li> </ul>



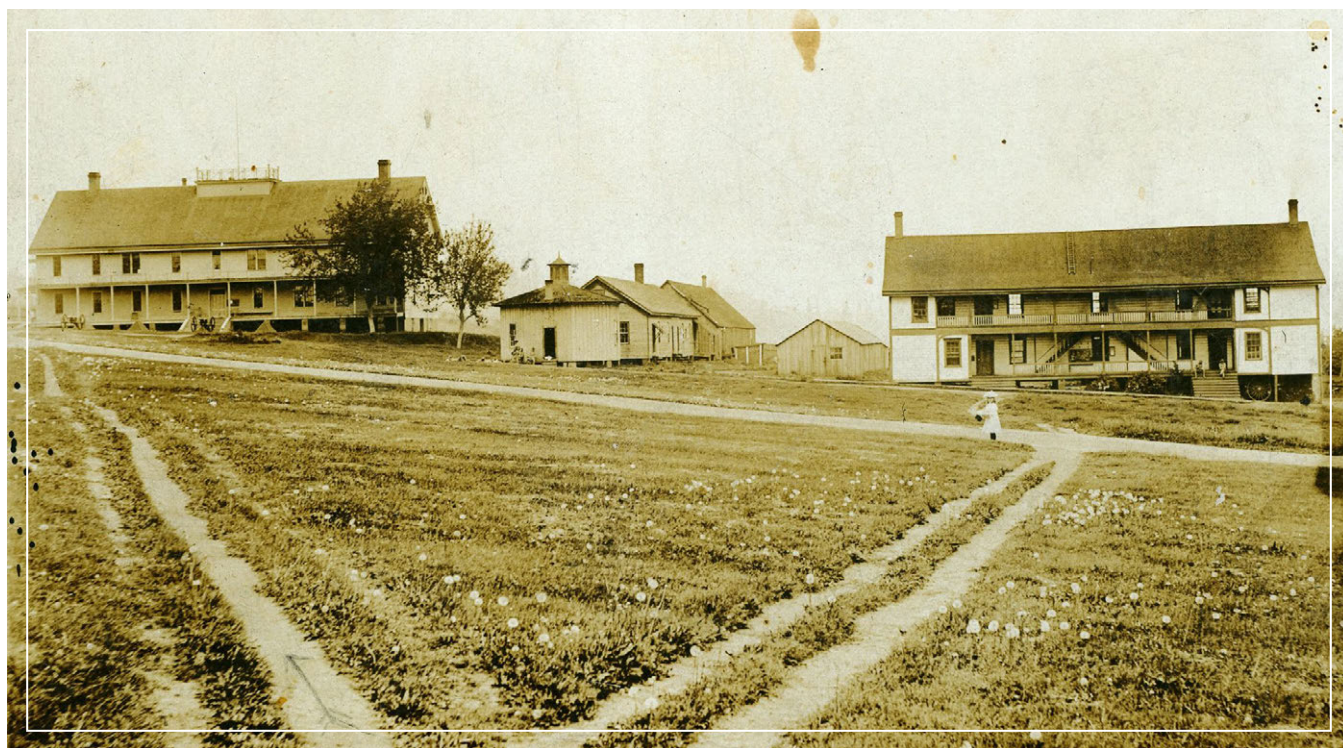
Fundamental Resource or Value	Hudson's Bay Company Cemetery
Related Significance Statements	Significance statements 1 and 6.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• In the past, the U.S. Army developed large portions of the cemetery. The space was previously incorporated into the East Vancouver Barracks and parking lots and buildings dating from army ownership are still on top of the cemetery site.</li> <li>• Many graves were removed by the U.S. Army, but some burials remain at the cemetery site and have been inadvertently uncovered during U.S. Army and NPS construction projects.</li> <li>• The park is actively engaged with traditionally associated tribes to understand the conditions and appropriate management of American Indian burials in the cemetery.</li> <li>• Currently, the cemetery is unmarked. It is not interpreted as part of the landscape and is not mentioned in public programs. However, it is included in park staff cultural resource management trainings.</li> <li>• The parking lot on cemetery land is in the process of being removed by the park in an effort to manage the site as a reflective, tranquil space.</li> <li>• Associated tribes with connection to the cemetery have been supportive of current park plans to remove some of the current U.S. Army resources built upon cemetery land and returning a sense of solemnity to the space.</li> <li>• The Clark County War Veterans Memorial was erected on cemetery land in 1998. It is unlikely that the memorial will be relocated or removed.</li> <li>• White oak trees located in the cemetery are in good condition—no formal replanting plans.</li> <li>• There has been extensive research done related to the cemetery. Eighteenth-century Catholic missionary burial records have been the primary source relating to individuals buried in the cemetery and the multicultural Fort Vancouver community.</li> <li>• The park follows the guidance of the Native American Graves Protection and Repatriation Act (NAGPRA). Tribal consultation informs all decision making regarding the cemetery.</li> <li>• Information about the cemetery is part of the park's ethnohistorical overview and will be included in the upcoming traditional use study.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Since the East Barracks was transferred to the National Park Service in 2012, rehabilitation and utility work has occurred in the vicinity of the cemetery. While the park opted to install new utility lines above grade to minimize archeological disturbances, some underground replacement work has been necessary.</li> <li>• The park has embraced efforts to return the cemetery site to a reverential and reflective space and is working with tribal liaisons to determine how to best create and manage the desired setting.</li> </ul>

