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VANCOUVER

NATIONAL HISTORIC RESERVE
WASHINGTON

COOPERATIVE MANAGEMENT PLAN

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Cooperative Management Plan

Vancouver National Historic Reserve

Clark County, Washington

U.S. Department of the Interior • National Park Service
In cooperation with the City of Vancouver, Washington, the United States Army,
and the State of Washington, Office of Archaeology and Historic Preservation

VANCOUVER

NATIONAL HISTORIC RESERVE
CITY OF VANCOUVER ● NATIONAL PARK SERVICE ● U.S. ARMY ● STATE OF WASHINGTON

January 28, 2000

The Honorable Bruce Babbitt
Secretary of the Interior
Interior Building
1849 C. Street, NW
Washington, DC 20240

Dear Mr. Secretary:

By our signatures below, it is a pleasure of the National Park Service, the U.S. Army, the State of Washington, and the City of Vancouver, Washington to recommend to you the enclosed *Final Cooperative Management Plan / Environmental Impact Statement for the Vancouver National Historic Reserve* for your review and approval.

The Vancouver National Historic Reserve was established by Congress in 1996 (Public Law 104-333, Sec. 502). The law directs that a general management plan be developed by a partnership comprised of the National Park Service, the U.S. Army, the State of Washington, and the City of Vancouver, Washington. The law requires approval of this plan by the Secretaries of the Army and the Interior.

The Historic Reserve encompasses approximately 366 acres of public lands under the ownership and management of the Department of the Interior, through the National Park Service at Fort Vancouver National Historic Site; the Department of the Army, through Vancouver Barracks and Fort Lewis, Washington; and the City of Vancouver property.

The plan is a statement of a shared vision by four public agencies and their partners in the coordinated management of the Historic Reserve. The plan presents an overall picture of what the Historic Reserve would look like in the next 10 to 15 years.

The plan does not recommend, nor does the law authorize, a change in existing management authorities for any of the public agencies. Each Historic Reserve agency partner will continue to manage its lands consistent with their respective laws, regulations, and policies within the broad cooperative framework of this plan.

The plan is not a budget document. While it identifies estimated costs for recommended actions, it does not commit any of the agencies or other partners to specific funding requirements. Signature by the partners and the Secretaries will likewise not commit the Department of the Interior or Army to any funding requirements outside of agency budgets as approved by Congress.

The plan was prepared by the National Park Service, who helped coordinate a planning team made up of representatives of the four agencies, and other partners within the Historic Reserve. The plan received extensive review and comment by the National Park Service's Pacific West Regional and Washington Offices; the U. S. Army at Vancouver Barracks and Fort Lewis; and the U.S. Army Reserve, 104th Division (Industrial Training), and the 70th Regional Support Command. A number of public meetings were held during the past three years, with overwhelming support from the community for the preferred alternative.

By our signatures below, we respectfully recommend approval of the enclosed plan.

Sincerely,

12-8-00
Tony Sisto *Date*
Superintendent
Fort Vancouver National Historic Site

2/1/00
Paul McGuff *Date*
Installation Cultural Resource
Management Officer
Fort Lewis, U.S. Army

1/31/00
Vernon Stoner *Date*
City Manager
City of Vancouver

2/1/00
Allyson Brooks *Date*
State Historic Preservation Officer
State of Washington

Approved
Bruce Babbitt
Secretary of the Interior
(or designee)
MAR 23 2000

Date

Pending Review and Approval

Approved
Secretary of the Army
(or Designee)

Date

Summary

The story of the Vancouver National Historic Reserve is a story of nations in peace and in war. Vancouver and the area designated as the National Historic Reserve have played a central role in significant events in the history of the West and the Pacific Northwest. This influence extended from the Indian nations long established by the time of Lewis and Clark to the fur and trade monopoly of the British empire in the Oregon Territory to the U.S. Army 's continuing presence from 1849. Vancouver's strategic location along the shore of the Columbia River was critical to becoming a place of Indian river trade and commerce and the western headquarters for both the Hudson's Bay Company and the U.S. Army.

The National Historic Reserve is also a story about people. The American Indians living on this land at the time the white man arrived were numerous, including the Cascades, Chehalis, Chinook, Clallam, Cowlitz, Klickitat, Nisqually, Shasta, Tillamook, and others. Later, the Paiute Indian Sarah Winnemucca taught an Indian school at Vancouver Barracks. Vancouver also saw the tragedy and results of the final wars between the American and Indian cultures, with the incarceration at Vancouver Barracks of members of the Nez Perce, Bannock, and other tribes whose ways of life were changing forever.

In running its far-reaching fur trade empire, the Hudson's Bay Company brought in a diverse mix of employees, including the Iroquois and Pacific Islanders (Hawaiians). Dr. John McLoughlin, the chief factor of Fort Vancouver, ran a successful world business in tense political times between the young United States and England, yet he had such concern for American immigrants arriving over the Oregon Trail that he became known as "the father of Oregon." In the 1850s, after the U.S. Army established what was to become Vancouver Barracks, a relatively unknown captain served in Vancouver as quartermaster. His name was Ulysses S. Grant. In his footsteps during the next 75 years came a showcase of the nation's most famous Army officers, including Benjamin Bonneville, Philip H. Sheridan, George McClellan, Oliver Otis Howard, and George C. Marshall.

Today the Vancouver National Historic Reserve preserves significant vestiges of this layered history for all generations. From the National Park Service's reconstruction of Fort Vancouver to the city of Vancouver's rehabilitation and adaptive use of the historic Officers Row to the U.S. Army's continued stewardship over its historic holdings at Vancouver Barracks, the National Historic Reserve and its cultural landscape remain preserved for all to enjoy.

This *Cooperative Management Plan* is a shared vision by four public agencies and their partners in the coordinated preservation and management of the Vancouver National Historic Reserve for public benefit. The 366-acre publicly owned National Historic Reserve contains Fort Vancouver National Historic Site, Vancouver Barracks, Officers Row, Pearson Field, the Water Resources Education Center, a marine park, and portions of the Columbia River waterfront. The National Historic Reserve will be managed by a partnership – (referred to as the Reserve Partners) – composed of the National Park Service, the Department of the Army, the Office of Archaeology and Historic Preservation of the state of Washington, and the city of Vancouver, Washington. The plan envisions and recommends a continuing and active public/private partnership in administering the shared assets of the National Historic Reserve with agreed-upon support from the Vancouver National Historic Reserve Trust, a private nonprofit organization.

The shared vision presented in the plan can be summarized in the following three broad goals:

- ***Preservation*** of historic structures, physical assets, and cultural landscapes.

- ***Education*** and interpretation of the significance and history of the area.
- ***Public use*** of and accessibility to the National Historic Reserve.

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

Preservation – The National Historic Reserve is notable for the significance, longevity, and diversity of human uses across time. This is made tangible by existing historic structures and artifacts, open and preserved cultural landscapes, and a rich history in layers of archeological resources yet uncovered. The plan establishes an identity for the Historic Reserve as a whole and identifies the purpose, significance, and primary interpretive themes. Desired future conditions are also defined for individual subunits, allowing them to have a distinctive historic theme and character. Examples of this would be Pearson Field and Air Museum, the reconstructed Hudson's Bay Company's fort, and the rehabilitated Officers Row and associated Vancouver Barracks. Preserving these physical assets for public use and benefit will allow for continued historic reconstructions, cultural landscape preservation, and the rehabilitation and adaptive use of historic buildings. In accordance with sections 106 and 110 of the National Historic Preservation Act, and based upon an assessment of best use, buildings could also be removed or relocated.

Education – The Reserve Partners consider broad-based educational and public interpretive programs a primary, significant long-term benefit of the Historic Reserve. The goal is to provide educational opportunities for students of all ages. The National Park Service will assume the lead for public interpretation, including slide shows and talks, living history, guided tours, and public contact at visitor centers. The Reserve Trust will facilitate the development of an overall integrated educational program in cooperation with the Reserve Partners and educational entities.

Public Use – Reflective of its past, the promise of the Historic Reserve lies in productive and diverse human activity. The goal is to maximize public access to the assets of the Historic Reserve while preserving the quality of the visit and the resources. This will be accomplished by encouraging and promoting heritage tourism. Heritage tourism is defined as travel that is directed toward experiencing the arts, heritage, and special character of a place and traveling to historic and cultural attractions to learn about the past in an enjoyable way. This is the essence of public use and enjoyment envisioned for the Historic Reserve. Public events and the opportunity for an array of individual and group activities will help celebrate the present while commemorating the past. By adaptively using the historic buildings of Vancouver Barracks, a variety of public and private commercial activities – including housing, educational facilities, lodging, food and visitor services, and private businesses – will be created that will support Historic Reserve goals while providing economic support and security to the long-term management and preservation of the area.

The plan envisions an active public/private partnership in managing the shared assets of the Vancouver National Historic Reserve. The community of Vancouver and its public and private entities have shown remarkable success in promoting and succeeding in cooperative endeavors related to preserving the area's unique history and educational opportunities. For example, the city of Vancouver, working in cooperation with a city development authority, the General Services Administration, the National Park Service, and the state of Washington, preserved and rehabilitated the historic Officers Row, which is now included in the Historic Reserve.

More recently, through the efforts of the private citizen group One Place Across Time, now the Vancouver National Historic Reserve Trust, private funding in the amount of more than $2.5 million was obtained for the construction and historic rehabilitation of historic buildings at Pearson Field. In cooperation with the National Park Service as landowner, a first-class air museum for public use and education was created.

Another successful endeavor was the rehabilitation of the historic Gen. O. O. Howard House, owned by the city of Vancouver, to serve as the visitor center for the National Historic Reserve. This project was accomplished with a mix of public and private money in the amount of approximately $3 million, in an approximate three-way split of federal, local and state, and private funding.

The plan will build on the recent success by seeking a combination of public agency and private funding sources for new capital endeavors relating to broad National Historic Reserve projects. The Reserve Partners will continue the creative endeavor of combining private with public funds to promote the preservation, education, and public use objectives of the Historic Reserve while furthering the involvement from a variety of educational institutions, nonprofit "friends" groups, professional organizations, and volunteers. The formation of cooperative partnerships will establish a national model for securing public/private involvement in the preservation, development, and management of Historic Reserve assets.

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. This will enable the Historic Reserve to develop as a whole – unified by location, common resources and stories, and common goals – not just as a collection of separate entities. An additional benefit of the public partnership will be the efficiencies attained through the coordinated management of public resources.

A financial objective of public/private partnerships will be to have new capital expenditures and Historic Reserve annual operating expenses (beyond in-kind operational support of the Reserve Partners) to be a combination of governmental and nongovernmental sources depending on the particular project or program.

The proposed action provides a picture of what the historic Reserve would be like in 2010-15 and describes the roles and responsibilities of the Reserve Partners. The historic features, landscape, and character-defining elements of each subunit would be preserved. The integrity of the historic resources will be preserved while striving to balance preservation needs with economic viability and community and public access and use. Uses and appearances that are compatible with the historic character of each subunit will be encouraged. Activities, programs, and adaptive use will be based on effective and thorough scholarly research. Each subunit will have a core historic theme, character, and interactive experience and retain its historical integrity, authenticity, and unique character. Emphasis will be on public use and enjoyment of the different theme-based activities in the subunits.

The *Cooperative Management Plan* is based on human history and endeavors across time. By establishing a shared vision and reaching out to form public/private partnerships, the National Historic Reserve will be successful in building on the past, providing for the present, and preserving for the future.

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PURPOSE OF AND NEED FOR THE PLAN

"...VANCOUVER BARRACKS IS ONE OF THE OLD HISTORIC OUTPOSTS OF THE ARMY...ALTOGETHER, WE EXPERIENCED ONE OF OUR MOST DELIGHTFUL PERIODS OF ARMY SERVICE..."

GEORGE C. MARSHALL

Introduction

The purpose of this *Cooperative Management Plan* is to provide for the cooperative administration of the Vancouver National Historic Reserve as directed by the legislation that established the National Historic Reserve (Public Law 104-333, sec. 502, see appendix A) and with the specific findings and recommendations of the *Vancouver National Historical* [sic] *Reserve Feasibility Study and Environmental Assessment* (Vancouver Historical Study Commission 1993).

The establishing legislation directed that a general management plan be prepared for the Vancouver National Historic Reserve. This plan fulfills the requirements of the legislatively directed general management plan and reflects the cooperative management approach of the National Historic Reserve.

The plan presents an overall picture of what the National Historic Reserve will look like in 2010–2015 and what types of educational and interpretive activities and programs will be available for visitors and area residents. This plan describes a cooperative partnership approach to preserve, develop, and manage the National Historic Reserve. It also identifies the primary interpretive themes, interpretive services, facilities, and educational programs that will best communicate the National Historic Reserve's purpose, significance, major stories, and themes. Many compelling stories about significant people and events have shaped the history of the reserve area. The plan defines the different methods that can be used to tell these stories.

Background

The National Historic Reserve was established as a result of a study by the congressionally chartered Vancouver Historical Study

Commission, which prepared studies and recommendations to preserve, protect, enhance, enjoy, and use significant historic, cultural, natural, and recreational resources in this area. The commission's April 1993 report recommended the establishment of the Vancouver National Historic Reserve.

The Cooperative Management Plan for Vancouver National Historic Reserve

defines appropriate uses and methods of protection for the Vancouver Barracks and other National Historic Reserve resources

shows how visitors from across the nation and area residents can use and appreciate the National Historic Reserve

identifies vehicle and pedestrian access

identifies uses for historic structures and landscapes

provides cooperative management strategies

provides estimates of management, development, and operating costs and staffing needs

The commission conducted an inventory and assessment of area resources and an analysis of various management strategies. The assessment and analysis, along with public input, recommended the boundaries of the National Historic Reserve and the partnership management strategy that is currently in place. The commission also made specific recommendations for Pearson Field that led to Congress's extension of general aviation operation to 2022, consistent with existing agreements.

Brief Description the Vancouver National Historic Reserve

The National Historic Reserve encompasses 366 acres in the city of Vancouver, Washington, which is 100 miles from the Pacific Ocean on the banks of the Columbia River. The city of Vancouver and parts of Clark County are within the greater Portland/Vancouver metropolitan area (see Location and Vicinity maps). The National Historic Reserve lies in a geographic

basin known as the Willamette–Puget trough, which was formed by the Cascade and Pacific Coast Mountain Ranges. The climate at the National Historic Reserve is influenced by this geography, which produces the wet, mild winters and moderately dry summers that are characteristic of the region.

The National Historic Reserve includes Officers Row, Vancouver Barracks, Fort Vancouver National Historic Site, the Parade Ground, Pearson Field, portions of the Columbia River waterfront, and the Water Resources Education Center (see Existing Conditions map).

Officers Row and Vancouver Barracks

Vancouver Barracks is an active U.S. Army installation that has been in service since 1849, when U.S. troops first occupied the site to protect settlers and establish United States control over the Oregon Territory. During the latter half of the 19th century the site was the headquarters for the Department of the Columbia, which included what are now the states of Washington, Oregon, Idaho, Montana, and Alaska.

Originally 640 acres, the Vancouver Barracks now encompasses about 55.6 acres, including the Vancouver Barracks Historic District (49 acres and 42 buildings) and eight nonhistoric buildings south of 5th Street. Vancouver Barracks also includes a cemetery that is in the northwest corner of Vancouver's Central Park, beyond the boundary of the National Historic Reserve. Currently, the Vancouver Barracks is a subinstallation of Fort Lewis and is used primarily as a training center for the U.S. Army Reserve. The 104th Division (Institutional Training) of the U.S. Army Reserve and the 396th Combat Support Hospital of the Washington Army National Guard are located there and receive facilities support from the 70th Regional Support Command.

The Gen. O. O. Howard House was built as the residence for the commander of the Department of the Columbia in 1878. The city of Vancouver, with assistance from the National Park Service (NPS) and One Place Across Time (a private advocacy group), has rehabilitated the general's house as the visitor center for Vancouver National Historic Reserve.

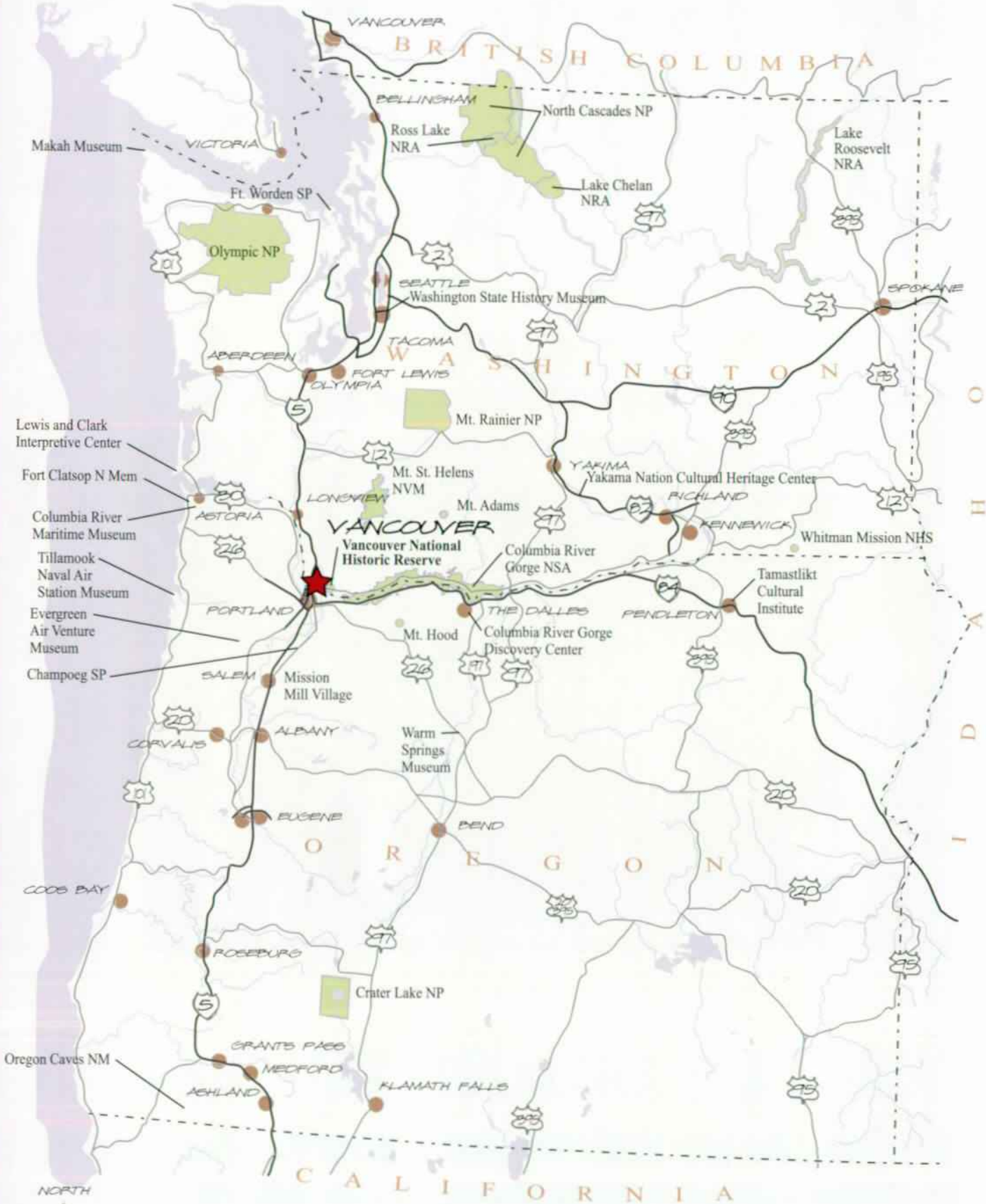
The city of Vancouver acquired Officers Row in 1984. It consists of 21 former officers' residences, which have been rehabilitated as 51 residences; 47,000 square feet of offices; a restaurant; a folk art center; and the historically furnished Marshall and Grant houses, which are open to the public.