Fundamental Resource or Value	Hudson's Bay Company Cemetery
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Construction projects in the vicinity of the cemetery could lead to inadvertent discoveries or damage in situ archeological resources and human remains.</li> <li>• A leaking utility system could cause flooding in the area. Underground sealing projects needed to repair leaks could also disturb graves.</li> <li>• Looting could deteriorate the integrity of the archeological site.</li> <li>• Disrespectful behavior and inappropriate activities could compromise the solemnity of the site as a cemetery.</li> <li>• Large-scale events may be inappropriate for the cemetery site and on-site parking or heavy visitor use could damage archeological resources close to the surface.</li> <li>• Inadvertent discoveries can trigger NAGPRA plan of action and additional tribal consultation, which can be costly and slow or cancel construction projects.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• The cemetery can be used to interpret the story of multiculturalism at the park and the value of archeology when trying to learn about the past.</li> <li>• Working with a tribal consortium to develop interpretive program would ensure that the site is managed in a respectful manner and the historic context of the burials is shared with the public.</li> <li>• Visitor education efforts would allow visitors to know about the resource so they can decrease inappropriate or disrespectful behavior at the cemetery site.</li> <li>• Connecting the cemetery to the diverse stories of the individuals buried there would allow associated tribes an active voice and presence at park as well as increase the fort's relevancy and diversity.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• National register documentation update for Vancouver National Historic Reserve.</li> <li>• Historic resource study – Hudson's Bay Company Fort Vancouver.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Long-range interpretive plan update.</li> <li>• Sacred sites management plan.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Historic Sites Act of 1935</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• Native American Graves Protection and Repatriation Act of 1990</li> <li>• Museum Properties Management Act of 1955</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Executive Order 13007, "Indian Sacred Sites"</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006 (§4.9) "Soundscape Management"</li> <li>• NPS Management Policies 2006 (chapter 5) "Cultural Resource Management"</li> <li>• NPS Management Policies 2006 (§5.3.1.7) "Cultural Soundscape Management"</li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• Director's Order 47: <i>Soundscape Preservation and Noise Management</i></li> <li>• <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> </ul>

Fundamental Resource or Value	Vancouver Barracks and Associated Cultural Landscape
Related Significance Statements	Significance statements 3, 4, 5, and 6.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• In 2012, the U.S. Army Reserve relinquished all lands and structures within the East and South Vancouver Barracks (33 acres) to the national park system. A master plan for the area was completed in 2012.</li> <li>• In 2000, the West Barracks was deemed excess to the needs of the U.S. Army and was legislatively transferred to the City of Vancouver. The West Barracks was not within the authorized boundaries of the national park and so that legislation is not of direct relevance to the national park site.</li> <li>• The U.S. Army buildings, which include from early 20th-century barracks to 1980s maintenance facilities, range from fair to poor condition. Because of high amounts of deferred maintenance, improvements are needed to use some of the buildings. The park is actively engaging in the rehabilitation of these historic structures as leased properties to public, nonprofit, and private tenants.</li> <li>• A reconstruction of the circa 1874 bandstand was erected on the parade ground in 1982.</li> <li>• The park is working on phase 1 of a utility update in the East Barracks that will replace antiquated infrastructure and ready the building for tenants.</li> <li>• External envelope restoration and painting is to be completed on the “front row” of the post, three large infantry barracks built in the early 1900s, in 2017.</li> <li>• Within the historic structures, the park addresses lead source contamination by securing the building envelope then initiating the in-place action plan to remove or treat hazardous materials.</li> <li>• The Fort Vancouver National Historic Site maintenance crew and U.S. Forest Service staff have moved into South Barracks.</li> <li>• Predesign work is complete for a permanent interagency curation facility in Building 405. There is interest in transforming Building 410 into a cultural center or community space compatible with existing programming, the park landscape, and activities at the fort.</li> <li>• Following recommendations from the park’s 2012 master plan, the park is working with the Washington State Department of Archaeology and Historic Preservation to identify buildings that are appropriate for demolition.</li> <li>• There is a long-term leasing agreement in place between the City of Vancouver and Fort Vancouver National Historic Site for the city’s continued use of a runway at Pearson Air Field.</li> <li>• A cultural landscape inventory with treatment recommendations for the Vancouver Barracks is in the works, as well as an East Barracks circulation plan that will address public paths and possibly restoring historic circulation to the site.</li> <li>• The historic viewshed from the “front row” of the barracks to parade ground remains mostly intact.</li> <li>• The National Park Service manages the Pearson Air Museum and associated historic structures that comprise this aspect of the national park informally known as the “Pearson Air Museum Complex.” Admission is free and there are myriad free public events and lectures provided by the National Park Service and partners. Visitation at Pearson Air Museum is strong and growing. In addition, the National Park Service has a vibrant special use permit program that provides the public opportunity to use the historic hangar for weddings, retirements, dinners, shows, conferences, and other events.</li> </ul>

Fundamental Resource or Value	Vancouver Barracks and Associated Cultural Landscape
Current Conditions and Trends	<p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Growing deferred maintenance inherited from the U.S. Army continues to be a major issue. Completing the current projects related to building rehabilitation and utilities replacement will address the majority of deferred maintenance and save on utility costs.</li> <li>• The park has made major progress on the preferred alternative identified in the 2012 master plan that calls for rehabilitating East and South Vancouver Barracks buildings for park and tenant use.</li> <li>• The recent land transfer and rehabilitation projects have resulted in increased interest in the site by visitors and potential tenants.</li> <li>• Since the 2012 East and South Barracks acquisition, the park has worked on growing outreach to potential tenants including public agencies, private groups, and nonprofit entities. The Pearson Field headquarters building is home to the Confluence Project. The U.S. Forest Service and Bureau of Indian Affairs are tenants in the barracks buildings, and a number of other organizations, including an arts and education nonprofit, have expressed interest in space in the East Barracks.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Historic buildings being left unoccupied is a major threat. Empty buildings are attractive nuisances, easy targets for vandals and the homeless, and are frequently viewed as “less important” than occupied buildings, and therefore neglected. This neglect eventually leads to disrepair and collapse.</li> <li>• Environmental disposal liability related to lead.</li> <li>• An increase in extreme storms, invasive species, and a northward shift in ecosystems due to climate change may damage structures and alter the cultural landscape.</li> <li>• Homelessness, illegal camping, and vagrancy have become small-scale security threats in more remote parts of the park, including the area south of the Pearson Field runway.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• A major opportunity is the continued rehabilitation and adaptive reuse of historic structures in the Vancouver Barracks through leases and other instruments, as described in the <i>East and South Vancouver Barracks Master Plan / Environmental Assessment</i>. Adaptive reuse preserves historic structures, discourages vandalism, and generates a revenue stream for supporting the resources at the site.</li> <li>• Historic buildings that are occupied, in use, and open to the public provide additional interpretive and educational opportunities for visitors.</li> <li>• Removing select buildings near the Fort Vancouver site according to the master plan recommendations will restore historic views dating to the Hudson’s Bay Company era.</li> <li>• Parking in the South Barracks can be opened to the public to allow improved access to more of the park land and buildings that will potentially house museum collections and a cultural center.</li> <li>• Building 410 could be developed as a multicultural center to connect with diverse groups connected to place as well as the general public.</li> <li>• Signing additional tenant leases for the rehabilitated U.S. Army buildings would help generate funds and ensure that the buildings are used for the good of the community.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Cultural resources condition assessment.</li> <li>• Natural resources condition assessment.</li> <li>• National register documentation update for Vancouver National Historic Reserve.</li> <li>• Historic resource study.</li> <li>• East and South Vancouver Barracks cultural landscape report.</li> <li>• Oral histories.</li> </ul>