Fort Vancouver National Historic Site and the Adjacent Cultural Landscape

Fort Vancouver was the headquarters of the Hudson's Bay Company's Columbia Department, embracing present-day British Columbia, Washington, Oregon, Idaho, and western Montana. The fort, in operation from 1825–1860, was the center of political, cultural, commercial, and manufacturing activities in the Pacific Northwest. The Fort Vancouver stockade and bastion and eight structures have been reconstructed at their original locations. As a trading center, the Hudson's Bay Company fort included extensive gardens, cultivated fields, and pastures. A small portion of these gardens and orchards has been restored.

Parade Ground

The Parade Ground is one of the central defining features of the Vancouver Barracks, with its perimeter defined by Officers Row, Fort Vancouver Way, three barracks, and the former post headquarters. The Parade Ground, with its replica bandstand, was used for training, special events, and recreation. Today the Parade Ground is part of Fort Vancouver National Historic Site, managed by the National Park Service as a historic landscape, and it continues to be used for passive recreation and special events.



LOCATION

VANCOUVER NATIONAL HISTORIC RESERVE

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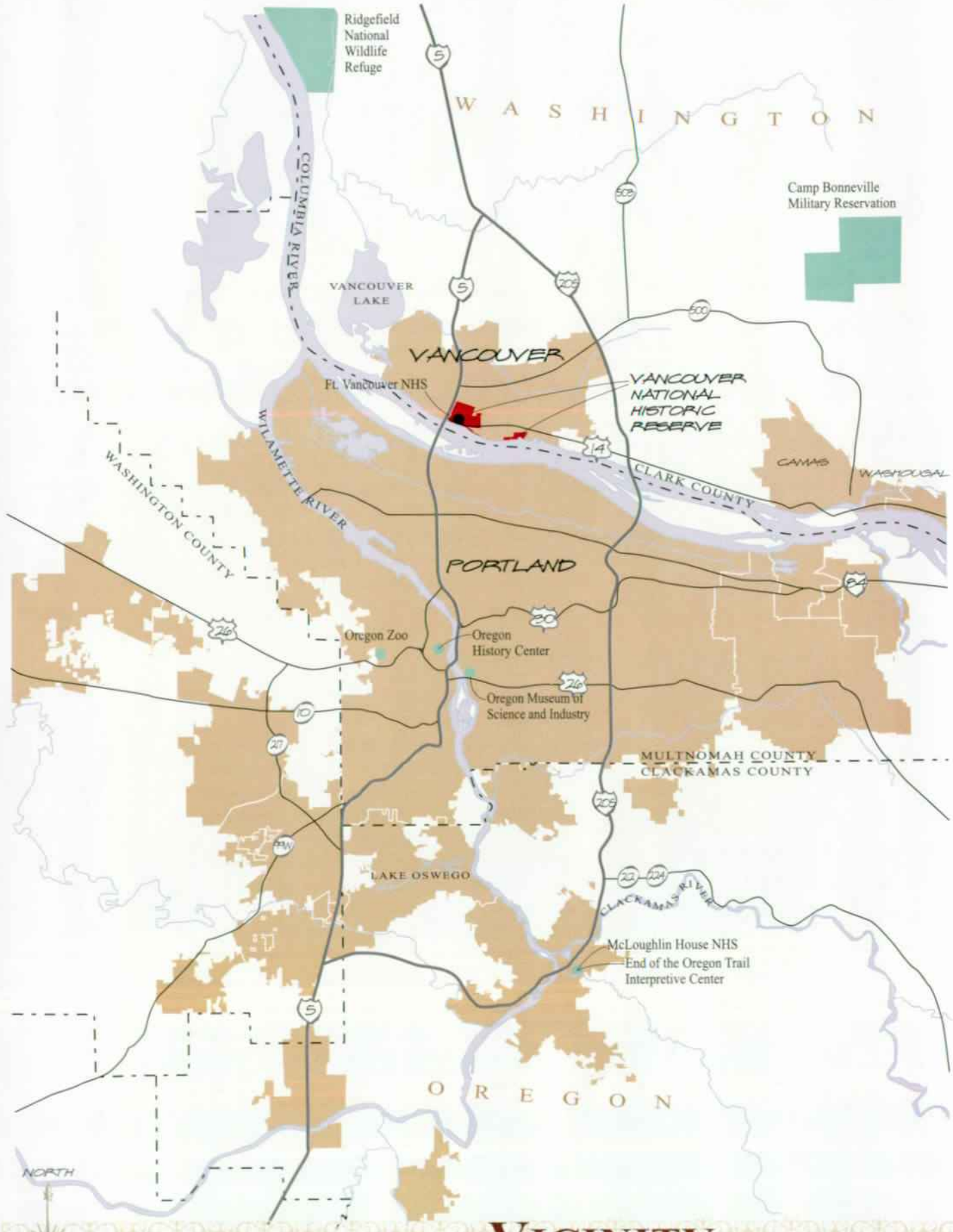

VICINITY

VANCOUVER NATIONAL HISTORIC RESERVE

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Pearson Field

Pearson Field is one of the oldest operating airfields in the United States. The Pearson Air Museum is a 23,500-square-foot museum, education center, and restoration workshop that combines a celebration of aviation history with hands-on demonstrations of the science and mechanics of flight. Today, a nonprofit museum board operates the museum on behalf of the city of Vancouver through a cooperative agreement. The city operates Pearson Field as a general aviation airport according to the provisions of cooperative agreements and public law.

The legislation establishing the National Historic Reserve directed that an economic plan for Pearson Field be developed as part of the *Cooperative Management Plan*. The Pearson Field economic plan is in appendix B.

Columbia River Waterfront

The Columbia River Waterfront has been redeveloped over the past several years with the development of Waterfront Park and the Waterfront Renaissance Trail, which is 14 feet wide and 1 mile long. These improvements have provided for extensive public use and visibility of the historic connection of Vancouver National Historic Reserve with the shoreline and mixed-use developments along the Columbia River. Some of the more notable developments are Vancouver Landing, Captain Vancouver Monument, Ilchee Plaza, Marine Park, Kaiser shipyard and viewing tower, Marine Park wetlands, and the Water Resources Education Center and Wintler Park connection. The waterfront area also includes Old Apple Tree Park, where one of the first apple trees planted in the Pacific Northwest still grows.

Water Resources Area

The water resources area includes the 16,000-square-foot Water Resources Education Center, the Marine Park wetlands overlook, restored wetlands adjacent to the Columbia River, a public access boat ramp, and the Kaiser shipyard overlook tower. The tower, along with interpretive panels, offers opportunities to see and understand the important role of the Kaiser shipyard during World War II. From 1942 through 1945 as many as 38,000 employees produced more than 141 ships. Today the former site of the Kaiser shipyard is the privately owned Columbia Business Park, which is used for a variety of light industrial and warehouse businesses.

The Reserve Partners

The National Historic Reserve will continue to be cooperatively managed by the U.S. Army, the National Park Service, the city of Vancouver, and the Washington State Office of Archaeology and Historic Preservation, consistent with their respective authorities (see Landownership map). The roles of these partners are described below.

National Park Service

The National Park Service manages Fort Vancouver National Historic Site, which was established by Congress in 1948. The site preserves and protects the remains of the Hudson's Bay Company's 19th century western fur-trading operation. The site also preserves the Army Parade Ground fronting Officers Row. The National Park Service has worked closely with the city and others to help protect and plan for Fort Vancouver National Historic Site. In close cooperation with its other partners and the public, the National Park Service is leading the planning effort for the National Historic Reserve.

City of Vancouver, Washington

Vancouver has long been involved in historic preservation efforts, including rehabilitating the buildings along Officers Row for public and private uses. Most recently, the city has worked to rehabilitate and adaptively use the Gen. O. O. Howard house as an orientation/information

center. Other projects include the design and development for the Columbia River Waterfront, the Water Resources Education Center, Marine Park, and the construction of the Pearson Air Museum at Pearson Field under a cooperative partnership with the National Park Service.

United States Army

Vancouver Barracks has been an active military base from 1849 to the present day (with a brief interruption in active status immediately following World War II). The barracks was the principal military headquarters for the Pacific Northwest until World War I, when it became the site of a spruce mill that produced high-quality materials for airplanes. The U.S. Army's Pearson Field was home to the Army Air Corps between World Wars I and II. Today the U.S. Army is considering disposing of portions of the barracks, although the U.S. Army Reserve plans to remain. Future uses for surplus structures that are consistent with the purposes of the National Historic Reserve are an important part of the planning process. Approximately 62 acres of the Vancouver Barracks, including 42 buildings, were designated in 1979 as a historic district eligible for listing on the National Register of Historic Places. A national register historic district for the Officers Row portion of the barracks was established in 1974.

State of Washington, Office of Archaeology and Historic Preservation

The state of Washington has the responsibility under the National Historic Preservation Act of 1966, as amended, to identify, evaluate, and protect significant historic properties that are worthy of preservation. The Office of Archaeology and Historic Preservation, located in Olympia, has been an active partner in preserving Officers Row, the Gen. O. O. Howard House, Fort Vancouver, and other sites in what is now the National Historic Reserve.

Issues beyond the Scope of This Planning Process

U.S. Army Disposal Process

The method and outcome of the disposal process used by the U.S. Army for portions of the Vancouver Barracks is the responsibility of the U.S. Army. Army and other federal regulations address the disposal of federal lands. Transfer to another Reserve Partner is the desired outcome for any real property (land and/or building) that is subject to disposal action by the U.S. Army.

Pearson Field

In the 1996 Department of the Interior appropriations bill, section 334, the National Park Service was directed to permit general aviation on the NPS portion of Pearson Field until the year 2022, subject to continued Federal Aviation Administration approval. The legislation further directed that by that date a "plan and method for transitioning from general aviation aircraft to historic aircraft shall be completed: This plan does not address this transition or its process. The timeframe for this plan is 10–15 years.

U.S. Army Reserve

The United States Army Reserve and Washington Army National Guard currently occupy the 400, 700, and 900 areas of Vancouver Barracks. The Army Reserve has determined that the buildings cannot be renovated or modified to provide adequate facilities for training and preparation to meet its mobilization missions. The Army Reserve had planned for the construction of an Armed Forces Reserve Center north of East 5th Street and east of Fort Vancouver Way, but have since agreed to relocating and developing a new facility within the greater Vancouver area, consistent with site availability, that would better accommodate new construction than the Historic Reserve. The *Draft* and

EXISTING CONDITIONS

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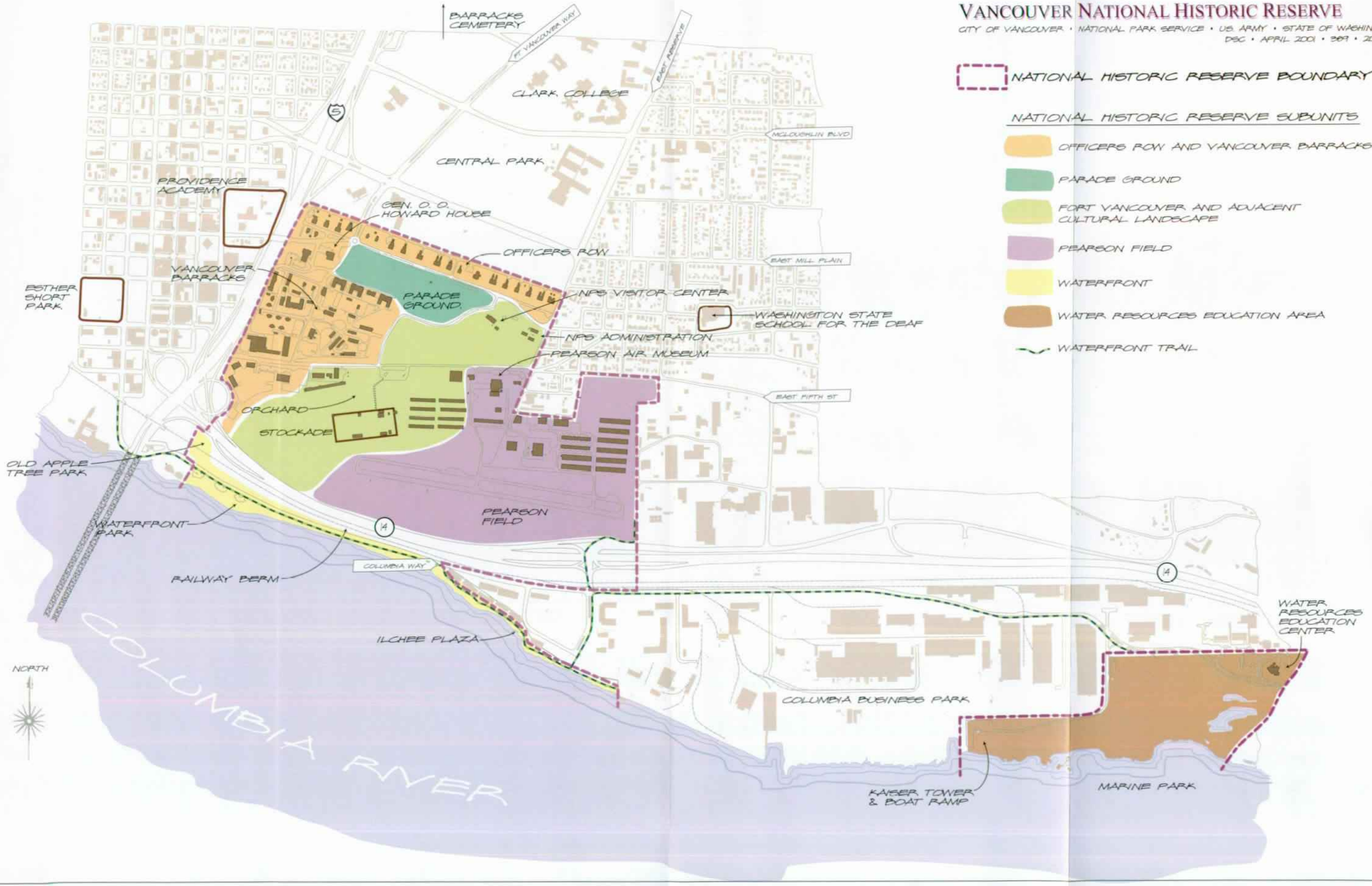

NATIONAL HISTORIC RESERVE BOUNDARY

NATIONAL HISTORIC RESERVE SUBUNITS

- OFFICERS ROW AND VANCOUVER BARRACKS
- PARADE GROUND
- FORT VANCOUVER AND ADJACENT CULTURAL LANDSCAPE
- PEARSON FIELD
- WATERFRONT
- WATER RESOURCES EDUCATION AREA
- WATERFRONT TRAIL

LANDOWNERSHIP/ MANAGEMENT

VANCOUVER NATIONAL HISTORIC RESERVE

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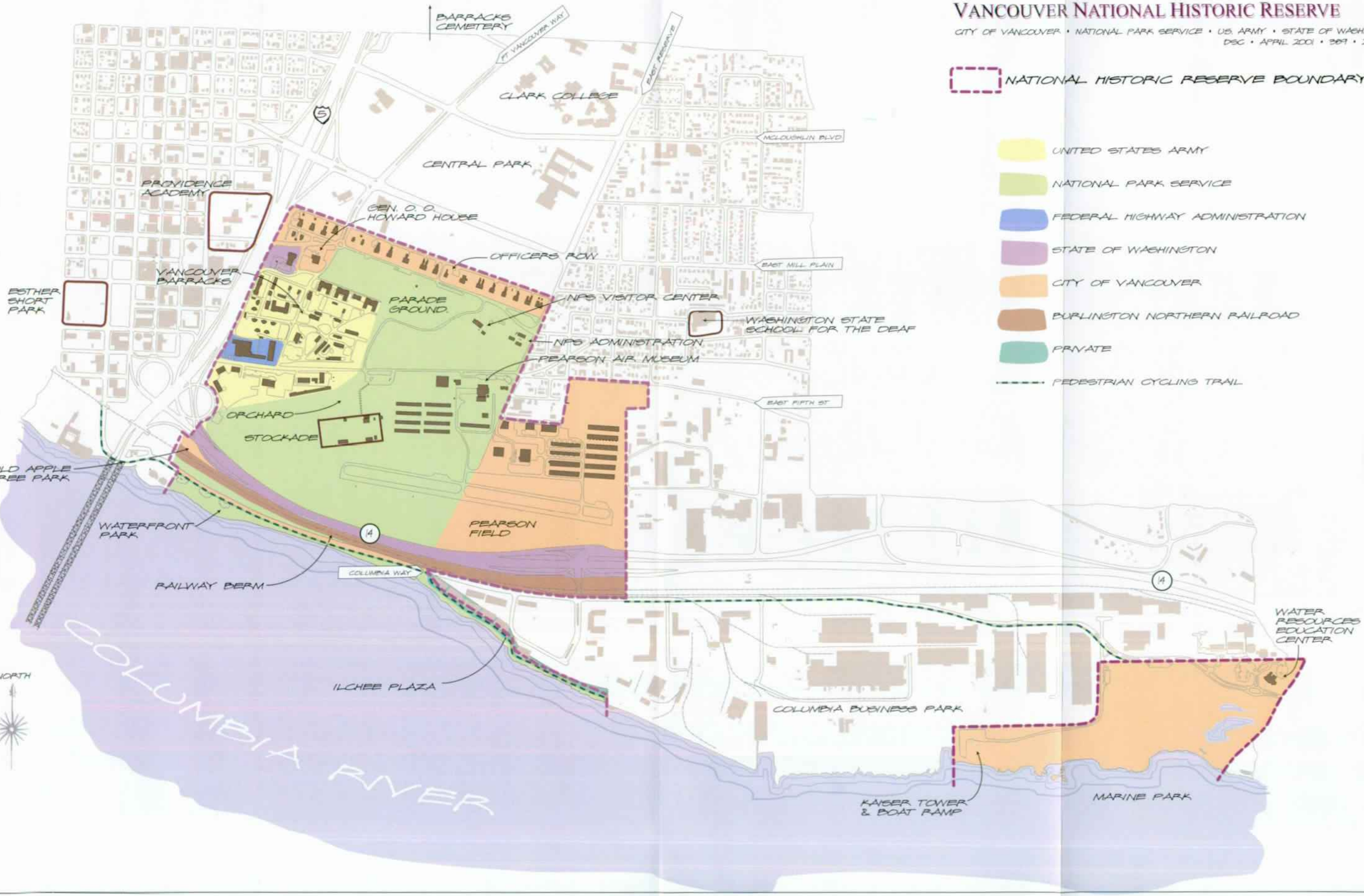


NATIONAL HISTORIC RESERVE BOUNDARY

- UNITED STATES ARMY
- NATIONAL PARK SERVICE
- FEDERAL HIGHWAY ADMINISTRATION
- STATE OF WASHINGTON
- CITY OF VANCOUVER
- BURLINGTON NORTHERN RAILROAD
- PRIVATE
- PEDESTRIAN CYCLING TRAIL

Final Cooperative Management Plan / Environmental Impact Statements do not address that new proposal or new site selection outside of the National Historic Reserve because it is a separate action that will require its own separate planning and compliance process.

Purpose, Significance, and Interpretive Themes – A Framework for Planning

This plan is based on a number of elements that need to be consistent with the missions of the various partners. These elements will serve to clarify basic assumptions about how the National Historic Reserve should be used and managed.

The purpose statement explains why the National Historic Reserve was set aside by Congress.

The ***significance*** statement explains why the site is important locally, nationally, and internationally.

The primary ***interpretive themes*** are the major historic events and ideas about the National Historic Reserve resources that should be shared with all visitors. Interpretive programs and facilities will be designed to help convey the themes to the public.

Desired future conditions are visions for the area's future – a statement of desired conditions for accomplishing the area's purposes and maintaining its significance. The desired future conditions are consistent with the reserve's purpose and significance, as well as the mission of each partner. (See "Desired Future Conditions by Subunit," page 22.)

Purpose

The purpose of Vancouver National Historic Reserve is to

- preserve and interpret, for public use and benefit, the diversity of cultural resources of the site (people and places) that are associated with the indigenous peoples, Euro-American exploration, trade and settlement, aviation, industrial, political, and military influence in the Pacific Northwest
- manage public lands in the Vancouver National Historic Reserve through cooperative public and private partnerships

Significance

Vancouver National Historic Reserve is an excellent example of connected historic properties that contain tangible evidence that successfully convey the effects of overlapping settlement patterns. The Vancouver area was the primary place of 19th century social, economic, and political systems in the Pacific Northwest.

Primary Interpretive Themes

Crossroads. Vancouver lies at the junction of the Columbia River and the Cascade Mountain range. The area is rich in natural resources that have provided abundant sustenance for American Indians and immigrants. The river has served as a primary route of exploration, travel, and trade, and the fertile land has supported major agricultural production.

Exploration. The first nonnative exploration of the Columbia River and the Vancouver area was conducted in the late 18th and early 19th centuries by British and American explorers including Lewis and Clark. These early explorers documented the rich bounty of the area in their journals and maps, which were influential in leading to later settlement.

Settlement. Fort Vancouver was the commercial, agricultural, and social center of the Pacific Northwest. The resources in the Vancouver area supported further settlement. Fort Vancouver also served as the first terminus of the Oregon Trail and provided large amounts of provisions and equipment to thousands of American settlers.

Fur Trade and Commerce. Fort Vancouver's large scale of operations and advantageous location on the Columbia River enabled it to be the center for northwest fur trade and international commerce.

Military. The 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. National mobilization efforts took place here, supplying lumber and ships for two world wars.

American Indians. Because of the extensive settlement, commerce, and military activities, for most of the 19th century the site of the National Historic Reserve was a major center of power having a significant impact on the lives and cultures of American Indian tribes in the Northwest.

Aviation. Pearson Field, as one of the oldest airports in the country, has a rich history of pioneering in military and general aviation.

The Plan

Assumptions

The planning team and the Reserve Partners made a number of assumptions about future conditions that could affect this plan. The assumptions are based on law, policy, or conditions that are likely to occur and serve as the basis for the development of the plan for the National Historic Reserve. These assumptions, which follow, provide the framework or context for the plan.

During the next three to five years the U.S. Army will declare excess to its needs that portion of the Vancouver Barracks west of Fort Vancouver Way and north of 5th Street.

Each Reserve Partner with land management responsibility will manage its lands within the cooperative framework of the approved *Cooperative Management Plan* and existing policies and regulations.

Officers Row will continue to be used in a manner similar to the way it is used today, consistent with city policy and this plan.

Fort Vancouver National Historic Site will continue to be managed by the National Park Service consistent with the NPS mission and with laws, policy, and regulations.

The U.S. Army Reserve will remain in buildings east of Fort Vancouver Way and south of 5th Street or will occupy new facilities as funds are authorized by Congress and as consistent with this plan.

Pearson Field and the Pearson Air Museum will be managed and operated consistent with existing agreements, including the 1995 *Cooperative Agreement*. The 1996 appropriations legislation provides for the continued use of Pearson Field as a general aviation airfield until 2022.

The Water Resources Education Center and associated lands will continue to develop programs to educate the public about water-related issues.

The management of historic districts, which include historic structures and cultural landscapes, will be consistent with the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation* (NPS 1983) and Director's Order No. 28 (NPS Cultural Resource Management Guideline 1998).

The Gen. O. O. Howard House will serve as the orientation/information center for the National Historic Reserve. As visitation increases, a larger facility may be needed.

The Federal Highway Administration will remain in its current location.

The Management Plan

Overall Philosophy and Visitor Experience

The plan provides a picture of what the Reserve Partners and the public want the National Historic Reserve to be like in 2010–2015 and describes the roles and responsibilities of the partners, development and operational costs, and actions required to achieve the vision.

The plan is based on historical and archeological research and planning done for the National Historic Reserve. The 1993 *Vancouver Historical Study Commission Report*, which recommended the establishment of the National Historic Reserve, set forth the basic goals and objectives and boundary for the National Historic Reserve. The 1996 legislation establishing the National Historic Reserve is derived from the commission report. The plan also represents the consensus of comments received at the public workshops and comments from the Reserve Partners.

The shared vision presented in this plan can be summarized in three broad goals:

- ***Preservation*** of historic structures, physical assets, and cultural landscapes
- ***Education*** and interpretation of the significance and history of the area
- ***Public use*** of and accessibility to the National Historic Reserve

A financial objective of public/private partnerships will be to have new capital expenditures and Historic Reserve annual operating expenses (beyond in-kind operational support of the Reserve Partners) to be a combination of governmental and nongovernmental sources depending on the particular project or program.

The plan provides a picture of what the Historic Reserve would be like in 2010-15 and describes the roles and responsibilities of the Reserve Partners. The historic features, landscape, and character-defining elements of each subunit would be preserved (see The Plan map). The integrity of the historic resources would be preserved while striving to balance preservation needs with economic viability and community and public access and use. Uses and appearances that are compatible with the historic character of each subunit would be encouraged. Activities, programs, and adaptive use will be based on effective and thorough scholarly research. Each subunit will have a core historic theme, character, and interactive experience and retain its historical integrity, authenticity, and unique character. Emphasis will be on public use and enjoyment of the different theme-based activities in the subunits.

The primary interpretive and educational objective of the National Historic Reserve will be to provide public opportunities to learn, experience, research, and participate in the history that makes Vancouver nationally significant. The partners will manage the Historic Reserve to provide for first-time visitors, serve the needs of the immediate and greater Vancouver community, and offer educational opportunities for a variety of ages and needs. People visiting Vancouver National Historic Reserve will be able to obtain information ranging from basic orientation to in-depth interpretation about the national significance and history of the subunits in the National Historic Reserve. A variety of stories will be highlighted at subunits throughout the National Historic Reserve. Personal accounts will be retold about historic events that helped shape the Pacific Northwest. These human stories will help people understand the complex interactions that took place on the site.

Educational opportunities will be available for local and regional school students as well as adults or special groups. At the Gen. O. O. Howard House, the central orientation and information facility, visitors can learn about the many significant aspects of the National

THE PLAN

VANCOUVER NATIONAL HISTORIC RESERVE

CITY OF VANCOUVER • NATIONAL PARK SERVICE • U.S. ARMY • STATE OF WASHINGTON
DSC • APRIL 2001 • 369 • 20080B

OVERALL

- ESTABLISH AN IDENTITY FOR THE HISTORIC RESERVE WHILE PROVIDING FOR EACH SUBUNIT TO HAVE A DISTINCTIVE CHARACTER.

FINANCE THROUGH A MIX OF PUBLIC, NON-PROFIT, AND PRIVATE FUNDS.

VANCOUVER BARRACKS

- PRIMARY CONSIDERATION WOULD BE TO PROVIDE FOR PUBLIC USE, INTERPRETATION, AND ENJOYMENT.
- DEVELOP NEW INTERPRETIVE CENTER.
- ADAPTIVELY USE FOR A MIX OF PUBLIC, NONPROFIT, AND COMMERCIAL USES

PARADE GROUND

- ENCOURAGE A VARIETY OF THEME-RELATED ACTIVITIES

FORT VANCOUVER

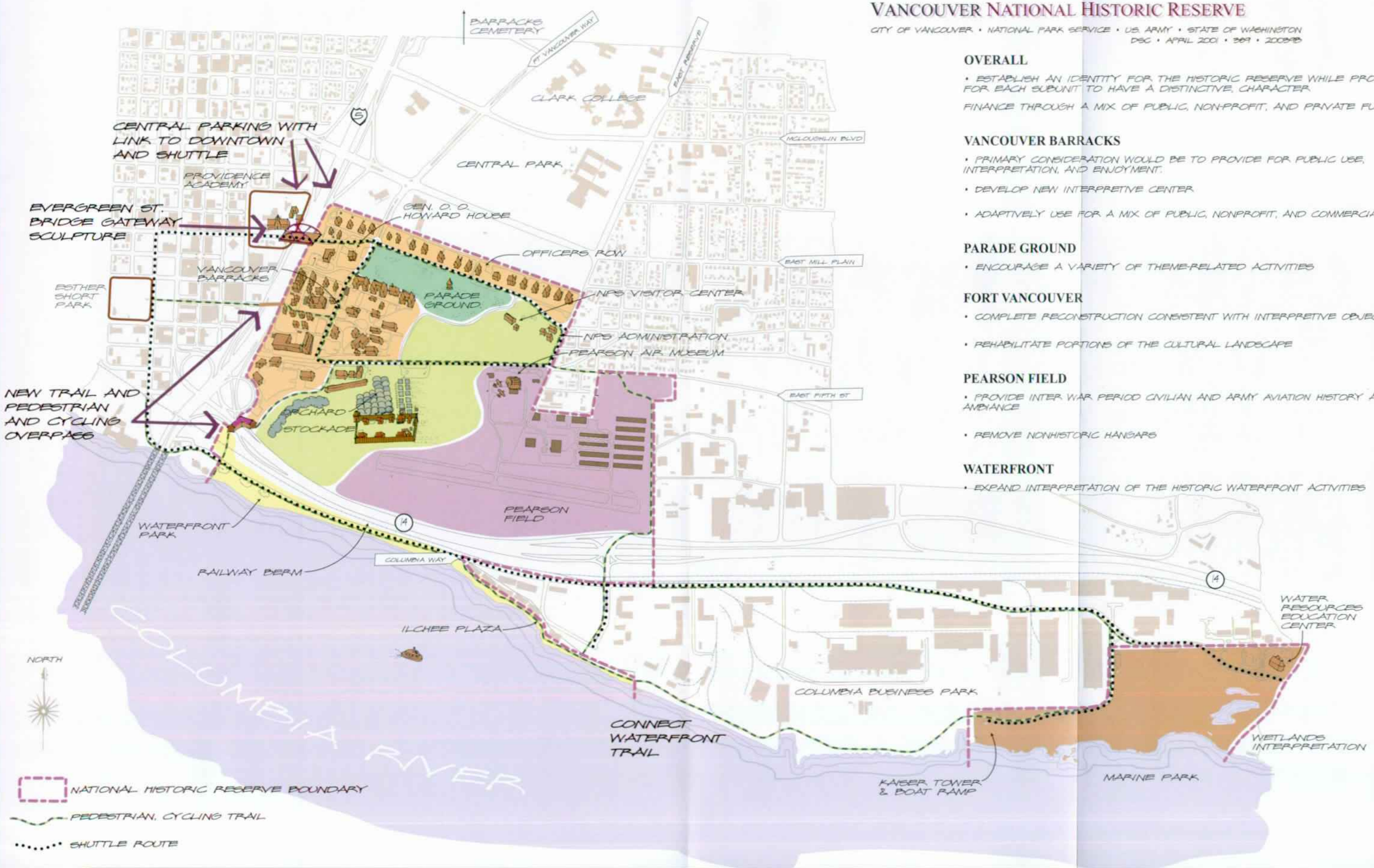
- COMPLETE RECONSTRUCTION CONSISTENT WITH INTERPRETIVE OBJECTIVES
- REHABILITATE PORTIONS OF THE CULTURAL LANDSCAPE

PEARSON FIELD

- PROVIDE INTER-WAR PERIOD CIVILIAN AND ARMY AVIATION HISTORY AND AMBIANCE
- REMOVE NONHISTORIC HANGARS

WATERFRONT

- EXPAND INTERPRETATION OF THE HISTORIC WATERFRONT ACTIVITIES



Historic Reserve through exhibits, videos, publications, and special events. General information will be available about the subunits, as well as more specific information about special events and current exhibits. This knowledge will help visitors determine which parts of the Historic Reserve they want to see, based on their interest and how much time they have to spend. People could also choose to drive directly to any of the sites in the Historic Reserve, except during high-use periods and special events when parking spaces may not be available.

Three of the four principal subunits of the National Historic Reserve – Fort Vancouver, Pearson Field, and the water resources area – already have interpretive centers that convey to visitors the specific significance and more detailed stories of the sites. The story of the U.S. Army at Vancouver Barracks, although briefly told at the Gen. O. O. Howard House exhibit, will be emphasized at additional interpretive areas. A brief story of the role of Vancouver Barracks as a military headquarters and administrative center throughout the 19th and early 20th centuries is currently told; this story will be emphasized at additional interpretive areas. These areas may also focus on the conflict of cultures between the Euro-Americans and indigenous peoples of the Pacific Northwest as a result of the journey of Lewis and Clark and earlier explorations by British and American explorers. Site-specific interpretation describing how each subunit relates in history to other sites will encourage people to visit and learn about the other related sites.

CONCEPTS FOR SITE IDENTIFICATION

The multiple themes and sites in the National Historic Reserve are interrelated by their significant stories, locations, and people. The sites within the Historic Reserve will be further linked and connected through signs, facility design, publications, and interpretive loop trails. An overall identification would be accomplished with a uniform sign design and style for street furniture, parking lots, signs, road and pedestrian path surfaces, and other details. This, combined with other design elements such as street furniture (benches, street lamps, and trash barrels), parking lot design, road and pedestrian path surfaces and detail, will help connect the subunits and provide an overall identity for the Historic Reserve. Visitors will have opportunities to walk and bicycle through and to the Historic Reserve on a loop system that will also extend into adjacent neighborhoods. Bus service will be expanded and coordinated to better address the needs of visitors to the Historic Reserve. A transportation study will be conducted that will evaluate the feasibility of shuttle bus systems and remote parking facilities, as well as the feasibility of closing or reducing traffic on some streets in and around the Historic Reserve.

Desired Future Conditions by Subunit

This section addresses all National Historic Reserve areas covered by this cooperative plan. The assumptions presume certain landownership and management arrangements and possible changes in these arrangements. Consistent with these assumptions, transfer to another Reserve Partner is the desired outcome for any real property (land and/or building) disposal action.

Officers Row and Vancouver Barracks

Vancouver Barracks Area. The Vancouver Barracks area will evoke the feelings of an active military post that evolved to become the Pacific Northwest's center of political, social, and military activity. Selected staff will be in period clothing to help recreate the feeling of an active military post during the various significant periods of the barracks. Because the post has been active for more than 150 years, there is a great deal of opportunity for "living history" interpretation.

After the U.S. Army disposed of or leased all or a portion of the Vancouver Barracks to another Reserve Partner (see "Assumptions," page 17), the adaptive use of this area will give primary

POSSIBLE USE OF BARRACKS FOR VISITOR CENTER

importance to public access. Such access will not conflict with U.S. Army Reserve training or other essential remaining functions, and it will contribute to the long-term preservation of the buildings and landscape. Visitors will be directed to areas that will avoid conflicts with training Army reservists.