Fundamental Resource or Value	Vancouver Barracks and Associated Cultural Landscape
Planning Needs	<ul style="list-style-type: none"> <li>• Resource stewardship strategy.</li> <li>• Landscape management plan.</li> <li>• Design planning for South Vancouver Barracks.</li> <li>• Long-range interpretive plan update.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Antiquities Act of 1906</li> <li>• Historic Sites Act of 1935</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Archeological and Historic Preservation Act of 1974, as amended</li> <li>• Archaeological Resources Protection Act of 1979, as amended</li> <li>• Museum Properties Management Act of 1955, as amended</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006 (§4.9) "Soundscape Management</li> <li>• NPS Management Policies 2006 (chapter 5) "Cultural Resource Management"</li> <li>• NPS Management Policies 2006 (§5.3.1.7) "Cultural Soundscape Management"</li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• Director's Order 47: <i>Soundscape Preservation and Noise Management</i></li> <li>• <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> </ul>



Fundamental Resource or Value	Columbia River Waterfront
Related Significance Statements	Significance statements 1, 2, 4, 5, and 6.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>Fort Vancouver National Historic Site includes a thin strip of land along the Columbia River. This section, which is separated from the fort by the railroad berm and highways, extends north of Columbia Way to the railroad berm and south to the mean high water mark along the Columbia River's north bank. The area has been developed as a recreational space and includes three parking lots along the riverfront, as well as outlooks and access to a greenway and trail.</li> <li>The waterfront part of the site is difficult to access from the park and is not within sightlines of the fort. This creates a visual disconnect for visitors and staff as well as safety issues.</li> <li>An NPS-owned and managed greenway runs along the river. The well-lighted concrete path is heavily used and popular with locals looking for recreational running paths and visitors trying to access the river.</li> <li>The greenway and riverfront park were previously staffed with roving rangers for visitor and resource safety along the river. Recent staff and funding decreases have severely limited park presence at this site.</li> <li>The riverfront is home to conflicting activities; a popular recreational trail and homeless camps coexist on park property far from Fort Vancouver National Historic Site headquarters.</li> <li>Interpretive waysides explaining the historic connections between the river, Pacific Northwest settlement, and the establishment of Fort Vancouver, are located along the waterfront greenway and the pedestrian land bridge that connects the riverfront property to the rest of the park.</li> <li>The land bridge, a large art installation that was designed by American Indian architect Johnpaul Jones in collaboration with artist Maya Lin, connects the historic Fort Vancouver site to the waterfront by passing over State Route 14. The 40-foot-wide, earth-covered pedestrian bridge serves as a physical link between the fort and the river as well as provides ethnobotanical and historic interpretation. It was dedicated in late summer 2008 and is the largest of the seven public art pieces associated with the Confluence Project, a nonprofit focused on connecting people to places through art and education.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>The park is working to strengthen its connection to the waterfront for interpretive and historic purposes as well as recreational opportunity.</li> <li>The pedestrian land bridge has become a venue for interpretation and public art and has greatly increased accessibility to the riverfront portion of the park.</li> </ul>

Fundamental Resource or Value	Columbia River Waterfront
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Illegal activity associated with homeless camps and vagrancy negatively affects visitor and staff safety.</li> <li>• Looting of archeological resources, including the use of metal detectors and visitors removing artifacts that are exposed in the riverbank, could decrease the area's integrity as an archeological site.</li> <li>• Oil and coal train derailments could create an explosion or other safety concerns in the area along the railroad berm.</li> <li>• Increased rail and highway traffic, as well as other modern noise intrusions, detract from the natural and cultural waterfront soundscape.</li> <li>• Invasive species threaten natural plant communities, provide cover for illegal activities, and their overgrowth contributes to a less welcoming visitor environment. This is likely to be exacerbated by climate change.</li> <li>• An increase in extreme storms due to climate change may cause flooding and erosion.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Interpreting the hospital sites near the river would allow the park to tell the story of the epidemics that affected American Indians and Hudson's Bay Company workers during the 1830s.</li> <li>• Landscaping could be redesigned to make the area more welcoming to visitors and less welcoming to camping and other illegal activities.</li> <li>• The riprap and boat launch that is no longer in use could be removed to help restore more of the natural riverbank.</li> <li>• Removing or relocating some of the current parking would allow the park to add designed green space along the waterfront.</li> <li>• Natural design amphitheater would help use the park space near the water and create an outdoor venue that could draw people to the water's edge.</li> <li>• The park can continue to coordinate with the Vancouver Police Department for law enforcement assistance along the river.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Natural resources condition assessment.</li> <li>• National register documentation update for Vancouver National Historic Reserve.</li> <li>• Historic resource study.</li> <li>• Archeological survey and testing of the waterfront and beach area.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Resource stewardship strategy.</li> <li>• Waterfront area development concept plan.</li> <li>• Long-range interpretive plan update.</li> <li>• Security plan.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• National Environmental Policy Act of 1969, as amended</li> <li>• Clean Water Act</li> <li>• Water rights adjudication and law</li> <li>• National Invasive Species Act</li> <li>• Federal Noxious Weed Act of 1974, as amended</li> <li>• Executive Order 11514, "Protection and Enhancement of Environmental Quality"</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> </ul>

Fundamental Resource or Value	Columbia River Waterfront
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies</i> 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>• NPS <i>Management Policies</i> 2006 (§4.1) "General Management Concepts"</li> <li>• NPS <i>Management Policies</i> 2006 (§4.6.1) "Protection of Surface Waters and Groundwaters"</li> <li>• NPS <i>Management Policies</i> 2006 (§4.6.2) "Water Rights"</li> <li>• NPS <i>Management Policies</i> 2006 (§4.6.4) "Floodplains"</li> <li>• NPS <i>Management Policies</i> 2006 (§4.7.2) "Weather and Climate"</li> <li>• NPS <i>Management Policies</i> 2006 (§4.9) "Soundscape Management"</li> <li>• Director's Order 47: <i>Soundscape Preservation and Noise Management</i></li> <li>• Director's Order 77-2: <i>Floodplain Management</i></li> </ul>



Fundamental Resource or Value	McLoughlin House Unit
Related Significance Statements	Significance statements 2, 4, 5, and 7.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The unit includes the Dr. John McLoughlin House and the Dr. Forbes Barclay House, both of which were moved from their original Oregon City locations to the McLoughlin charter park during the early 20th century.</li> <li>• McLoughlin House was named a national historic site in 1941. This affiliated status allowed the McLoughlin Memorial Association to seek technical assistance from the National Park Service. The historic site was added to Fort Vancouver National Historic Site in 2003.</li> <li>• The charter parks and historic houses are in the historic core of Oregon City, Oregon, which is approximately 25 miles south of the Fort Vancouver National Historic Site headquarters.</li> <li>• The Barclay House acts as staging area for McLoughlin House tours and includes the McLoughlin Memorial Association gift shop, a small first-floor office space, and second-floor storage.</li> <li>• The McLoughlin House is open for guided tours Fridays and Saturdays from 10 a.m. to 4 p.m., 10 months of the year. Tours are offered hourly during operating hours.</li> <li>• The gutter systems are ineffective and allow rainwater to drain toward the house, leading to structural and aesthetic issues on both buildings.</li> <li>• Both houses are experiencing foundation issues. Temporary fixes have been employed on the Barclay House foundation while a permanent solution for the McLoughlin House is being researched.</li> <li>• McLoughlin House moisture issues stemming from poor drainage are affecting wallpaper and wood elements of the interior.</li> <li>• The land in the McLoughlin Unit is a charter park that was deeded to and must remain in possession of the City of Oregon City. It is still used as a public park. The National Park Service owns the structures in the park and has a scenic easement deed for use of the charter park land.</li> <li>• The park is finishing a McLoughlin House Unit cultural landscape inventory that will include landscape treatment recommendations.</li> <li>• Outdoor resources associated with the charter park, such as the cannon, foundation, McLoughlin gravestones, and brass plaques, are in need of conservation work.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• The National Park Service assumed responsibility of the McLoughlin and Barclay Houses in 2003. Since taking ownership, the National Park Service has invested considerable funding into improving the condition of the historic structures.</li> <li>• The park has been working on making the McLoughlin House interior more historically accurate through funding a historic furnishings report and incorporating room treatment recommendations.</li> <li>• Recent aesthetic improvements include placing overhead utilities underground, replacing the roofs on both historic buildings, painting the exteriors, and conserving museum collection artifacts on display in the McLoughlin House.</li> <li>• Staff and funding cuts have drastically reduced the hours that the house is open to the public. This has led to decreased visitation and less park staff presence at the site.</li> <li>• There has been a drop in school group visits. Oregon history is part of the state's fifth-grade curriculum, but the site's reduced hours are not compatible for school groups and lack of field trip funding makes planning difficult for interested teachers.</li> <li>• Heritage trees located within the charter park are reaching the end of their life expectancy and are dying. Dutch elm disease has also claimed two mature elms in the park. There are plans to replace the dead trees in kind.</li> </ul>

Fundamental Resource or Value	McLoughlin House Unit
Current Conditions and Trends	<p><b>Trends (continued)</b></p> <ul style="list-style-type: none"> <li>The park, as part of an agencywide push toward improved accessibility of NPS sites, has been working to improve the McLoughlin House Unit's accessibility. There are plans to redesign the McLoughlin House entrance and the site's bathrooms.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>Moisture and gutter drainage issues continue to damage the interior and exterior of the McLoughlin House.</li> <li>Foundation settling and large cracks in the interior plaster walls can lead to structural instability.</li> <li>Transient and illicit activity in the park and around the house could lead to vandalism, safety hazards, or other major damage to the historic structures.</li> <li>Limited staffing and funding makes it difficult for staff to watch the unit and maintain a strong NPS presence at the McLoughlin House unit.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>Developing off-site programs would allow the park unit's limited staff the opportunity to reach more people and to share the history of the site with groups that may not be able to access the interior or visit during the house's limited operating hours.</li> <li>Visitor education regarding the house's history and its importance as part of the Fort Vancouver National Historic Site would combat general confusion regarding how the house is connected to the National Park Service.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>Cultural resources condition assessment.</li> <li>Oral histories.</li> <li>National register nomination update for McLoughlin House.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>Branding and signage plan for Vancouver National Historic Reserve.</li> <li>Long-range interpretive plan update.</li> <li>McLoughlin Unit interpretation and outreach strategy.</li> <li>Transportation and parking plan.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>Antiquities Act of 1906</li> <li>Historic Sites Act of 1935</li> <li>National Historic Preservation Act of 1966, as amended</li> <li>Archeological and Historic Preservation Act of 1974, as amended</li> <li>Archaeological Resources Protection Act of 1979, as amended</li> <li>Museum Properties Management Act of 1955, as amended</li> <li>Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>"Protection of Historic Properties" (36 CFR 800)</li> <li>Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>NPS Management Policies 2006 (chapter 5) "Cultural Resource Management"</li> <li>Director's Order 28: Cultural Resource Management</li> <li>Director's Order 28A: Archeology</li> <li>NPS Museum Handbook, parts I, II, and III</li> <li>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</li> </ul>