The U.S. Army Reserve will continue to occupy several buildings east of Fort Vancouver Way and south of 5th Street. Visitor use and guided tours will be encouraged throughout the Vancouver Barracks. The intent will be to give visitors the feeling that they were on an active military post because they will see U.S. Army Reserve soldiers walking between buildings and training on the grounds, and Army Reserve vehicles and equipment will be visible.

The streetscape will be in keeping with the historic theme as much as possible to give the feeling and ambiance of the barracks when the primary barracks structures were built in the early 20th Century. Roving interpreters will be dressed in living history clothing and will demonstrate historic activities such as marching, training, and administrative functions.

Public use of structures and open spaces will be compatible with leasing programs to individuals, businesses, or institutions. Adaptive uses will be compatible with the historic character of the Vancouver National Historic Reserve but will not have to be theme-related. For example, nonprofit organizations might not have a historic theme but could provide the appearance of administrative space that will have been a part of any military post. A mix of public, nonprofit, and commercial and residential uses will be encouraged.

Commercial uses could be compatible with the historic character or interpretation of the significance of the National Historic Reserve. Commercial activities will provide essential visitor services such as food, lodging, galleries, and shops for the purchase of crafts, books, or other related materials and will meet public access criteria. The goal is to maximize inclusion of theme related services. A variety of visitor support facilities will be near the core education, community or visitor functions. These support functions will include restaurants; food service outlets such as coffee and ice cream shops; stores selling crafts representing the core themes of the subunit; and a variety of lodging styles from full service hotel accommodations to bed-and-breakfast establishments to hostels and dormitory-style (barracks) providing inexpensive accommodations and other appropriate services and products.

Management actions necessary for the adaptive use of buildings and the cultural landscape will be sensitive to the most significant periods of the barracks and strive to preserve as much intact, historic fabric and landscape as possible. Site-specific decisions will be based on the condition of historic fabric, the effect of changes on the integrity of the site, opportunity for public access, and ability to interpret the significant events that occurred at the site. Adaptive use will preserve the character-defining features and architectural elements that make these buildings eligible for the National Register of Historic Places. Such uses could include: a barracks military history interpretive center, training classrooms, an auditorium/gymnasium, and administrative and office space. Building exteriors and interior spaces will be preserved and rehabilitated and will also be consistent with the *Secretary's Standards*. Structures with the most integrity, national register significance, relationship to the primary interpretive themes of the National Historic Reserve, and opportunities for visitor use will be reserved for the most public access.

Other educational opportunities will include historical research, educational institutes (ranging from short courses to longer-term offerings, and in-depth academic instruction, collaboration, and research), and other similar opportunities.

In addition to the core and support functions, there will be functions that will not necessarily be related to the themes of the National Historic

Reserve. These functions will be in adaptively used interior spaces that will provide rental income to help support building and infrastructure rehabilitation. Such functions will include offices for professionals, community organizations, or nonprofit organizations.

Parking at the site is currently adequate and will continue to be sufficient for the next few years of visitation, except for special events. Detailed studies will be conducted in the future to determine ways to minimize conflicts with private vehicles and to provide adequate parking for staff access either in or adjacent to the National Historic Reserve.

Adjacent Properties. Other properties in the National Historic Reserve that are adjacent to the Vancouver Barracks are the Washington State Patrol and the Western Federal Lands Highway Division of the Federal Highway Administration.

The ***Washington State Patrol,*** which occupies a modern structure at one of the main entrances to the National Historic Reserve at the west end of Evergreen Street, conducts vehicle inspections and other activities. The State Patrol has indicated that these functions will be moved to another location offsite by 2001, ending patrol use of the current facility. Transfer of this property to another Managing Partner of the National Historic Reserve is the desired outcome of any disposal action taken by the State Patrol. This site will then help link the National Historic Reserve to downtown Vancouver. The building will be used for functions complementary to the National Historic Reserve objectives, or it will be removed and the area used either for parking for a future shuttle system or as green space.

The ***Federal Highway Administration*** occupies two buildings just east of Interstate 5 and north of 5th Street. (These are: an adaptively used historic mule barn, building 1909, and a large modern brick structure.] The area is well screened from the more historic landscape of the Vancouver Barracks and is not along any main route of visitor pedestrian or vehicle transit. The Federal Highway Administration will remain in its current location for the life of this plan. This will not conflict with visitor use, interpretation, or preservation programs.

Fort Vancouver National Historic Site and the Adjacent Cultural Landscape

The National Park Service has begun a more detailed planning process to prepare a general management plan for Fort Vancouver National Historic Site. The Fort Vancouver plan will be consistent with this *Cooperative Management Plan* for the National Historic Reserve and will take into account further, more detailed studies.

The following specific issues that have been raised during the planning process for the National Historic Reserve will be addressed in the general management plan for the national historic site.

- continued reconstruction of Fort Vancouver consistent with NPS policy and interpretive objectives
- options for the visitor center
- relocating parking for the fort to a less obtrusive area
- expanding interpretive activities at the Company Village and the Columbia River Waterfront
- expanding and partially restoring the orchard, garden, and other cultural landscape features to its 1845 appearance

Factors to be considered for the fort visitor center will include space requirements, integrating exhibits in a new fort visitor center with the National Historic Reserve information and orientation center, proximity to the stockade, and best opportunities to orient visitors to as much of the fort story as possible.

Additional elements of the cultural landscape outside the fort, including the historic road along a portion of 5th Street, will be restored

historic military displays and parades; living history vignettes capturing aspects of military, social, civilian, and American Indian life; military band concerts at the Bandstand or elsewhere; and related holiday events celebrating the area and nation's history. Other special events specifically related to different subunits, such as Pearson Field or the Hudson's Bay Company's activities at Fort Vancouver, will generally take place at those locations.

The National Park Service manages the Parade Ground and special events there consistent with agency regulations and policies. The National Park Service and the other Reserve Partners will work closely with Officers Row residents and businesses and with the Hudson's Bay neighborhood residents to avoid adverse affects in the area due to crowds, noise, and limited parking and public restroom facilities.

Pearson Field

The ambiance of the interwar period Army Air Corps field will be recreated, consistent with existing agreements, while maintaining the active runway. The character of the district will be protected by adaptively using historic structures such as the squadron headquarters and armory or munitions. Visitors will experience the ambiance of the open-cockpit era and learn about Army Air Corps and civilian aviation history. Educational programs related to contemporary aviation will be offered; for example, the physics of flight and aviation safety. Special events will include fly-ins of historic aircraft to further allow visitors to experience the airfield as it will have appeared historically. The museum will continue to be used for special events, consistent with existing agreements.

Activities currently underway will continue and others will be developed. These projects include the preservation and adaptive use of squadron headquarters for offices, a multimedia conference room, and a workroom for volunteers, as well as the munitions storage facility for environmentally secure media archives and collection storage. Other projects include the removal of nine T-hangars, the old museum, and a metal hangar.

Columbia River Waterfront

The overall emphasis of the Columbia River Waterfront will be to convey the historical importance and connection of the river to the rest of the National Historic Reserve while continuing to provide the recreational activities along the Waterfront Renaissance Trail. Visitors will continue to walk, bicycle, and relax along the trail.

PEARSON FIELD BI-PLANE FLY-IN

and interpreted. Company Village features could be reconstructed and used for interpretive exhibits. Another option to consider will be to show former building footprints and interpret them using wayside exhibits.

Vehicle use along 5th Street will be reviewed as part of an overall National Historic Reserve access, circulation, and parking study. It will be desirable to improve the visitor experience at the fort by reducing or eliminating vehicle traffic from parts of 5th Street. However, more study will be required to determine the impacts of reducing or eliminating traffic on portions of 5th Street.

Parade Ground

The Parade Ground will be a prime area for a variety of safe and enjoyable visitor uses. Its open green space in an urban environment will be available for leisure and recreational pursuits, community uses, and special events that have a meaningful association with the National Historic Reserve. Programs and special events will inspire visitors to learn about the varied aspects of the military and other history of the National Historic Reserve, the diversity of peoples who have lived and worked here, and its significant resources. The Reserve Partners will work with educational and research institutions and nonprofit organizations to enliven the area with relevant programs of regional, national and international distinction.

Informal family, school, and group activities, along with individual activities such as picnicking, walking, jogging, and similar leisure pursuits, will routinely take place in this area and at the picnic shelter and playground next to the NPS visitor center. Weddings and similar personal or group ceremonies will continue to be carried out at the Bandstand across from Officers Row. These could complement like activities at the Marshall House. Permitted activities will be controlled by existing regulations.

Special events such as pageants, public spectator attractions, ceremonies, and similar uses designed for broad public involvement will be encouraged if such events had a meaningful association with the National Historic Reserve. Such events will help contribute to visitors' understanding and appreciation of the National Historic Reserve's assets. The Parade Ground will be a special place encouraging learning endeavors and leisure activities different from, but complementary to, other areas in the city and region that provide more general recreation opportunities.

The Parade Ground will provide a special setting for celebrations. Included could be

HISTORIC REENACTMENT ON PARADE GROUND

PROPOSED INTERPRETIVE PANEL ALONG WATERFRONT TRAIL

New connections and interpretive exhibits will be used to help illustrate the historical importance of the waterfront. Various media and programs will interpret historical events and activities associated with the river, including the significance of the Kaiser shipyard. Boat tours could provide an additional interpretive experience, taking visitors to the Water Resources Education Center. Interpretive publications and exhibits about the Kaiser shipyard will be expanded.

The highway (State Route 14) and railroad corridor has created a challenging barrier to overcome. A pedestrian and bicycle overpass to connect 5th Street with the waterfront will help to connect the sites, as will establishing a shuttle system. Wayside exhibits could help to illustrate and convey the historical importance and former intense trading activity along the waterfront during the Hudson's Bay Company period. Exhibits could also describe the Native American history and activities in the area.

The Columbia Business Center, the site of the former Kaiser shipyard, will be encouraged to preserve significant historic buildings, sites, and structures that remain from the shipyard years. The Reserve Partners will continue to work with the Columbia Business Center to develop a trail design along the river that will connect the existing Waterfront Renaissance Trail with the Water Resources Education Center. Public safety and liability concerns will need to be addressed in the context of a viable, working industrial site.

Water Resources Area

Current projects to restore wetlands and the riverfront will be completed. Integrating the river's natural and cultural history with present-day environmental issues will be emphasized.

Management Areas

To define the management approach to be used in the National Historic Reserve, the planning team used the descriptions of desired future conditions, existing historic districts, and other archeological and cultural landscape information. These sources led to the development of five categories of different management approaches for the National Historic Reserve (see Management Areas map). All zones will be managed to preserve historic features and provide for public use consistent with the purposes for which the National Historic Reserve was established. The management approaches define the treatment of cultural and natural resources, types of visitor experiences, and necessary visitor facilities. Each of these approaches will be adopted by the individual partners and applied to areas that they currently manage. The following section describes the management areas within the National Historic Reserve.

Adaptive Use

The adaptive use area will encompass the historic portions of Officers Row, the Vancouver Barracks, and Pearson Field. The management approach will be to adaptively use historic structures. The character-defining features of building exteriors and the cultural landscape will be retained and rehabilitated wherever possible so that visitors will experience the ambiance of the significant historic periods of the areas. The interiors could be modified to suit new uses. Noncontributing structures could be removed to provide for necessary visitor use needs such as access and parking. Visitor facilities will include a central information and orientation facility and interpretive centers, along with clearly defined access routes to the area and pedestrian circulation routes through the area. Visitors will have opportunities to enjoy the historic ambiance of these areas by walking through the historic landscape and restored and rehabilitated portions of buildings. There will also be opportunities to shop, eat, and to extend their stay through overnight lodging.

Rehabilitation/Preservation

The rehabilitation/preservation area will encompass the area in the Fort Vancouver National Historic Site that is managed to rehabilitate, restore, and preserve as much as possible of the material and ambiance of the Hudson's Bay Company period and the U. S. Army Parade Ground. Special Parade Ground events will have a meaningful association with the National Historic Reserve. Visitor facilities will include interpretive centers and circulation routes. Visitors will experience the rehabilitated and restored landscape and facilities much as they were during their period of significance. There will be opportunities to relax and enjoy the open spaces of the Parade Ground, the cultural landscape adjacent to the fort, and the reconstructed fort buildings.

Waterfront

The Columbia River Waterfront and water resources area will be managed for waterfront trail recreation and education. Natural and cultural resources will be interpreted through wayside exhibits and the existing Water Resources Education Center. Interpretation will focus on the link of the waterfront with the portions of the National Historic Reserve north of State Route 14 and the types of activities and structures that occurred on the waterfront over time. Visitor facilities will include the Waterfront Renaissance Trail, the Water Resources Education Center, and the Kaiser shipyard overlook. Visitors will have opportunities for active recreation along the waterfront trail as well as opportunities to learn about the critical role of the waterfront in all aspects of development of the National Historic Reserve.

NATIONAL REGISTER HISTORIC DISTRICTS

VANCOUVER NATIONAL HISTORIC RESERVE

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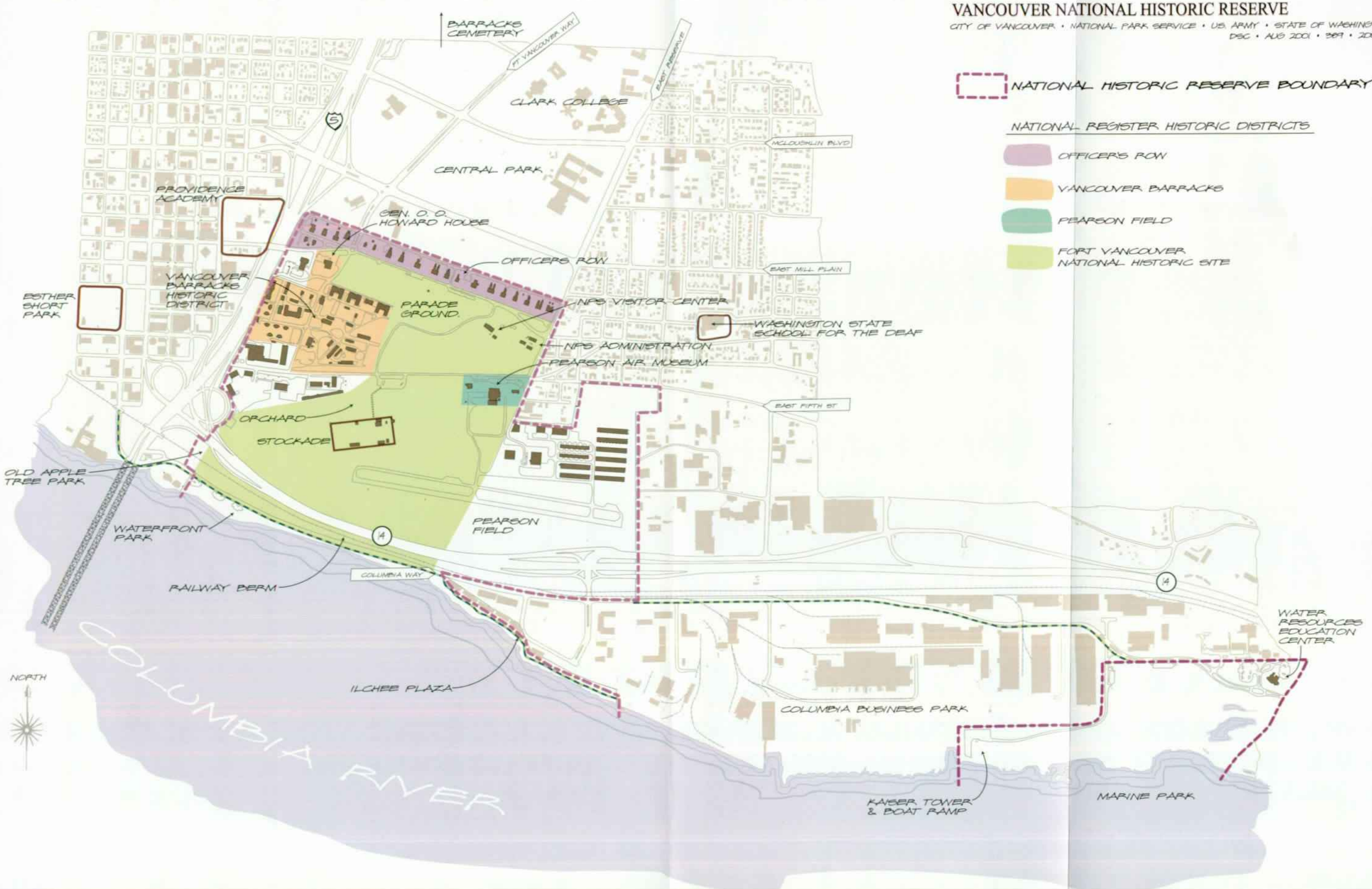


Administrative / Nonhistoric / General Aviation

The administrative, nonhistoric, and general aviation areas will be managed to continue present use, ownership, cooperative agreements, and administrative needs. Every effort will be made to complement the historic ambiance of the National Historic Reserve and to avoid or minimize conflicts. If sites were no longer needed for their current uses, the Reserve Partners will consider options to provide facilities related to visitor use. Facilities will include structures that will be modified to best suit continuing needs for office space, maintenance, curatorial storage, and other administrative need. General aviation will continue until 2022, consistent with Federal Aviation regulations.

Transportation

The transportation areas include SR 14, the railroad berm, and related access ramps. These areas will continue to be managed to provide for regional transportation and for access to the National Historic Reserve.

Access, Circulation, and Links

Access to the National Historic Reserve will be direct and easily understood. Clear directional signs on Interstate 5 and SR 14 will provide visitors with directions to the National Historic Reserve via Mill Plain Boulevard and Fort Vancouver Way, where they could park near the Gen. O. O. Howard House. Visitors will also have the option of driving directly to any National Historic Reserve site and parking if they wished. Additional signs will identify other National Historic Reserve sites and will direct visitors to them from the Gen. O. O. Howard House, adjacent city streets, and other locations as needed.

Vehicle circulation in the National Historic Reserve will accommodate the needs of tourists, educational program participants, employees, special program attendees, recreational users, patrons, and services and deliveries during peak use and off-season periods. People will also be able to tour the National Historic Reserve on foot or use nonmotorized means such as in-line skates, bicycles, or horse drawn carriages. Circulation will be easy, direct, and convenient, with a minimum of conflicts among user groups.