Fundamental Resource or Value	Museum Collections
Related Significance Statements	Significance statements 1, 2, 3, 4, 5, 6, and 7.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The park's large collection is generally in good condition. Fort Vancouver National Historic Site has a state-of-the-art collection facility that is recognized as one of the most up-to-date facilities in the National Park Service.</li> <li>• As a response to the congressional mandate to reduce NPS museum facilities, the NPS Pacific West Region has begun consolidating nearby park collections into shared facilities. Fort Vancouver National Historic Site houses artifacts from San Juan National Historical Park, Whitman Mission National Historical Site, and Lake Roosevelt National Recreation Area, and also offers curatorial assistance to Lewis and Clark National Historical Park.</li> <li>• National Park Service leadership recognizes the opportunity to expand Fort Vancouver National Historic Site's role as a multipark (or agency) collection center. The Department of the Interior has funded predesign for a larger, combined facility.</li> <li>• Collection condition surveys completed by the park have identified vulnerable objects that will need conservation attention in the near future.</li> <li>• The collection is heavily used by researchers, park volunteers interested in historic trades and individuals associated with the Hudson's Bay Company, partner organizations, and students.</li> <li>• The park museum collection is an integral part of the visitor experiences. Exhibits throughout the park highlight the museum collection and the park's importance as an active archeological site.</li> <li>• There are often request for collections tours from the general public.</li> <li>• The reconstructed fur warehouse was designed to showcase archeology techniques and allow visitors a better understanding of how museum archeological artifacts were prepared in a laboratory. The building is open to the public during park operating hours.</li> <li>• Virtual access to select museum collections is available through the park web catalog, online features of the website, e-books, Google Cultural Institute features, and prepared school curriculum.</li> <li>• A collection storage plan has already been completed for the new, predesigned storage facility.</li> <li>• The Munition Building at Pearson Air Museum is currently being used as a satellite curation facility.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• The park museum collection is growing exponentially. Most acquisitions come from compliance projects undertaken by the park's active archeological division.</li> <li>• The current curation space has reached maximum capacity.</li> <li>• Public access to the collection is a key consideration for future storage facility development. A proposed curation facility in Building 405 is in the predesign phase.</li> <li>• Fort Vancouver National Historic Site has been known for its collection relating to fur trade-era and the Hudson's Bay Company's time at the site. Recently, with the acquisition of the East and South Vancouver Barracks, the museum collection's focus is expanding. More U.S. Army and aviation-related artifacts are being donated by private donors.</li> </ul>

Fundamental Resource or Value	Museum Collections
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Lack of collection storage space could lead to overcrowding and poor artifact housing.</li> <li>• Some items are stored in nonclimate-controlled spaces, which can negatively affect their condition and lead to deterioration.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Developing Building 410 as a cultural center would provide a new venue for collection-based exhibits and interpretation. The park could then combine parking and access to the fort site and cultural center to increase public awareness and access to the collection.</li> <li>• Developing Building 405 as an additional curation facility would help address the current lack of storage space. (As of 2017, this project was in the predesign phase.)</li> <li>• Further consolidation of collections from other parks and federal bureaus would allow Fort Vancouver National Historic Site to expand in its role as a regional NPS curation and collections center.</li> <li>• Increasing the collections' online accessibility would create new opportunities for researchers and other interested parties to virtually view artifacts.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Cultural resources condition assessment.</li> <li>• Archival survey and assessment.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Resource stewardship strategy.</li> <li>• Business plan for Building 405 curation facility.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Antiquities Act of 1906</li> <li>• Historic Sites Act of 1935</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Archeological and Historic Preservation Act of 1974, as amended</li> <li>• Archaeological Resources Protection Act of 1979, as amended</li> <li>• Native American Graves Protection and Repatriation Act of 1990</li> <li>• Museum Properties Management Act of 1955, as amended</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Executive Order 13007, "Indian Sacred Sites"</li> <li>• "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79)</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies</i> 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>• NPS <i>Management Policies</i> 2006 (§4.1.4) "Partnerships"</li> <li>• NPS <i>Management Policies</i> 2006 (chapter 5) "Cultural Resource Management"</li> <li>• Director's Order 24: <i>NPS Museum Collections Management</i></li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• NPS <i>Museum Handbook</i>, parts I, II, and III</li> <li>• <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> </ul>

Fundamental Resource or Value	Archeological Research and Knowledge
Related Significance Statements	Significance statements 1, 2, 3, 4, 5, and 6.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The park has a strong history of archeology dating back to an NPS archeologist's rediscovery of the Fort Vancouver site in 1947. Fort Vancouver National Historic Site was established to preserve the subsurface archeological site.</li> <li>• Subsurface sites are found throughout the park including resources and areas found within the developed visitor zone around the park headquarters, parking areas, and throughout the former Vancouver Barracks.</li> <li>• Most of the archeological site within the park boundary is still intact. It is park policy to leave untouched areas undisturbed for when future less-invasive techniques become available.</li> <li>• An active public archeology program and collegiate field schools help to maintain the park's reputation as the premier archeological site in the Pacific Northwest.</li> <li>• University partnerships with Portland State University, Washington State University, and other local schools have resulted in combined field schools, student interns, university project funding research assistants for the Fort Vancouver National Historic Site laboratory, and independent thesis and dissertation efforts.</li> <li>• The Northwest Cultural Resources Institute is a cooperative partnership based at the park that is dedicated to fostering cultural resource research, education, and stewardship in the Pacific Northwest. The Institute brings together NPS staff, university professors, and subject matter experts to facilitate research and training, provide expertise, and support other innovating educational endeavors using national parks as laboratories.</li> <li>• The park supports archeological projects that showcase technology and field techniques to advance the field. Recent projects have highlighted nondestructive techniques to see soil impacts and have worked to incorporate digital technology into field surveys.</li> <li>• The park's archeology program expands beyond park boundaries and the Fort Vancouver site. Park staff offers assistance to other NPS units and completes archeological projects for the partners in the Vancouver National Historic Reserve.</li> <li>• Archeology is very visible and public at the park and it is incorporated into most interpretive and educational program. The reconstructed fur warehouse acts as a living archeology laboratory, allowing visitors to see researchers in action. Other educational programs offered in conjunction with the Oregon Museum of Science and Industry and other local groups have incorporated archeology aspects.</li> <li>• The annual Kids Dig summer program allows 8- to 12-year-olds to participate in a simulated archeological dig alongside park staff and other archeology professionals.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• The park actively supports students and projects using advanced scientific techniques and is considering new ways to look at material culture.</li> <li>• There has been an increase in archeology related to the acquisition of the East and South Vancouver Barracks and the sites' development into park facilities and leased properties.</li> <li>• There has been growth in partnerships, place-based learning opportunities, and science programs directly tied to archeology being offered to the public through the Oregon Archeological Society, Oregon Museum of Science and Industry, local universities, and other partners.</li> <li>• There is a growing public visibility of the field of archeology and its connections to science, technology, engineering, and mathematics subjects.</li> <li>• The park is stressing the importance and value of archeology to broader audiences through public archeology programs and increased public education related to the Fort Vancouver archeological site's importance and the establishment of Fort Vancouver National Historic Site.</li> <li>• A portion of the park's archeology program operates off "soft," project-specific funding awarded to the park and is not in the annual base funding allocation.</li> </ul>

Fundamental Resource or Value	Archeological Research and Knowledge
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>Professional looting can undermine the integrity of archeological sites.</li> <li>Loss of project funding may affect the amount of professional-level archeological projects that the park can undertake.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>Increasing the opportunities for park staff and PhD/graduate students publishing research from the park will help bring recognition to the park's archeological program.</li> <li>Archeology can be used as an interpretive tool to help visitors understand what life was like at Fort Vancouver during the 19th century as well as an opportunity to teach about the field of archeology.</li> <li>Park staff can be encouraged to participate in and contribute to the professional field of archeology to help sustain the park's reputation as an active archeological site and research laboratory.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>Archeological overview and assessment.</li> <li>Artifact analysis and reporting.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>None identified.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>Antiquities Act of 1906</li> <li>Historic Sites Act of 1935</li> <li>National Historic Preservation Act of 1966, as amended</li> <li>Archeological and Historic Preservation Act of 1974, as amended</li> <li>Archaeological Resources Protection Act of 1979, as amended</li> <li>Native American Graves Protection and Repatriation Act of 1990</li> <li>Museum Properties Management Act of 1955, as amended</li> <li>Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>Executive Order 13007, "Indian Sacred Sites"</li> <li>"Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79)</li> <li>"Protection of Historic Properties" (36 CFR 800)</li> <li>Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>NPS Management Policies 2006 (§4.1.4) "Partnerships"</li> <li>NPS Management Policies 2006 (chapter 5) "Cultural Resource Management"</li> <li>Director's Order 24: <i>NPS Museum Collections Management</i></li> <li>Director's Order 28: <i>Cultural Resource Management</i></li> <li>Director's Order 28A: <i>Archeology</i></li> <li>NPS Museum Handbook, parts I, II, and III</li> <li><i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> </ul>



Fundamental Resource or Value	Spirit of Collaboration
Related Significance Statements	Significance statements 6 and 7.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Fort Vancouver National Historic Site was built on partnerships. The creation of the park and its continued success is the result of grassroots movements, multigenerational volunteers, and close work with community nonprofits.</li> <li>• The park has legislated partnerships with the City of Vancouver, the State of Washington, and the U.S. Army as part of the Vancouver National Historic Reserve, created by Congress in 1996.</li> <li>• The Vancouver, Washington, Community Band performs period-appropriate music at fort special events.</li> <li>• The McLoughlin Memorial Association owned and managed the McLoughlin House as a historic site since the group's 1909 creation until the property was transferred to Fort Vancouver National Historic Site in 2003. The McLoughlin Memorial Association has worked with the National Park Service since the 1980s to provide interpretation of the house and continues to operate the bookstore and provide volunteers for tours and special events.</li> <li>• The McLoughlin charter park, the current location of the McLoughlin and Barclay Houses, is owned by the City of Oregon City while the historic structures are owned and managed by the National Park Service. The park has easements for the use of the park land and assists in maintenance activities for the unit.</li> <li>• The Oregon Archaeological Society often partners with the park for public archeology projects, research opportunities, and professional expertise.</li> <li>• City of Vancouver offers law enforcement support because the park does not employ any law enforcement rangers on staff.</li> <li>• The park maintains relationships with tribes traditionally associated with the land as well as those that worked within the Hudson's Bay Company's vast fur trade and were represented in Fort Vancouver.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• The park's success is directly related to the longevity of the park's well-established partnerships. Many of the major community and research partnerships have been active for more than a decade and continue to benefit the park and related partners.</li> <li>• Recent efforts have been made to connect with new groups to reach new audiences. The park has started building relationships with local homeschool groups, the Boys and Girls Club, the Confluence Project, Boy Scouts, Oregon Museum of Science and Industry, and nearby middle school family support centers.</li> <li>• The park has been working toward creating an active partnership with tribes and Native Hawaiians that extends beyond required consultation. The renovated visitor center, which opened in November 2015, includes space for contemporary art and plans for a park cultural center would allow more opportunities for associated groups to have a space and a voice outside of interpretive programs.</li> </ul>