Two overlapping interpretive and recreational loop trails will be developed by completing selected connecting segments of existing trails and existing road rights-of-way. These trails will also permit connections to adjacent neighborhoods and regional trail systems. The Waterfront-5th Street loop will be completed by connecting 5th Street (near Fort Vancouver Way) with the waterfront trail by developing a new trail segment and an overpass of SR 14 and continuing through Old Apple Tree Park to the waterfront in the southwest portion of the National Historic Reserve (see "Columbia River Waterfront" section, page 26.) The loop trail will then continue east on the existing waterfront trail to Columbia Shores Boulevard, where it will turn north under SR 14 and continue along a new trail segment that will connect with East 5th Street. The route will then continue along East 5th Street to Fort Vancouver Way.

A second loop interpretive and recreational trail will be developed to connect East 5th Street to Evergreen Boulevard and to connect with downtown by crossing over Interstate 5. This loop will continue on Evergreen Boulevard to East Reserve Street and connect with East 5th Street.

A transportation study will be conducted to determine current and projected numbers of vehicles on each of the National Historic Reserve access roads. The objectives of this study will be to identify and analyze mechanisms that will allow people access to National Historic Reserve sites while maintaining as much as possible of the historic scene and the ambiance of the National Historic Reserve. This study will include an inventory of parking

spaces, current parking use, demand, and availability and will evaluate the feasibility of a variety of shuttle systems to determine the one-time capital and operating costs of different systems including buses or trams. Shuttle options will include a variety of routes ranging from the most direct connections of National Historic Reserve sites to linking the Reserve with downtown Vancouver, Central Park, the riverfront, and other related sites such as the barracks cemetery.

Links to possible remote parking lots inside and outside the National Historic Reserve will be explored for seasonal peak visitation and peak use special events. Also considered will be the feasibility and location of various overflow parking options inside and outside of the National Historic Reserve, as well as the access needs of employees, deliveries, and other issues. Among the shuttle options considered will be using existing and modified routes of CTRAN, the regional transit system, to provide increased service to the National Historic Reserve and connections to other parts of the community.

The transportation study will evaluate the effects of reducing or eliminating vehicles from Evergreen Boulevard, 5th Street, Fort Vancouver Way, and other historic routes on different user groups and identify ways to mitigate adverse effects through the use of alternate routes, shuttle systems, and other mechanisms. The feasibility study will also consider the benefits of a new bridge, deck structure, or pedestrian and cycling bridge over Interstate 5 at or near 7th Street to help restore the historic link of the National Historic Reserve to downtown Vancouver. The study will explore ways to reduce conflicts between visitors seeking parking and U.S. Army Reserve uses of certain portions of the National Historic Reserve.

Interpretation Plan

Interpretation Management

Interpretation at Vancouver National Historic Reserve will be coordinated by the National Park Service, in cooperation with other Reserve Partners and other groups. The Park Service will work closely with the city, other Reserve Partners, and key nonprofit and constituent groups working in the National Historic Reserve. Operating out of the Gen. O. O. Howard House or other location, NPS interpreters or volunteers coordinated and trained by the National Park Service will conduct walking tours and regularly scheduled programs.

The city will continue to provide interpretive services using its docent program at the Marshall and Grant House, with docents and employees attending NPS sponsored interpretive training programs. The Pearson Field Historic Society will conduct interpretation at the Pearson Air Museum through a cooperative agreement with the city. Volunteers and interpreters at the museum will likewise be invited to join NPS interpretive training. Interpretive programs at the Water Resources Education Center will be provided by the city and center staff. The National Park Service at Fort Vancouver National Historic Site will continue to provide interpretive programs there, and at the waterfront, along with volunteers.

Educational and Interpretive Programs

Vancouver National Historic Reserve interpretation will involve media and programs designed to address the primary themes and focus on the significance of the multiple resources. The media, programs, and activities developed for the National Historic Reserve will help clarify the identity of each subunit and provide unifying elements in design, thematic content, and common aspects of the visitor experience. It is important for visitors to realize that the National Historic Reserve is not just a collection of

separate entities, but a whole – unified by location, common resources, and stories.

Interpretive media and programs will be designed to address local, regional, national, and international visitors, as well as students from a variety of educational institutions. Media and programs also will be developed for various age groups, those with different interest levels, people with special needs, and one-time, first-time, and repeat visitors. Where feasible, activities, programs, and media will involve visitor interaction.

Interpretive and educational media and programs will address not only the primary interpretive themes for the National Historic Reserve, but also the human stories that connect the past with the present. Media and special programs will be developed that will include all aspects of daily life in the National Historic Reserve throughout the significant periods of its history. Interpretive and educational media and programs will explain how major activities in the National Historic Reserve responded to national and international events and how elements of the National Historic Reserve influenced the region, the nation, and the world. Research into these subjects also will continue.

Interpretive and educational activities and events in the community might include workshops, special events, seminars, and institutes. These endeavors could be directed or focused on different stories (time periods) in the National Historic Reserve and targeted toward different age and ethnic groups and academic disciplines.

One example of an interpretive program for the National Historic Reserve has recently been proposed by the state of Washington in its *Interpretive Tourism Plan: Commemorating the Bicentennial Anniversary of the Lewis and Clark Expedition in Washington.* This proposal is to develop an interpretive area or exhibition in the National Historic Reserve that will tell the story of cultural effects of the Lewis and Clark Expedition on American Indian people.

Educational programs to integrate with elementary, high school, college, graduate, or continuing education curricula will be developed for students of all ages, interests, and institutional affiliations. Partnerships will be developed with the Vancouver National Historic Reserve Trust, the Center for Columbia River History, Clark College, Washington State University, and other institutions to coordinate and provide public access to research and educational programs.

The Reserve Trust will facilitate the development of an overall integrated educational program in cooperation with the Reserve Partners and educational entities. Efforts will include the development of a program leading to a master's degree in public history, a coordinating role with Portland State University and Washington State University, along with incorporating other public history lectures at the National Historic Reserve. Special seminars, classes, archives, and a reference library on all disciplines relating to Columbia River and Pacific Northwest culture, history, politics, and geography will be available. Evening, summer, and special sessions will address other types of students such as teachers, elder hostels, and people in other specialized programs.

The National Park Service will develop and coordinate an ongoing evaluation of the interpretive program. Evaluation will be essential in measuring the National Historic Reserve's success in meeting visitor experience goals, conveying the interpretive themes, keeping information and techniques current, and maintaining and expanding visitor interest. Through the use of a variety of evaluative tools, it will be possible to measure elements of the individual partner programs, as well as National Historic Reserve-wide programs, media, and facilities. Evaluation strategies will identify how well media and programs relate to various audiences and will show which audiences were being attracted to the site and how well they were served. Likewise, evaluating the National Historic Reserve's media and programs could

show which groups were not being adequately reached.

Information and Orientation

The central information and orientation facility for the National Historic Reserve will remain in the Gen. O. O. Howard House until a larger facility was needed to accommodate increasing visitation. This central facility will introduce people to the history, sites, activities, and programs of the National Historic Reserve. The information and orientation function for the National Historic Reserve will best be located near the main entrance, where it will be visible and easily accessible and could provide a link to the downtown area.

Media, NPS staff, and volunteers will motivate people to explore the various sites, attend programs, and efficiently plan their activities. A primary function of the exhibits and other media at this facility will be placing the significance of events in Vancouver's history into a continuum and providing an overall picture of the area's history.

Facilities for Information, Orientation, and Interpretation

Each of the National Historic Reserve subunits will have the following facilities to provide information, orientation, and interpretation.

The Gen. O. O. Howard House. This city-owned facility will continue to provide the primary contact point for most National Historic Reserve visitors. Here one will be able to get an overview of the National Historic Reserve through interpretive exhibits, special displays, media, and personal interpretive programs conducted by NPS staff and volunteers. Exhibits will include an overview of the National Historic Reserve as a home for Native Americans, an area of British and American exploration, a western outpost of U.S. military operations, the birthplace of Northwest aviation, and an area that supplied critical resources for two world wars. As use and visitation increase, this facility may become too small to meet demand, prompting the need for a larger facility.

Fort Vancouver. The reconstructed fort of the Fort Vancouver Historic Site will continue to provide living history and other interpretive programs of the Hudson's Bay Company period. The programs will be presented by NPS staff and fort volunteers. Regularly scheduled tours, special events, and living history programs will continue to help highlight and interpret this period of significance for visitors. The historic site will also continue to operate a museum and visitor center in a modern building north of the fort to help orient people to the fort's location and history. This structure will continue to serve as the Fort Vancouver Historic Site's visitor center. During the future development of a site-specific management plan for the historic site, the visitor center location and purpose will be reexamined, and public involvement will be sought.

Officers Row. These city-owned and rehabilitated buildings will continue to provide an excellent introduction to the historic presence of the U.S. Army in the National Historic Reserve. The Marshall and Grant Houses will remain partially open to the public both for casual visitors and for special events. Special exhibits relating to Gen. George C. Marshall will continue to be displayed often at the Marshall House, and docents will continue to help explain the role of General Marshall at the National Historic Reserve. Self-guided walking tours will continue to be available and will be expanded. Regularly scheduled and special walking tours guided by rangers or volunteers will be expanded. These tours will originate from the Gen. O. O. Howard House or from the national historic site visitor center.

Vancouver Barracks. Interpretive areas dedicated to the historic role of the U.S. Army will be developed in one or more of the historic barracks buildings. As visitation to the National Historic Reserve increases, the central information and orientation center currently operating

out of the Gen. O. O. Howard House may be moved to a larger structure in the barracks or to another site along one of the primary visitor entrances to the National Historic Reserve.

Interpretation of the U.S. Army's history in this area will be enhanced by restoring and furnishing several rooms in each of the significant buildings to their appropriate historic period and use, creating a living history vignette of the army's varying roles. For example, one of the historic patients' wards, the operating room, or the administrative office in the hospital building could be restored and historically furnished to the period, with interpretive panels. Such restorations will not prohibit, and will be compatible with, other adaptive uses of the rest of each building, such as public commercial or private office spaces.

Pearson Field. The city-operated Pearson Air Museum will continue to be the interpretive center for the National Historic Reserve aviation story. The stories of the U.S. Army Air Corps and the civilian aviation history of the airfield and its connection to the country's aviation history will continue to be told through static and interactive exhibits and special programs. Special public events will highlight key historic events in aviation history, such as the annual Chkalov celebrations. Other events, such as a biplane fly-in, will continue to help visitors enjoy the site and learn about aviation history. The Pearson Field Historical Society will continue to be the day-to-day managers of the site and will be responsible for all onsite interpretive programs.

Columbia River Waterfront. The National Park Service will continue the development and installation of wayside exhibits in cooperation with the city and other Reserve Partners. The exhibits, which will be placed at the riverfront park and along the Waterfront Renaissance Trail, will focus on the use of the river by Native Americans, the story of the Oregon Trail and settlement by immigrants, the use of the waterfront for Hudson's Bay Company activities, and the broader story of the importance of the Columbia River through history as a highway of commerce. The Kaiser shipyard interpretive tower will continue to portray the Kaiser shipyards and the contribution of that enterprise to World War II war efforts. The trail will continue along the waterfront of the Columbia River Business Park. Additional wayside exhibits will be developed to present the Kaiser story.

Water Resources Education Center. This city-owned facility will continue to focus on education and interpretation to the community and the public about the important role of water, conservation, and the Columbia River ecosystem. Its education center will continue to serve as the interpretive and visitor center for this story and will continue to interpret through special and permanent exhibits, interactive computer networks, special events, and other programs. Auditorium space in this center will also continue to be available for lectures, meetings, and other programs. Wayside exhibits along the waterfront in this area will further interpret the importance and history of the Columbia River, focusing on natural history.

Media Recommendations

Media development in today's rapidly changing technological environment requires the involvement of professional media planners and designers to ensure solutions that effectively use available resources, respond to visitors' media expectations, and provide a quality experience. Planning teams from the National Historic Reserve or individual site planning teams involving National Historic Reserve partners and key constituents operating within the Reserve will ensure that objectives for media and programs were described and met. The basic interpretive media types that will be part of the interpretive program for the Vancouver National Historical Reserve include the following:

Audiovisual Media – Film, Slide Programs, and Multimedia Presentations. An introductory audiovisual program will be shown in the

Gen. O. O. Howard House. This program will highlight some of the most significant historic events and emphasize the overall concept of Vancouver's layered history. The program, or edited or expanded versions of it, could be made available as sales items or offered to area schools, public television stations, or tourism/ travel markets. Reserve Partners will coordinate with local groups and nonprofit organizations to develop such media to keep the historic story relevant, interesting, and alive.

The oral history program begun in 1995 by the "One Place Across Time" project (now the Vancouver National Historic Reserve Trust) will continue to capture the experiences of people who were actually part of some of the more recent events. These interviews, whether on audio or videotape, will have immediate and long-term value in current and future media and program planning.

Existing or new audiovisual programs at each subunit of the National Historic Reserve will focus in greater detail on site-specific themes. These programs also could be offered as sales items and made available to schools. Introductory programs about the National Historic Reserve could be presented on cable television channels in area hotel rooms.

Exhibits, Including Historic Furnishings. The Gen. O. O. Howard House and its exhibits will be the key public orientation center until a larger facility becomes necessary as visitation increases. Similar, but perhaps expanded, exhibits highlighting the themes and timeline of historic events and personages will be developed if the National Historic Reserve's central information and orientation facility was relocated to a larger facility.

The exhibits in the Pearson Air Museum are relatively new (1997), and with some additions they should continue to serve audiences of that facility well for years to come. Special or temporary exhibits will focus on particular aspects of Pearson and aviation history in or significantly affecting the Pacific Northwest.

Exhibits developed for the Vancouver Barracks unit will focus on key aspects of the political, military, cultural, and social history of that facility. A separate planning effort will be needed to select the most important stories for the various time periods. Some themes or stories might best be told through the use of historic furnishings. Entire rooms could be furnished to specific time periods compatible with the structures. These could include military offices, hospital wards, barracks, or mess halls. In other cases, life-size dioramas could display portions of historically furnished rooms or scenes. These will not depend on the period compatibility of the structure, and the displays could illustrate changes in aspects of military life over time. Some furnished rooms or exhibits could be equipped with reproductions of period objects. This will allow certain displays to be used by interpreters, perhaps in period dress, to bring the exhibits to life and potentially involve visitors in some interactive activities or demonstrations.

Historically furnished and restored rooms consistent with their historic use and time period will be developed in key adaptively used barracks buildings without compromising other adaptive uses in other parts of the buildings. In this way, visitors could experience historic Army uses in all significant buildings beyond the simple outside facade, while the building could still be adaptively used for other public and private uses.

Through consultation and active participation of affected American Indian tribes, other traditional associated groups, and subject matter specialists, specific story elements and media/program recommendations will be developed.

Personal Services – Direct Communication and Interaction. Interpretive programs conducted by NPS staff or partners will bring history to life in the National Historic Reserve. Guided walks, talks, demonstrations, evening programs, and informal contacts will be key methods for interpreting the history and significance of the National Historic Reserve. First person living history vignettes, programs,

or special events using individuals or reenactment groups could be developed in both indoor and outdoor settings. Such events and activities could capture aspects of military, social, civilian, or American Indian life related to the themes of the National Historic Reserve. Other special events throughout the National Historic Reserve could focus on holidays such as July 4 or Christmas or on seasonal activities that will be tied to the interpretive themes.

Guided tours will focus primarily on themes and resources within the boundary of the National Historic Reserve; however, some tours also will link to related sites in the community. Boat tours or walking tours along the waterfront will help visitors establish connections between the historic sites and the Columbia River.

Theatrical or musical performances staged indoors or outside could use talent from the community and the region to provide a series of theme-related cultural programs that will encourage repeat visitation.

Lecture series, seminars, institutes, and special courses could become a continuously changing and multifaceted part of the educational program offerings of the National Historic Reserve. Specific programs could address theme-related topics and provide for hands-on interactive activities that will enhance knowledge and skills. In addition to segments of the general public, programs could be developed for school groups, elderhostels, and college students. In consultation with area educators, many programs could be directly tied to specific curriculum requirements. Such programs will address a variety of audiences and will provide strong incentives for repeat visits.

Many activities and events will be staged in the subunit that best represented the event or interpretive theme. Special events will take place in areas best suited for the event needs. For example, the Chkalov Day celebration will take place at the Pearson Air Museum.

A series of regular training programs will be required to develop a strong, highly skilled interpretive staff. Programs will focus on the development of good interpretive and communication skills, special living history demonstration skills, and a strong knowledge base related to the themes and the operation of the National Historic Reserve. Periodically, training programs also could involve others from the community and region who deal with the visiting public or disseminate information about the National Historic Reserve.

Publications – Pamphlets, Books, Site Bulletins, Brochures. All marketing and information and orientation literature about the National Historic Reserve will have a unifying design or logo. Similar literature developed for individual sites also should convey the identity of each site with the National Historic Reserve. The NPS unigrid brochure design style will be used for brochures about the National Historic Reserve and the subunits.

Sales areas at the National Historic Reserve will offer theme-related publications and other items dealing with multitheme or National Historic Reserve-wide topics. Sales items at the subunits will mainly focus on site-specific interpretive themes; however, the individual sites also could carry a representative sample of items related to other subunits or to the National Historic Reserve as a whole. Theme-related publications at a range of prices and directed to different age groups and audiences also might be available at any outlet in the National Historic Reserve. Printed materials will be placed in hotel rooms, lobbies, restaurants, interstate rest stops, and other visitor attractions throughout the region.

A series of self-guiding tours will help link National Historic Reserve sites and create connections to theme-related sites throughout the community. Tours could be offered in printed or audio format. One such tour, a time-line trail, will allow visitors to follow the history of the National Historic Reserve chronologically.

Wayside Exhibits – Outdoor Interpretive Displays. Wayside exhibits will be an important part of interpretive programs. A unified design compatible with the various historic settings will be used for wayside exhibits and directional signs throughout the National Historic Reserve. Wayside exhibits will be formatted in the general NPS unigrid design for consistency and place identity throughout the National Historic Reserve. Directional signs will be easy to read and will effectively direct drivers and pedestrians to their destinations. Wayside exhibits will address the following:

- ***U.S. Army*** – A series of wayside exhibits will be placed along the Parade Ground and among the buildings to enable visitors to take a self-conducted walking tour and learn about the Army history at Vancouver Barracks. To tell the broad role of the U.S. Army's history at Vancouver Barracks, these exhibits will focus not only on extant structures, but on cultural landscapes and extinct structures. Waysides will also be placed near significant buildings such as the Army hospital and the Red Cross building to help tell their history.