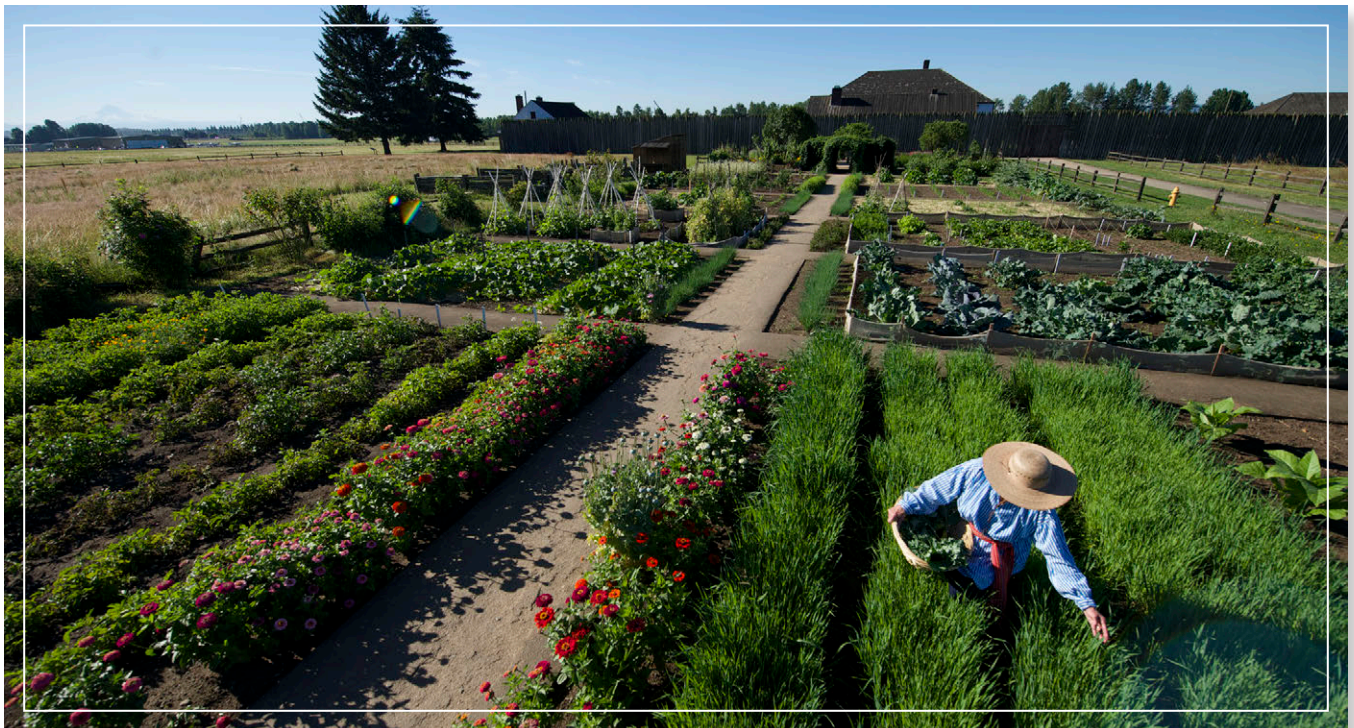
Fundamental Resource or Value	Spirit of Collaboration
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Lack of communication between partners could lead to confusion, distrust, and weakened relationships.</li> <li>• Misunderstanding about NPS mission and policy may dissuade potential partners or contribute to outside partners' unrealistic expectations.</li> <li>• Differing values and objectives between organizations could threaten partner relationships and make collaboration difficult.</li> <li>• Loss of core staff could limit the amount and quality of park engagement with outside partners.</li> <li>• Logistics of the federal budget cycle and the difficulty of maneuvering within a bureaucracy may stop potential partnerships or limit partnership opportunities.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Innovative interpretation techniques and programs can be used to bring contemporary tribal voices to park visitors.</li> <li>• A cultural center could be developed as a place for tribal members to connect with visitors through different programs and educational opportunities. (This type of cultural heritage center is proposed for Building 410.)</li> <li>• The park actively looks for opportunities to connect with like-minded organizations and enhance the missions of the park and park partners. Finding intersections between the purposes and goals of the park and potential partners can help identify shared visions and use those to create mutual support between the park, partners, and the larger community.</li> <li>• Seek partnership opportunities to improve park sustainability and environmental leadership and achieve goals of the park's Climate Friendly Parks Action Plan.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• New branding and signage plan for the Vancouver National Historic Reserve.</li> <li>• Parkwide partner action strategy.</li> <li>• Strategic plan.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• None identified</li> </ul> <p><b>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies</i> 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>• NPS <i>Management Policies</i> 2006 (§4.1) "General Management Concepts"</li> <li>• NPS <i>Management Policies</i> 2006 (§4.1.4) "Partnerships"</li> </ul>



## Analysis of Other Important Resources and Values

Other Important Resource or Value	Urban Green Space and Recreation
Related Significance Statements	Significance statement 5.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The park land serves the community as an open, tranquil outdoor space for recreational and leisure activities. It includes a mixture of green space with well-defined circulation.</li> <li>• Most visitors engaged with the park through self-led recreational opportunities such as jogging/running and dog walking. This is, by far, the most common use of the site.</li> <li>• The fort site and campus-like design of Vancouver Barracks contribute to Fort Vancouver National Historic Site's park atmosphere. Heritage trees and historic paths contribute to the scenic qualities of the property.</li> <li>• Park attendance numbers collected at designated sites throughout the park allow the park to estimate recreational use.</li> <li>• The park green space offers visitors a sense of security since it is owned and supervised by the National Park Service.</li> <li>• Portions of the grounds are accessible and offer recreational opportunities for all physical levels.</li> <li>• The land bridge, which opened in 2008, provides improved connectivity between the fort site and the waterfront greenway and trails.</li> <li>• Community groups often use green space found throughout the park for picnics, summer camp activities, and outdoor gathering spots.</li> <li>• Recognizing the unique open space and the availability of indoor space, the park has an active special use permit program which ensures that the public is aware of permitting opportunities in this highly populated metropolitan area.</li> <li>• Adequate staff is necessary to ensure that public inquiries are effectively addressed and that the National Park Service can work with individuals and groups in a timely fashion to address permit requests.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Within the last five years, the staff has noticed an increase in walking and other forms of passive recreation in the park's campus-like atmosphere.</li> <li>• The U.S. Army transferred the East and South Vancouver Barracks property to the National Park Service in 2012, greatly expanding the open space associated with Fort Vancouver National Historic Site and public access to these areas.</li> <li>• The National Park Service has embraced an agencywide goal to promote healthy, safe living through initiatives such as the NPS Healthy Park Healthy People program.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• None identified.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• None identified.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Visitor use study.</li> <li>• Risk assessment for resource impairment and visitor experience.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Visitor use access plan.</li> <li>• Visitor use management plan.</li> <li>• Strategic plan.</li> <li>• Transportation and parking plan.</li> </ul>

Other Important Resource or Value	Urban Green Space and Recreation
<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>• Americans with Disabilities Act of 1990</li> <li>• Architectural Barriers Act of 1968</li> <li>• "Accessibility Guidelines" (36 CFR 1191.1)</li> <li>• Rehabilitation Act of 1973</li> <li>• NPS Concessions Management Improvement Act of 1998</li> </ul> <p><b>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies</i> 2006 (chapter 7) "Interpretation and Education"</li> <li>• NPS <i>Management Policies</i> 2006 (chapter 8) "Use of the Parks"</li> <li>• NPS <i>Management Policies</i> 2006 (chapter 9) "Park Facilities"</li> <li>• NPS <i>Management Policies</i> 2006 (chapter 10) "Commercial Visitor Services"</li> <li>• Director's Order 6: <i>Interpretation and Education</i></li> <li>• Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i></li> </ul>



## Appendix C: Inventory of Administrative Commitments

Name	Agreement Type	Start Date	Expiration Date	Stakeholders	Purpose	Notes
McLoughlin Memorial Association (MMA)	Memorandum of Agreement			MMA, NPS	Support for McLoughlin House Unit	In progress
Civil Air Patrol (CAP)	Memorandum of Understanding			CAP, NPS		In progress
Oregon Museum of Science and Industry (OMSI)	Cooperative Agreement	7/23/12	7/23/17	OMSI, NPS	OMSI and NPS-led summer camps at park	P13AC01352
Bike Clark County	Memorandum of Understanding			Bike Clark County, NPS		In progress
Friends of Fort Vancouver (FFV)	Memorandum of Agreement / Fundraising Agreement			FFV, NPS	Support for programs at national park	In progress
University of Oregon	Cooperative Ecosystems Studies Unit			University of Oregon, NPS	Historic structures report for Pearson Historic Hangar and Headquarters Building	P15AC01822
Portland State University (PSU) – History Department	Cooperative Ecosystems Studies Unit	9/1/15	7/1/17	PSU, NPS	Historic resource study for Vancouver Barracks	P15AC01564
Portland State University – Anthropology Department	Cooperative Ecosystems Studies Unit	9/1/15	4/1/17	PSU, NPS	Artifact analysis, summary, and public outreach related to archeology field school	P15AC01490
City of Vancouver (COV) Fire Department	Concurrent Jurisdiction			COV, NPS		
City of Vancouver Police Department	Concurrent Jurisdiction			COV, NPS		
Oregon City, Oregon	Scenic Easement Deed	12/18/03	N/A	OCO, NPS	Access and use of charter park for McLaughlin House Unit	

Name	Agreement Type	Start Date	Expiration Date	Stakeholders	Purpose	Notes
U.S. Forest Service (USFS)	Interagency Agreement	7/1/13	12/31/15	USFS, NPS	Design for Buildings 987 and 404	NFS10-IA-1106 2778-040
U.S. Forest Service	Interagency Agreement	7/1/14	12/31/16	USFS, NPS	Rehabilitation of Buildings 987 and 404	NFS14-IA-1106 0300-010 M3
Bureau of Indian Affairs (BIA)	Interagency Agreement	8/31/15	8/16/16	BIA, NPS	Rehabilitation and use of Building 728	
U.S. Fish and Wildlife Service (USFWS)	Interagency Agreement	8/1/15	9/30/16	USFWS, NPS	Curation of Cathlapotle Museum collection	IAA # 4500068681
Department of Defense, related to Base Realignment and Closure Act	Interagency Agreement	9/1/11	9/30/21	Department of the Army, NPS	Rehabilitate, repair, and maintain Vancouver Barracks	PO # 4501917643
Office of the Secretary, Department of the Interior (DOI)	Interagency Agreement	4/9/15	9/30/16	DOI, NPS	Pre-design services for Building 405	
Office of the Secretary, Department of the Interior	Interagency Agreement	3/14/16	12/31/17	DOI, NPS	Rehabilitate Building 728	
City of Vancouver, Pearson Field Municipal Airport	Lease			COV, NPS	Lease for portion of runway on NPS land	
City of Vancouver	Memorandum of Agreement	7/17/14	7/15/19	COV, NPS	Cultural resources and compliance services	
Lewis and Clark National Historical Park (LEWI)	Memorandum of Agreement	7/1/14	7/1/17	LEWI, Fort Vancouver National Historic Site (FOVA)	Curator of record	
San Juan Island National Historical Park (SAJH)	Memorandum of Agreement	12/16/14	12/16/17	SAJH, FOVA	Curator of record	
State of Washington Department of Archeology and Historic Preservation (DAHP)	Memorandum of Understanding	10/31/15		State of Washington Department of Archeology and Historic Preservation, NPS	Artillery Barracks (Building 638)	

Name	Agreement Type	Start Date	Expiration Date	Stakeholders	Purpose	Notes
Vancouver Intertribal Consortium	Memorandum of Understanding	8/20/09	N/A	Vancouver Intertribal Consortium, NPS		
First Oregon Cavalry	Memorandum of Understanding	1/19/16		First Oregon Cavalry, NPS	Living history programs	
Community Military Appreciation Committee (CMAC)	Memorandum of Understanding			CMAC, NPS		
Vancouver Community Concert Band (VCCB)	Memorandum of Understanding			VCCB, NPS		In progress
Visit Vancouver USA	Letter of Intent			Visit Vancouver USA, NPS		
State of Washington Department of Archeology and Historic Preservation	Programmatic Agreement, Park Specific	2008		State of Washington Department of Archeology and Historic Preservation, NPS		
U.S. Forest Service – Right-of-Way	Right-of-Way	5/26/15	5/25/25	USFS, NPS	Radio Tower	#9430-14-001
City of Vancouver	Right-of-Way	8/28/15	8/27/25	COV, NPS	Operate water main	#9430-15-002
U.S. Forest Service – Visitor Center Joint Operations	Memorandum of Understanding Service First	1/6/16		USFS, NPS	Joint operations at FOVA visitor center	
Bureau of Indian Affairs	Special Use Permit	1/15/16	1/15/17	BIA, NPS	Use of building and parking areas	
Confluence Project	Special Use Permit	4/9/16	4/8/17	Confluence Project, NPS	Use of Pearson Headquarters Building and public programs within national park	9500-16-38
North Coast Cascades Network Exotic Plant Management Team	Charter	12/4/14		EBLA, FOVA, LACH, LEWI, MORA, NOCA, OLYM, ROLA, SAJH	Invasive plant control in natural areas and cultural landscapes	

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**Pacific West Region Foundation Document Recommendation  
Fort Vancouver National Historic Site**

March 2017

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This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Pacific West Regional Director.

*Tracy R. Fortmann*

RECOMMENDED

Tracy Fortmann, Superintendent, Fort Vancouver National Historic Site

*3/17/17*

Date

*Laura E. Joss*

APPROVED

Laura E. Joss, Regional Director, Pacific West Region

*3/30/17*

Date



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

FOVA 389/137685

March 2017

## Foundation Document • Fort Vancouver National Historic Site