- ***Fort Vancouver*** – Waysides consistent with the *Historic Site General Management Plan* will be developed to interpret the Company Village area and other cultural landscapes of Fort Vancouver and the Hudson's Bay Company.

- ***Pearson Field*** – A wayside exhibit in front of the Pearson Air Museum showing a historic scene of the Army Air Corps field will be a location point for visitors. Other waysides could be used to interpret the historic Administration and Armory buildings.

- ***Waterfront, Renaissance Trail, Water Resources Education Center*** – Wayside exhibits along the Columbia River will focus on Native American use of the river as a trade and transportation corridor, the Oregon Trail and the arrival of American immigrants, and the developments along the river and use of the river by the Hudson's Bay Company and the U.S. Army. Exhibits at the Water Resources Education Center will focus on the natural history and water ecology of the river.

Temporary and Traveling Exhibits. In addition to outdoor wayside exhibits, temporary and traveling exhibits may be developed to enhance the visitors' understanding of the site.

Electronic Media and the Internet. An attractive, informative interactive website will be developed. Students and other people from all over the world who were interested in history will be able to write in and have responses prepared by people with similar levels of knowledge. Virtual tours of the National Historic Reserve will be available to give people a sense of the area and access to detailed research information about specific sites and aspects of the history of the National Historic Reserve. The interactive website will be linked to the city of Vancouver, the National Park Service, the Reserve Trust, the Center for Columbia River History, and colleges and universities conducting research related to National Historic Reserve themes. There also will be links to related military, aviation, American Indian, historic preservation, and adaptive use sites in the region and elsewhere in the United States and Canada.

Management of Cultural Resources

Collectively, the structures, archeological sites, and landscape(s) within the National Historic Reserve will create for visitors a dynamic and highly visible link between the present and the past. More than 55 historic structures in the National Historic Reserve contribute to one of the four existing National Register Districts and are eligible for the comprehensive National Register of Historic Places district nomination that is being prepared. Numerous and varied archeological sites mark past places and activities in the National Historic Reserve. The landscape setting that unifies these features is a

mosaic reflecting a continuum of human use. Cultural resource management in the National Historic Reserve will preserve and perpetuate these exceptional resources. The Reserve Partners face major challenges in managing the historic buildings, archeological sites, and landscapes, but these historic properties also provide exciting opportunities for preservation and for visitor use, appreciation, and interpretation.

Guidance for the treatment of historic properties[1] is provided by the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation* (appendix C in DO-28, 1983). These standards provide technical advice about archeology and historic preservation activities and methods, including preservation planning, identification, evaluation, registration, historical documentation (architectural, engineering, archeological), treatment of historic properties, professional qualifications, and preservation terminology.

Section eight of the above document sets out standards for the treatment of historic structures, including standards for their preservation, rehabilitation, restoration, and reconstruction. This section is also replicated in 36 CFR 68 and is known as: *The Secretary of the Interior's Standards for the Treatment of Historic Properties.*

In 1992 further, more detailed guidance was developed in cooperation with the National Conference of State Historic Preservation Officers. These more detailed standards, also focused on preservation of historic structures, are found in the publication entitled: *The Secretary of the Interior's Standards for the Treatment of Historic Properties, with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings,* by Kay D. Weeks and Anne Grimmer (NPS 1995).

[1] The term "historic properties" is an umbrella term for sites, districts, structures, or landscapes that are significant in American history, architecture, engineering, archeology, or culture and which are eligible for or listed on the National Register of Historic Places.

Historic Structures

Preserving the features of the historic properties that contribute to the national significance of the National Historic Reserve is a major component of this plan. The best means of preserving historic buildings is to keep the structures occupied and in use. Most of the National Historic Reserve's buildings are in good to fair condition. Many have had some alterations over time to provide for new uses. The condition of the materials and finishes of the buildings varies across the National Historic Reserve. Officers Row structures and the Gen. O. O. Howard House recently have been rehabilitated and are in good condition. The U.S. Army has documented the condition and maintenance requirements of the Vancouver Barracks buildings. The rehabilitation of the historic structures at Pearson Field is underway.

Specific detailed studies (historic structure reports and materials assessments) are needed before appropriate treatments can be developed for individual structures. The documentation of selected structures to Historic American Buildings (HABS) or Historic American Engineering Record (HAER) standards might be required before rehabilitation and adaptive use could begin. Rehabilitation of structures will include provisions for the highest feasible level of access for visitors with disabilities, consistent with the preservation of the properties' significant historical attributes.

In accordance with sections 106 and 110 of the National Historic Preservation Act, and based upon an assessment of best use, buildings in the National Historic Reserve could be removed or relocated.

Treatment Methods. The *Secretary's Standards* describe four distinct, but related, treatment methods: preservation, rehabilitation,

restoration, and reconstruction. Each of these four methods will be used where appropriate, based on the property's significance, physical condition, extent of documentation available, and interpretive goals. Application of the standard will take into consideration the economic and technical feasibility of each project.

- ***Preservation*** will focus on the maintenance and repair of existing historic materials and retention of a property as it has evolved over time. Preservation will include protection, stabilization, and arresting decay.
- ***Rehabilitation*** will acknowledge the need to alter or add to a historic property to meet continuing or changing uses while retaining the property's historic character. Rehabilitation will improve the utility or function of a historic structure.
- ***Restoration*** will be undertaken to depict a property at a particular period of time in its history, while removing evidence of other periods. Restoration might be comprehensive or might focus on the exterior of the structure. Restoration, the most expensive form of management, will not be undertaken except in special cases where it was essential for public understanding and could be accomplished with minimal conjecture based on sufficient data.
- ***Reconstruction*** will recreate destroyed or nonsurviving portions of a property for interpretive purposes. Reconstruction, in which structures or landscape features are recreated to accurately depict them as they appeared at a particular time, will continue as part of Fort Vancouver's long-range planning when consistent with interpretive objectives.

Adaptive Use. Adaptive use – a use for a structure or landscape other than its historic use – will be planned for most of the structures in the National Historic Reserve. Adaptive use will be very important if these historic properties were to be maintained and preserved over the long term because unused buildings will be more susceptible to vandalism and decay. Adaptive use often will involve structural or landscape modifications (rehabilitation) to meet basic life safety codes and structural standards and to provide access for visitors with disabilities.

Another consideration in adaptive use will be the compatibility of the use with the structure. Adaptive use will include consideration of the building's condition and carrying capacity and the possible effects of any required modifications for fire and life safety, accessibility, and climate control.

New Construction

To preserve the character of the National Historic Reserve, new construction will be limited to the uses and functions that could not be accommodated in historic buildings. (Federal law requires that every reasonable consideration be given to using historic buildings for purposes compatible with their preservation and public appreciation.) Any new construction will be designed to be consistent with the National Historic Reserve's historic character and compatible with its purpose. All new construction also will be consistent with the *Secretary's Standards*. Proponents of new construction will have to demonstrate why existing structures at the National Historic Reserve could not meet the needs. They also will have to show that a new structure will fulfill a need and that there will not be significant adverse impacts on the visitor experience or historic setting.

Archeological and Ethnographic Resources

Historic archeological resources are known to exist in the National Historic Reserve, and the potential for discovering additional archeological resources is high. These resources can help document the early physical history of the area and enrich our understanding of past human

relationships and social and economic history. Unknown or poorly understood resources cannot be protected or managed effectively, nor can they be properly evaluated. Future National Historic Reserve-wide studies will be needed to properly care for these resources. For a listing of needed studies, see the later "Ongoing and Additional Studies" section.

The rehabilitation of historic structures and landscapes could compromise archeological features and destroy site context. During planning and before the final design of new or renovated facilities and infrastructure, appropriate archeological investigations will be conducted, and designs will consider results so that significant resources could be avoided during construction. Where sites could not be avoided, strategies to mitigate impacts on sites and features will be developed and implemented. Provisions for the care of sites or features discovered during construction will be included in project specifications, and the manager will comply with the discovery provisions of the regulations of the Advisory Council on Historic Preservation (36 CFR 800.11) if national register-eligible properties were discovered during the implementation of the plan.

Curation of Artifacts

The National Park Service will help coordinate the curation of archeological and architectural resources recovered from the National Historic Reserve, including museum objects and natural and cultural resource collections, study collections, archeological materials, records, field notes, photographs, oral histories, and documentary materials. Collections might include artifact types ranging from stone tools to hardware and trim used on early buildings. Exhibits, including historic furnishings, will also be managed as part of the museum collection. Fort Vancouver National Historic Site currently has a "scope of collections" statement that defines the purpose of the park's collections and prescribes the limits and use of museum objects. A similar document will be prepared for the National Historic Reserve to ensure that important artifacts and architectural details and other evidence of the past were adequately curated and to provide a consistent approach for collections management among the Reserve Partners. Other studies might be needed to identify appropriate storage space for the National Historic Reserve's collections. Such studies will include definition of appropriate and sustainable facilities.

The Reserve Trust will continue to manage the museum and collections of the Gen. O. O. Howard House in cooperation with the National Park Service.

The Pearson Air Museum collection of artifacts and archives will be maintained by the Pearson Field Historical Society. The National Park Service will work with the society to develop a scope of collections statement and a collections management plan.

Cultural Landscapes

The *Secretary's Standards* will apply to cultural landscapes as well as to historic resources. A cultural landscape might be used as it was historically, or could be given a new or adaptive use that will maximize the retention of historic materials, features, spaces, and spatial relationships. New plantings will be compatible with the remaining historic landscape features, and structural forms of minor facilities such as trails, walkways, benches, picnic tables, and comfort stations will be designed and sited in appropriate consideration of historic values, styles, textures, colors, and materials.

Landscape modifications will follow the recommendations of the *Cultural Landscape Report: Fort Vancouver National Historic Site* (NPS 1992a). Because the landscape of the National Historic Reserve is viewed as a historical continuum from fur trade times to the present, preserving of the form, materials and features of this landscape as it has evolved over time will

be a high priority. This approach will acknowledge growth and change while allowing for rehabilitation, restoration, and compatible additions for contemporary and future use.

The Reserve Partners: Cooperative Management and Decision Making

The National Historic Reserve will become a model for effective cooperation and management among the government agency Reserve Partners, who will work closely with private interests to preserve, interpret, and develop the historic resources of the National Historic Reserve for public benefit.

The overall coordination and management of the National Historic Reserve will be the responsibility of the four legislated Reserve Partners. The following initial strategies for cooperative management and decision-making will be defined by cooperative agreements, by-laws, or similar instruments:

- Each partner will retain its full authority and responsibility for the management of its lands and program responsibilities, and no single partner or group will act as a sole decision maker or spokesperson for the National Historic Reserve.
- The National Park Service and the city will take the lead in promoting cooperation through the development of written agreements between the partners outlining shared objectives and procedures for cooperative management.
- The Reserve Partners will meet regularly in public session at predetermined times through the year. The purposes of such meetings will be to discuss issues raised and recent accomplishments during the past quarter and to look at upcoming issues and events for the next quarter. The Reserve Partners and staff, the Vancouver National Historic Reserve Trust, and other public and private groups also will meet in regularly scheduled coordination meetings regarding the operation of the National Historic Reserve.
- Each of the Reserve Partners, the public, and interested groups will identify issues or request actions affecting the National Historic Reserve at the regular meetings of the partnership. It will be the responsibility of each Reserve Partner to make an initial determination of the applicability of the action or issue to the National Historic Reserve as a whole and its possible impacts on the other partners. This initial determination will be made on the basis of agreed-upon general criteria, which will include effects on: historic resources; cultural and visual landscape; surrounding neighbors, landowners or interests; or issues requiring the cooperation of the partners.
- Issues brought to the attention of the Reserve Partners will be addressed either at the regular public meetings or in a timely manner between meetings by regular contact, conference call, or special meetings of the Reserve Partners.
- Issues or actions that the Reserve Partners determined will affect the National Historic Reserve will be decided as a partnership by consensus. The definition of "consensus" will be developed and agreed to by the Reserve Partners; however, it will not mean unanimity, nor will it give any one Reserve Partner veto ability, unless provided by law. All significant decisions will be made or reported at the regular public meetings.
- Specific working arrangements of the Reserve Trust and the Reserve Partners will be established through cooperative agreements.

City of Vancouver

The city of Vancouver will continue to be responsible for the management and operation of properties owned by the city, including Officers Row, portions of Pearson Field, the Water Resources Education Center and

surrounding lands, and portions of Vancouver Barracks, consistent with final Army action on the disposal of Army property.

National Park Service

The National Park Service will continue responsibilities for the operation and management of Fort Vancouver National Historic Site, consistent with federal laws, regulations and policy. The National Park Service will have the lead responsibility to coordinate interpretive programs and assist in educational programs; volunteer programs, historical, archeological and ethnographic research; and curation throughout the National Historic Reserve. Pursuant to the Historic Preservation Act, the National Park Service also will ensure that cultural resource management practices for the rehabilitation of historic structures and landscapes were consistent with the *Secretary's Standards.*

U.S. Army

The U.S. Army will work to help preserve the historic and archeological resources of the National Historic Reserve and will assist in the development of interpretive and educational programs. The U.S. Army will assign representatives to assist in the coordination of day-to-day and long-range activities. The U.S. Army will remain an active partner in the National Historic Reserve in the support of interpretive and educational operations relative to the history of the military's role in the West and Pacific Northwest.

State of Washington

The state of Washington will be responsible for reviewing plans and adaptive use proposals and, consistent with its role under the Historic Preservation Act, it also will be responsible for developing mitigation for historic and archeological resources to ensure consistency with the *Secretary's Standards*. In addition, state-owned lands within the boundaries of the National Historic Reserve will remain part of the National Historic Reserve and will be managed consistent with state laws and regulations and with the purposes of the National Historic Reserve.

Partnerships

The Reserve Partners recognize the benefit of a private, nonprofit support and promotional organization that will function outside government agency processes. The Reserve Partners support the functions of the Vancouver National Historic Reserve Trust, a private, nonprofit organization made up of interested members of the community, volunteers, and staff to assist the partners in overall support, coordination of National Historic Reserve issues, public education, fundraising, and promotion of the National Historic Reserve's resources. The Reserve Trust will help the Reserve Partners achieve the objectives of the National Historic Reserve and will provide support and advocacy for National Historic Reserve management and developments. A cooperative agreement will be prepared between the Reserve Partners and the Reserve Trust to specify agreed upon operational roles and responsibilities. The following are examples of the functions of the Reserve Trust.

- Assume an advocacy role to support preservation, coordinated planning, capital development, community identity, education, cultural tourism and promotion, and endowments and investments.
- Support the National Historic Reserve and the Reserve Partners and affiliated agencies in developing and carrying out common goals and objectives relating to the *Cooperative Management Plan* and the purposes of the National Historic Reserve.
- Cooperate with business, industry, government agencies, and individuals to preserve, promote, and develop the National Historic Reserve and its programs.

- Generate financial support for National Historic Reserve capital projects, operations, and program endowments by initiating funding proposals to governmental organizations, foundations, businesses, and private individuals.
- Coordinate the implementation of capital work projects in the National Historic Reserve approved by the Reserve Partners, consistent with annual work plans, related budgets and other agreements and initiatives.
- Support the development of educational programs through cooperative agreements and facilitate the Reserve Partners in coordinating these programs.
- Oversee the administration and operation of the Gen. O. O. Howard House, including maintenance contracts, tenant agreements, and building use policies.
- Maintain communication and coordination with the Reserve Partners, city and county parks, other city and state departments, educational partners, and other nonprofit groups and organizations.
- Coordinate the production of informational materials about the National Historic Reserve, including brochures, maps, and other interpretive and educational material.
- Develop and implement projects, programs, and other initiatives as agreed upon and deemed appropriate by the Reserve Partners.

The Reserve Partners will continue to work with a variety of nonprofit and support organizations such as the Friends of Fort Vancouver, tribes and groups of Northwest American Indians, the Pearson Field Historical Society, and the Center for Columbia River History, public and private educational entities, as well as Clark County, the state of Washington, and Oregon historical societies or similar groups. Each of the Reserve Partners will work to involve other partnerships throughout the community, the region, and the nation to help achieve the objectives of the National Historic Reserve.

Maintenance

The maintenance of the portions of the Vancouver Barracks that will be transferred from the U.S. Army will be responsibility of the new property manager. These maintenance responsibilities will include maintaining the streets, parking areas, walking paths, grounds, and buildings for the barracks, as well as maintaining other areas in the National Historic Reserve. Building maintenance will involve ensuring that unoccupied buildings were protected from weather deterioration and continuing to maintain occupied buildings. The partners will explore opportunities for cost-sharing and cost-effective maintenance and upkeep of National Historic Reserve buildings and grounds. In addition, partnering opportunities will be explored wherever practical and feasible.

To help ensure that the maintenance of historic structures and landscapes will be consistent among agencies, guidelines for the entire National Historic Reserve will be developed. Existing databases containing information about the structures and their maintenance history will be expanded/ integrated to facilitate resource management and maintenance. Building maintenance actions will be recorded systematically. Such documentation will include the methodology and materials used in repairs. Unused buildings will be "mothballed" or stabilized to retard deterioration and vandalism until funding for rehabilitation became available.

Staffing, Development Costs, and Funding

Staffing

At first, staffing will maintain the level of operations that currently exists; however, a significant cooperative program will be added with staff support working specifically on National Historic Reserve issues. Each Reserve Partner will

provide in-kind support staff to help coordinate shared objectives and activities for the National Historic Reserve. In addition to in-kind help with existing staff, additional support staff for some of the Reserve Partners will be needed, as discussed in the following paragraphs.

The Vancouver National Historic Reserve Trust also will hire staff in addition to volunteer positions to carry out agreed upon functions and projects on behalf of the National Historic Reserve. Employees of either the Reserve Trust or the Reserve Partners will have expertise in such fields as listed below. The new staff will not be a new bureaucracy but will provide an essential technical and coordination function for the Reserve Partners. Such staff will be shared among the Reserve Partners and the Reserve Trust, depending on funding. The professional disciplines required to manage the National Historic Reserve are discussed in the next section. The staff requirements are shown in table 1, as are the responsibilities of the Reserve Partners and the estimated costs for the management of the National Historic Reserve.

TABLE 1: STAFFING

In-kind (Existing) Staffing		FTE = Full-time-equivalent position	
NPS	Management support	0.5 FTE	$40,000
	Technical assistance	0.5 FTE	$35,000
	Budget/administration assistance	0.5 FTE	$25,000
	Management Assistant	0.1 FTE	$10,000
City	Management support	1.0 FTE	$80,000
	Special events coordination	0.7 FTE	$40,000
	Marketing and promotion	0.7 FTE	$50,000
	Outreach education	1.0 FTE	$60,000
	Budget and/ administration assistance	0.5 FTE	$40,000
Army	Management support	0.2 FTE	$20,000
SHPO	Management support	0.2 FTE	$20,000
Total in-kind staffing		5.9 FTE	**$420,000**
New Positions			
NPS	Interpretation / visitor services	5.0 FTE	$180,000
	Historian	0.8 FTE	$50,000
	Archeologist	1.0 FTE	$65,000
	Resources Management	0.8 FTE	$40,000
	Facility Management	0.8 FTE	$40,000
Reserve Trust	Development program manager / coordinator	1.0 FTE	$70,000
	Fundraising and grants	1.0 FTE	$60,000
	Marketing and promotion	1.0 FTE	$55,000
	Administrative and clerical staff	1.0 FTE	$50,000
	Education coordinator	1.0 FTE	$60,000
State	Historical architect – section 106 compliance	1.0 FTE	$60,000
Total New Positions		**14.4** FTE	**$730,000**

NOTE: Staffing costs include salary and benefits in 1998 dollars.

Some of the staff may be provided by the Vancouver National Historic Reserve Trust or other nonprofit organizations, using a combination of some tax-based and private funding.

Disciplines Needed to Manage the National Historic Reserve

Development Program Management. Program management will include directing, managing, and coordinating development programs, including the rehabilitation of the Vancouver Barracks; waterfront development; access, circulation, and parking improvements; and landscape improvements.

Coordination of Interpretation and Education. Responsibilities will include directing and coordinating interpretive, educational, and research programs and supervising interpreters.

Historical Architecture. Responsibilities will include establishing specific building rehabilitation standards and reviewing rehabilitation proposals to ensure consistency with *Secretary's Standards*.

Archeology/Curation. Responsibilities will include compiling existing archeological data, evaluating significant resources, curation of materials, and developing mitigating measures to minimize adverse impacts on the resources of the National Historic Reserve.

Fundraising and Grant Preparation. Responsibilities will include overseeing fundraising programs in the community from private and corporate sources. Other sources of funds will be sought from private, public, and corporate grant programs and foundations.

Marketing and Promotion. The promotion and marketing of the National Historic Reserve is a separate function that will help the National Historic Reserve's financial feasibility by identifying ways to inform people from different geographic, demographic, and economic backgrounds about the National Historic Reserve and to tailor its programs to be of interest to a variety of user groups.

Interpretation. Interpreters will conduct programs at the Gen. O. O. Howard House, the Vancouver Barracks, and the Columbia River Waterfront.

Facility Management. Facility management will include the maintenance of the National Historic Reserve's buildings and grounds.

Administrative and Clerical Staff. Administrative and clerical employees will be responsible for office management and budget.

The range of staffing and operational costs will depend on the degree of direct management by the National Park Service and the U.S. Army versus the degree of NPS financial and technical support to cooperators to manage the resources of the National Historic Reserve. Paid employees of the Vancouver National Historic Reserve Trust will initially be partially funded from federal and other tax-based funds; however, it will be expected that this staff eventually will be funded mostly through private donations and fundraising. Special projects or actions requiring identified support from the Reserve Trust staff will be compensated on a cost basis by one or all of the Reserve Partners.

Development Costs

Exhibit/interpretation, development, and rehabilitation costs for the Vancouver Barracks buildings were estimated in the draft plan using as a basis the layaway economic analysis (LEA) that has been developed by the U.S. Army Corps of Engineers, Construction Engineering Research laboratories. The LEA program was designed to provide an easy-to-use, comprehensive tool for estimating and comparing the costs of various alternatives for evaluating groups of excess facilities. The details of the estimated interpretation and exhibit costs are shown in table 2.

Since the publication of the draft plan, E. D. Hovee & Company, a consultant, was contracted by the Reserve Partners to prepare an independent financial analysis and preliminary

TABLE 2: COST RANGES FOR INTERPRETATION AND EXHIBITS

Item(s)	Cost Range	
Exhibits (2,500 sq. ft. – includes planning, design, and construction)	$482,500	$650,000
Wayside exhibits (10 to 15)	$70,000	$180,000
Information kiosks (four)	$50,000	$60,000
Video (10 to 15 minutes)	$149,000	$149,000
Planning ($13,000)		
Production ($130,000)		
Equipment ($6,000)		
Video projection theater (equipment)	$98,000	$125,000
Publications	$120,000	$269,000
Brochures ($22,000 to $74,000)		
Handbooks ($98,000 to $195,000)		
TOTAL	$969,500	$1,433,000
NOTE: All cost estimates are in 1998 dollars.		

cost estimates for the adaptive reuse of the Vancouver Barracks. The independent financial analysis results (part of table 3 below) for the Vancouver Barracks reflect adaptive reuse cost estimates. The west-side barracks economic analysis was derived beginning with an assessment of existing building and site conditions followed by an estimate of costs associated with stabilization, code/tenant-ready upgrades, and adaptive reuse on a building-by-building basis. Analysis of east-side barracks cost estimates (not developed on a building-by-building basis) used per-square-foot estimates derived from comparable building types at the west-side barracks. Actual renovation costs may vary greatly due to the condition of the buildings, renovation or repair needs that can only be determined after more detailed evaluation and sometimes after construction is initiated, required building code compliance, and the use of the structure.

The site work estimates include all sewer, water, stormwater, landscaping, site furnishings, and street upgrades. These estimates were derived from the building sizes. These estimates assume that rehabilitation work will be accomplished as one project.

Development costs include the preparation of detailed design drawings, construction documents, construction, construction supervision, and contingencies. More detailed cost estimates will be prepared as development planning proceeds. Building uses for lodging, retail, and museum functions could involve additional costs depending on the specific requirements for each use. Rehabilitation of the west-side barracks buildings assumes that future building use will be approximately 20% for public interpretive space, 40% for private commercial/institutional/retail/lodging, and 40% for private office/residential use.

Costs will be shared by the federal government, the state, the city, nonprofit groups and organizations, and private investors, corporations, and businesses. The federal government share could be allocated from the U.S. Army, the U.S. Army Reserve, the Department of Defense, the National Park Service, and/or the Department of the Interior, other federal agencies, or a specific congressional authorization. City of Vancouver costs could be funded from the general funds, specific department funds, or various types of bonding authorities. The private sector funds could be part of private sector development of specific buildings or portions of buildings or private donations. In addition, various

TABLE 3: DEVELOPMENT COST SUMMARY

Item(s)	Cost	Total Costs
Vancouver barracks rehabilitation and preservation*		
West side barracks rehabilitation and preservation *	$20,518,000	
West side barracks sitework*	$11,352,000	
East side barracks rehabilitation and preservation*	$29,656,000	
East side barrack sitework*	$14,857,000	
Subtotal		$76,383,000
Shuttle route, historic walking loop trail improvements*		
Sidewalk paving	$1,762,000	
Street furniture (benches and trash containers)	$78,000	
Street signs	$10,000	
Site identification signs	$32,000	
Subtotal		$1,882,000
Trail improvements (paving and signs)		$1,118,000
Pedestrian overpasses (SR 14 and I-5)		$4,500,000
Highway mounted Historic Reserve identification signs (two)		$10,000
TOTAL FOR INTERPRETATION AND EXHIBITS	$969,500	$1,433,000
TOTAL DEVELOPMENT COSTS		**$85,326,000**

Note: All cost estimates are in 1998 dollars except barracks rehabilitation costs, which are in 1999 dollars.

* Gross construction costs include advance and project planning, surveys, comprehensive design, construction drawings and specifications, and construction supervision.

foundation and government grant programs will also be used to fund portions of Historic Reserve development, preservation, interpretation, education, and use.

Development cost estimates do not include annual operation of the existing preservation programs and visitor use programs and facilities in the Historic Reserve such as Fort Vancouver National Historic Site, Pearson Field, Officers Row, and the Water Resources Education Center. Each of these facilities will continue to use existing fund sources and authorities for their operations; they are not included in the projected cost estimate for new Historic Reserve programs.

As part of building leases, some interpretive and exhibit space will be provided. Development costs do not include the shuttle bus system or remote parking areas. More detailed studies and coordination with owners of nearby development will determine future costs.

Funding and Revenue

The adaptive use, development, visitor services, and management of the National Historic Reserve will be financed through a combination of a variety of public and private funding sources. Federal funds currently authorized by Congress for operating the National Historic Reserve are $400,000 per year; development funds of $5 million were authorized in 1997. Additional operational and development funds will be requested in conjunction with other funding sources, including the following:

- federal appropriations
- public and private grants
- education grants
- state and local tax-exempt and taxable bonding authorities
- special funds for infrastructure improvements such as water, electric, and natural gas lines
- possible U.S. Army disposal program funds
- possible U.S. Army Reserve adaptive use infrastructure assistance

[NOTE: the 70th Regional Support Command (RSC) funds can only be used for soldier readiness, including maintenance and repair of government owned facilities. 70th RSC funds can not be used to support non-USAR activities. This plan does not commit the federal, state, or local governments to any expenditures beyond those duly authorized by legislation, authorization, and appropriation procedures.]

Other revenue sources could include user fees generated through admission, parking, and shuttle buses. Market rate lease revenues will be generated by adaptively using structures.

Boundary Adjustments

Several boundary adjustments were considered during the preparation of the report of the Vancouver Historical Study Commission. Conditions and factors contributing to the decision to not include these areas have not changed. The principal factors considered were ownership, significance, proximity to the National Historic Reserve, condition of resources, opportunities for visitor use and education, and suitability and feasibility of being managed as part of the National Historic Reserve.

Ongoing and Additional Studies

Studies Related to This Planning Effort

The following studies have begun or are expected to begin in the near future and will provide information critical to determining the feasibility of the development and interpretive program set forth in this plan.

Economic Feasibility of the Adaptive Use of Barracks

A study of the economic feasibility of adaptively using the barracks will be contracted by the city or a nonprofit group to provide the detailed economic analysis of the costs and financing options for the National Historic Reserve.

Cultural Landscape Report

The Columbia Cascades Support Office of the National Park Service is preparing a cultural landscape report for portions of the National Historic Reserve that were not addressed in the *Cultural Landscape Report: Fort Vancouver National Historic Site* (NPS 1992a).

Historic Research Bibliography

A historic research bibliography will record information sources on historic research of the Vancouver Barracks.

Physical Histories of Buildings

Historic resource studies will survey selected building interiors, exteriors, and features.

Historic Resource Studies

A social history of selected buildings will be prepared to help tell the various stories related to the buildings, including who lived and worked in the buildings, what important activities took place in them, and how they were used over time.

Army Baseline Survey and Environmental Assessment

The U.S. Army will direct the preparation of a baseline survey and environmental assessment, which will identify any impacts of the excess, disposal, or reuse of the Vancouver Barracks.

Further Studies Recommended

The following studies are also recommended.

Transportation Study

A transportation study is needed to address access and circulation, shuttle bus feasibility, and parking. The study also will investigate the feasibility of reducing and redirecting traffic on Evergreen Boulevard, 5th Street, and Fort Vancouver Way.

Fort Vancouver General Management Plan

The National Park Service has begun the process to prepare a general management plan for Fort Vancouver National Historic Site. This plan will address specific issues for the lands that are managed by the National Park Service and integrate visitor use and land management for the fort with the National Historic Reserve's cooperative management plan and other plans that have been prepared by Reserve partners.

Interpretation Implementation Plan

Once the preferred direction of the National Historic Reserve's *Cooperative Management Plan* is established and some of the development decisions have been determined, the Reserve Partners will initiate a specific interpretive implementation plan. The Reserve Trust will facilitate the development of an overall

integrated educational program. The implementation planning will include a plan for wayside exhibits throughout the National Historic Reserve to identify the key topics and locations for interpretive wayside exhibits. The plan also will recommend the type and placement of information and orientation exhibits and whether displaying changeable information will be warranted. Wayside exhibits will convey unity in design, which will help relate the National Historic Reserve concept and will not detract from the individual identity of each participating unit

Cultural Resource Management Plan

An integrated plan for managing cultural resources will be developed for the entire National Historic Reserve. This plan will not be a decision document, but it will provide managers with the information and guidance needed to make appropriate decisions about the management of cultural resources in the National Historic Reserve. The plan will summarize laws, regulations, and directives applicable to the subunits (see appendix E in the draft plan). The plan will contain an overview of area history and prehistory and identify, locate, evaluate, and classify the known resources. It also will identify specific future actions planned for the National Historic Reserve such as new construction, the revitalization of existing buildings, the demolition of buildings, the development of infrastructure, ongoing and routine repair and maintenance, and landscaping. The cultural resource management plan also will include a recommended program for the long-term management of the National Historic Reserve's cultural resources. In addition, the plan will identify the specific future objectives listed below.

- Update the condition assessment for all structures and significant or contributing landscape features.
- Develop a programmatic agreement to streamline the process for complying with section 106 of the National Historic Preservation Act of 1966, as amended.
- Develop a consultation plan to deal with Native American concerns.
- Complete an inventory of archeological resources throughout the National Historic Reserve.
- Test archeological sites with undetermined National Register of Historic Places eligibility.
- Resolve the significance of resources lacking state historic preservation officer (SHPO) determinations.
- Develop procedures to deal with the unanticipated discovery of archeological remains.
- Nominate eligible properties to the National Register of Historic Places.
- Maintain an integrated database to facilitate resource management and maintenance.
- Update the cultural resource management plan periodically.
- Analyze and describe future research needs.
- Develop a research program for the entire National Historic Reserve based on Reserve Partners' needs and resource conditions.
- Develop maintenance guidelines for the entire National Historic Reserve.
- Develop maintenance guidelines for historic structures.
- Develop a scope of collections statement.

Affected Environment

Cultural Environment

Prehistoric Resources

Overview

The region's varied cultural resources reflect a continuum of hundreds of years of history and prehistory. Since about 600 B.C.E., peoples we now identify as the Chinook claimed the area within the present National Historic Reserve and along the Columbia River as part of their territory. Hunting, gathering, and fishing, with special emphasis on the immense yearly salmon runs up the Columbia, provided the major source of economic subsistence for the Chinook.

Prehistoric Archeology

Several sites associated with prehistoric peoples have been found in the broader Portland area. Sauvie Island, just downstream from Fort Vancouver, was a major center for Native American trade. Archeological investigations within the National Historic Reserve area have been summarized by Thomas (1992). However, within the National Historic Reserve, recovered artifacts of Native American manufacture and features found in the excavations appear to be almost solely associated with the historic Hudson's Bay Company period.

Historic Resources

Overview

The Columbia River has served as the primary artery for exploration, settlement, commerce, transportation, and communication in the Pacific Northwest. In 1792, British explorers sailed up the Columbia, where they encountered the Chinook[an] peoples along the river. Thirteen years later, Lewis and Clark came down the river and found and described many of the same indigenous Indian groups. As the European explorers moved along and out from the Columbia, their competition for the area's rich resources helped set the stage for subsequent settlement patterns still evident today.

American John Jacob Astor's Pacific Fur Company established a fur trading post at Fort Astoria in 1811. Two years later the company's interests were sold to the British North West Company, which merged with the Hudson's Bay Company in 1821. The founding of Fort Vancouver by the Hudson's Bay Company in 1825 was partially a political strategy to keep territory north of the Columbia River under British dominion (Vancouver Historical Study Commission 1993). The site of the fort was chosen to take advantage of access to the Columbia River and the avenue of trade represented by the river. Development of Fort Vancouver "was a seminal event" in the development of the river basin (Ibid). The fort functioned as a commercial and provisionary center for the fur trade throughout the Pacific Northwest, as well as serving as an outpost of Western civilization. The Hudson's Bay Company played a major role in the Euro-American settlement of the Pacific Northwest.

During the Hudson's Bay Company period, the fort stockade on Fort Plain served as the administrative core of the site, with other features spreading out from this center. Higher ranking company employees lived within the fort, which also had buildings for storage and service for many aspects of fur-trading, industrial, commercial, and agricultural activities. Other facilities were located along the Columbia River and outside the fort. Gardens and orchards, cultivated fields, and pastures surrounded the fort. West of the stockade and the river road was the main portion of the Company Village (also known at one time as Kanaka Village). This was the Company's employee residential area, which included peoples from many different cultures such as Chinookans, Iroquois, Hawaiians, French Canadians, Scots, and British. Industrial development along the river included shipping

and storing goods, shipbuilding and repair, coopering, tanning, and distilling. Employee housing, sheds, and stables were also located along the river.

Under the 1846 treaty between Great Britain and the United States, the northernmost boundary of the United Sates was set at the 49th parallel, placing Fort Vancouver in U.S. territory. As part of a plan to establish military posts along the route settlers were following from the Mississippi River to the Columbia River, a military reservation was established overlooking the Fort Vancouver stockade in 1849. Over the next decade, sociopolitical events diminished the power of the Hudson's Bay Company in the Pacific Northwest, and the site was taken over by the adjacent U.S. Army garrison, named Vancouver Barracks in 1879. As the Hudson's Bay Company role waned, the area experienced significant changes as the U.S. Army's presence began to dominate development. By 1860 Army barracks and associated structures, the Parade Ground, and new roads had been added northwest of the fort, and little remained of the Company Village. Most of the former Hudson's Bay Company developments along the river had been cleared away by 1860, and the riverfront soon became part of the U.S. Army's quartermaster depot development, serving as a shipping and storehouse area.

Vancouver Barracks was a central command post during the Northwest Indian Wars. It served a major role in protecting avenues of trade, immigration, and resource extraction and was a mobilization and training center for Philippine-bound units during the Spanish-American War. It also served as the headquarters for the Department of the Columbia and mustered troops to protect American interests and citizens during the Klondike Gold Rush.

The expansion of the post in the early 1900s led to the construction of a number of new buildings at Vancouver Barracks, and additional construction took place during World War I. The Spruce Production Division, including a camp and a sawmill, was headquartered at Vancouver to take advantage of the abundant local spruce needed in the production of airplanes for the war effort. The Hudson's Bay structures had all burned by 1866, leaving open grassy fields southeast of the barracks. The spruce mill was established in this area, and level areas adjacent to the mill were used by early aviators. After the war, the Army Air Service managed and improved the grass strip airfield and dismantled the cut-up plant. Adjacent areas eventually were added to the strip, and the field became one of the stops for early air mail planes. Now known as Pearson Field, the airfield was a reservist flight training center until 1941; during World War II it was used for military operations. Deactivated after the war, the field was transferred to the city of Vancouver.

Housing at the post was expanded in the 1930s, and World War II brought new construction to the post because Vancouver Barracks served as a staging area for the Portland Port of Embarkation. The post was closed in 1946, but it was reactivated later in that same year as the headquarters of the Organized Reserve Corps of the Oregon Military District. Vancouver Barracks became a subinstallation of Fort Lewis in 1958.

In 1947 the former site of Fort Vancouver was excavated by Louis Caywood and Dr. Aubrey Neasham. It was designated as Fort Vancouver National Monument in 1948. Over the next three decades many of the fort buildings were reconstructed, and additional acreage was added to the site, which had been renamed Fort Vancouver National Historic Site in 1961.

Historic Archeology

More than 1.4 million artifacts, representing the largest Hudson's Bay Company collection in the world, have been recovered from Fort Vancouver and adjacent properties. The Fort Vancouver / Vancouver Barracks area also contains significant archeological resources associated with U.S. Army history. Most of these artifacts have been curated by the National

Park Service at Fort Vancouver. Some artifacts are located at Archaeological and Historical Services, Eastern Washington University, and at the Clark County Historical Museum.

The Pearson Air Museum at Pearson Field, which covers 23,500-square feet, combines a celebration of aviation history with hands-on demonstrations of the science and mechanics of flight. History and exhibits focus on the period from 1905 through World War II, when Pearson Field was the site of many aviation firsts. Displays feature a pictorial history of Pearson Field and historic artifacts and aircraft. The Pearson Air Museum operates as a cooperative partnership between the city of Vancouver and the National Park Service.

The center's black and yellow checkerboard roof recreates a bit of Pearson Field history. It duplicates roofs common at Army airfields during the "Golden Age of Flight," when pilots often needed visual guides to make a safe landing.

Although each succeeding development in the National Historic Reserve has overlaid and disturbed the remnants of earlier buildings, roads, wells, and privies, most of the area possesses great historic integrity due to the concentration and significance of the archeological resources. Past investigations have contributed enormously to historical and architectural knowledge of the area and hold exciting potential for future education, interpretation, and scientific knowledge. These excavations were essential to the accurate location and reconstruction of the stockade and fort buildings. Extensive archeological research conducted in the National Historic Reserve has generally focused on Fort Vancouver and Company Village. For a more in-depth summary of archeological investigations and findings see the archeological overview by Thomas (1992).

Archeological Sites

Most of the Hudson's Bay Company and U.S. Army archeological resources have not been investigated. These resources represent a wealth of untapped knowledge. Scattered remains along and in the Columbia River present additional possibilities to learn about the evolution and uses of the river from the 1820s forward.

Numerous archeological investigations have been conducted in the National Historic Reserve. These investigations are summarized in Thomas (1992). Other information has been provided by McGuff (1998). Before various structures in Fort Vancouver were reconstructed, archeological investigations located the remains of a number of buildings dating to the Hudson's Bay period and later periods, including: the bachelor's quarters, a beef store / general store, Chief Factor's house and kitchens, a cooper's shed and shop, the harness shop, a second bakery, an Indian trade shop/dispensary, a jail, a new office, a new store, the northwest bastion, an office, the Owyhee church, a schoolhouse, a chaplain's kitchen, a powder magazine, a provision store /the first fur store, a priest's house, a root house/general store, a sales shop, a second blacksmith shop/iron store/southeast bastion, a second carpenter's shop, a second fur store, the third bakery, a washhouse, and a wheat store. Adjacent to the fort, archeologists located root cellars and the orchard, Hudson's Bay Company barns, and a segment of Lower Mill Road. Along with historical documentation, these archeological findings provided the basis for the reconstruction of Fort Vancouver and the restoration of the area immediately surrounding the fort.

Archeologists also excavated a number of sites along the Columbia River and in the Company Village and pond area southwest of the present fort. These sites included the remains of a 19th century pond, several Hudson's Bay Company-era dwellings, the village/quartermaster depot, relocated U.S. Army buildings, a stock shed, boat sheds, a hospital, a cooper's shop, a salthouse, tanning pits, servants' houses, a

stockaded enclosure, the Charlebois dwelling and road, Little Proulx's house, the St. James Mission site, and Kanaka Billy's house. Many of these sites were later destroyed by the construction of the railroad and the interstate and state highway systems. Several sites lie beneath or have been displaced by 20th century military structures.

Within the Vancouver Barracks, garrison, and Parade Ground areas, archeologists uncovered evidence of a quartermaster stable, and quartermaster depot, along with the remains of the late 19th and early 20th century military occupation.

Testing for utility and transportation projects along Officers Row and Evergreen Boulevard revealed remains of a number of features and artifacts associated with the U.S. Army, including the cellar of a kitchen / washhouse, a log officers' quarters from 1850–65, foundations of officers' quarters dating to the period between 1870 and World War II, the bandstand, infantry barracks and privies (ca. 1880–1940), and the cellar of a 19th century U.S. Army building.

Historic Structures

The historic structures associated with Fort Vancouver, Vancouver Barracks, and Pearson Field reflect more than a century of American history. The dates of construction, size, design, location, and uses of these buildings are itemized in appendix C. These structures are within the four national register districts (see National Register District map).

The oldest buildings in the National Historic Reserve are situated in the Officers Row Historic District, which includes 21 buildings just north of and facing the Parade Ground. These company and field grade officers' quarters are of wood balloon-frame construction with wood siding and wide board trim. They represent rural residential architecture of the 1850s and 1880s. (The Grant house was originally of hewn logs, later covered with wood siding). These homes have basements, attics with servants' bedrooms, wide verandahs, and an excellent view of the Parade Ground and the river. The houses are set well back from the street and have large yards with good separation between the structures. Each house on Officers Row either is listed on the National Register of Historic Places or has been nominated for listing. The city of Vancouver rehabilitated the structures in partnership with private and other public interests. The current use of these buildings meets a variety of adaptive purposes.

The Vancouver Barracks were determined eligible for the National Register of Historic Places in 1979. Of the 42 structures in the national historic district, 32 were built between 1881 and 1936. The buildings reflect a broad spectrum of support facilities needed for a major Army post. Although the individual buildings are relatively modest in their architectural details, they display, in composite, a definite stylistic progression that conveys a sense of the post's general development during the late 19th and early 20th centuries (NPS 1986). Architectural styles begin with the 1849 Post Commander's quarters, now known as the Grant House (Northwest Vernacular), the 1878 quarters built for the Commander of the Department of the Columbia, now known as the Gen. O. O. Howard House (Italianate), the 1887 Commander of the Department of the Columbia, now known as the Marshall House, (Queen Anne style-Victorian). Architectural styles then continue to the turn-of-the century, classical-revival hospital (Building 614), headquarters building (991), barracks (buildings 638, 987, 989, and 993), and a gymnasium. The stark utilitarian construction of the World War I era is evident in buildings 753 and 748, and the quartermaster standard housing plans of the 1930s is reflected in buildings 641 and 642.

MANAGEMENT AREAS

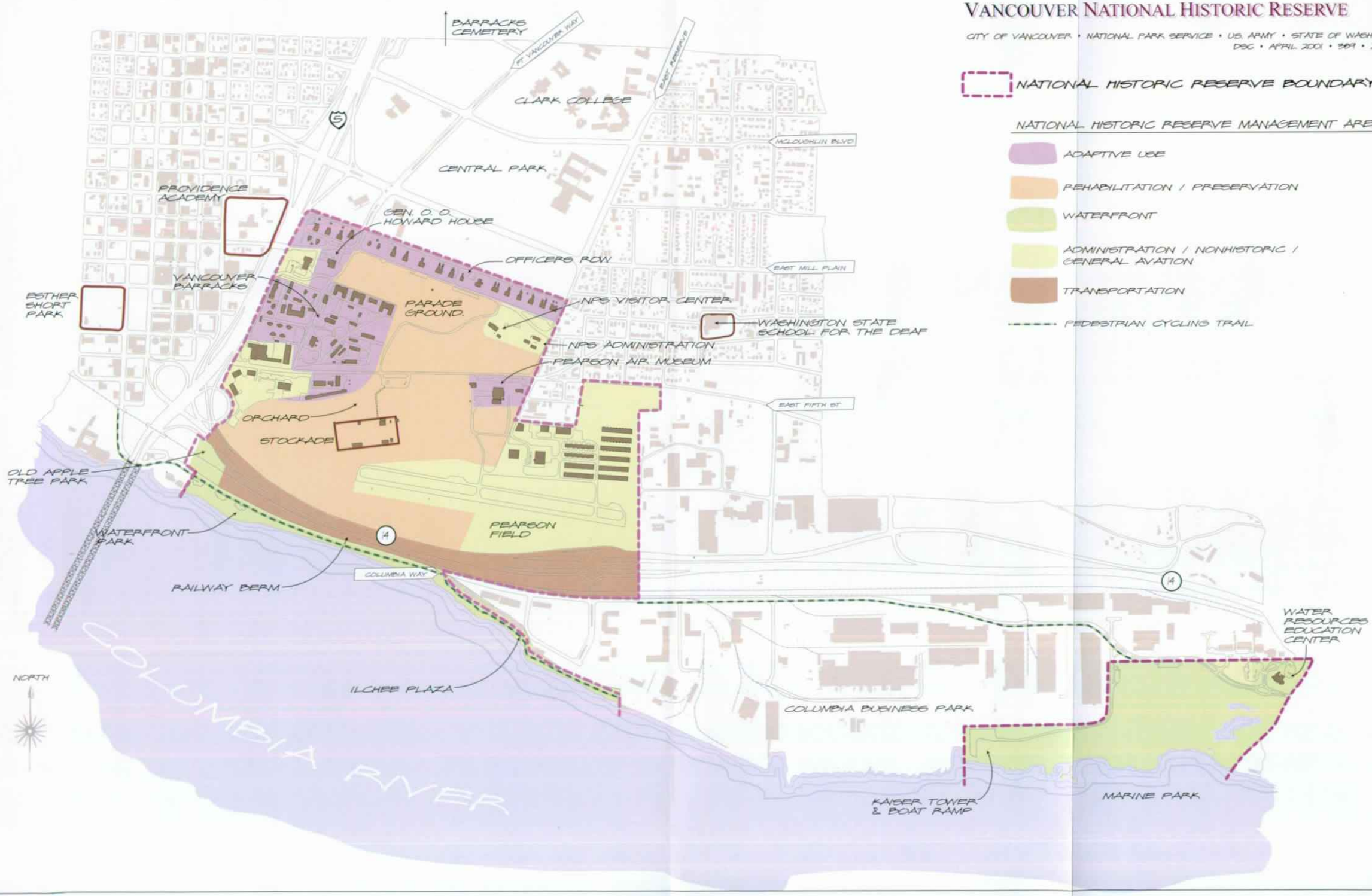
VANCOUVER NATIONAL HISTORIC RESERVE

CITY OF VANCOUVER • NATIONAL PARK SERVICE • U.S. ARMY • STATE OF WASHINGTON
DSC • APRIL 2001 • 369 • 20040B

NATIONAL HISTORIC RESERVE BOUNDARY

NATIONAL HISTORIC RESERVE MANAGEMENT AREAS

- ADAPTIVE USE
- REHABILITATION / PRESERVATION
- WATERFRONT
- ADMINISTRATION / NONHISTORIC / GENERAL AVIATION
- TRANSPORTATION
- PEDESTRIAN CYCLING TRAIL



Originally organized to ensure the orderly settlement of Oregon Territory, Vancouver Barracks gradually became the U.S. Army's principal administrative center in the Pacific Northwest. During the Spanish-American War and the two world wars, the barracks served as a major troop training facility, and they currently function as a training ground for the U.S. Army Reserve. The remaining buildings in the historic district have, since the time of their construction, constituted the post's administrative core. Symbolically and functionally, they represent the historic entity known as Vancouver Barracks.

Pearson Field is on a broad expanse of land south of Officers Row, east of Fort Vancouver, and north of the Columbia River. The field, which is now used as an active municipal airport, consists of one paved east-west runway sited on 150 acres of level, open land, bordered on the south by SR 14 and the Burlington Northern Railroad tracks. Light industry and residences abut the air field on the east.

Structures related to the development of Pearson Field are clustered in the northeast corner of the site. Building 189, a one-story wood frame building with a shallow pitched arch roof, was the original Pearson hangar built in 1921 and moved to its present location four years later. Building 102 (the historic Air Corps storehouse) is also a one-story structure originally built in 1904 as an ordnance storehouse for Vancouver Barracks. The Pearson Field office building (194) was built in 1918 as part of the Spruce Production Division mill, but it was moved to its present site around 1929 (Washington Office of Archaeology and Historic Preservation 1990). This one-story craftsman-influenced building, characterized by low-pitched side gable roofs, is northwest of the old hangar. These buildings form the core of the national register-eligible Pearson Field Historic District and contribute to its significance. Plans are underway to rehabilitate the buildings for use as curatorial storage, offices, and classrooms.

Within the Pearson Field historic district are a number of noncontributing structures and features, most of which are south and west of the historic structures. Among these are the current air museum (a former nonhistoric hangar), nine aircraft hangar storage buildings, and a number of other buildings associated with the post World War II period of construction. All noncontributing structures are to be removed by 2002.

Closely associated with the development of aviation in southwestern Washington and northwestern Oregon, the Vancouver Barracks, the Parade Ground, and the site of Pearson Field have been locations for aviation activities since 1905. As the area's first military and civilian airfield, Pearson served as a base for fliers who demonstrated both the practical benefits and the spectacular adventure of aviation in the decades before World War II (that is, from 1905 to 1941). The site was ideal for pioneer aviators and was the venue for a number of "firsts," including regional air mail, regular passenger flights, and aerial circumnavigation of the globe in 1924. The Chkalov Monument, located at the entrance to the Pearson Air Museum, commemorates the first transpolar flight of 1937.

Fort Vancouver National Historic Site is listed on the National Register of Historic Places. The fort lies between Vancouver Barracks on the west and Pearson Field on the southeast. For over two decades Fort Vancouver served as the headquarters and depot of the Hudson's Bay Company west of the Rocky Mountains and was the social, economic, political, and Euro-American cultural hub of the Pacific Northwest. The Hudson's Bay Company's influence also reached beyond the Pacific Northwest; the company was involved in international commerce with Russian Alaska, the Kingdom of Hawaii, and Spanish colonies to the south. The trading post also represented Britain's business and governmental interests in competition with the United States. The site includes eight reconstructed buildings inside a stockade/palisade and bastion; these structures represent the fort at the height of its development ca. 1845 and include a

blacksmith shop, a bakehouse, an Indian trade shop and dispensary, a washhouse, the Chief Factor's house and kitchen, a fur store/ warehouse, and a carpenter shop. The stockade itself was built of closely fitted vertical logs (mainly Douglas-fir) with horizontal crosspieces pegged or notched into the logs. By 1841, three gates led into the stockade. Most of the structures inside the stockade were constructed in the Canadian "post-on-sill" style.

The interpretive garden and orchard, the restored historic north gate road, the Parade Ground (with a reconstructed Army bandstand), and the open lands of Company Village are outside of but adjacent to the stockade walls, as are a modern residence, an administrative building, and a visitor center. Many other buildings were constructed by the Hudson's Bay Company, and later by the U.S. Army, but these are no longer extant. More information on the landscape and the evolution of the site is available in *Cultural Landscape Report: Fort Vancouver National Historic Site, Vancouver, Washington* (NPS 1992a).

Cultural Landscape

Today, Vancouver National Historic Reserve encompasses the primary core area once occupied by the administrative complex of the fort. The cultural landscape of the National Historic Reserve represents a long continuum of human use and development. Historically the natural landscape of the north shore of the Columbia River was a mosaic of plains, coniferous forests, streams, and lakes, with a view of the Cascade Mountains in the distance. Hudson's Bay Company operations were located here on a 25-mile-long stretch of low-lying river plains and adjacent forests because of the area's strategic location and the abundant natural resources in and along the Columbia River. The site was above the normal flood zone and had easy access to the river for water and transportation. There were open plains for cultivated fields and pastures. Dense coniferous forests to the west and north created a physical boundary and provided a ready supply of timber. Overall the development of Fort Vancouver was directly tied to the availability and location of natural resources; the forests, prairies, topography, and river all playing a role (NPS 1992).

Organization and Circulation

Modern development has encroached on the original forests and plains, with highways, railroads, residential areas, and industry forming visual, auditory, and political boundaries around the National Historic Reserve. However, the mix of open spaces, trees, roads, wood post fences, and historic structures within the National Historic Reserve continues to evoke visual and sensory images of the area's history. The reconstructed fort occupies the center of the plain; to the west and northwest are the massive structures of Vancouver Barracks, which are bounded on their west side by Interstate 5. Within the stockade, the reconstructed buildings and open grassy area offer a vignette of the historic scene.

The Parade Ground is a central focal point for Fort Vancouver, Officers Row, and Vancouver Barracks. On the north, just beyond Evergreen Boulevard, Officers Row overlooks the Parade Ground south toward the river. East of the Parade Ground, tree-lined streets separate residential development from the fort property. Beyond the fort and Pearson Field, to the southeast, are a few residences adjacent to several light industries. Fifth Street runs east-west across the western part of the National Historic Reserve, separating the older Vancouver Barracks buildings (on the north) from those associated with later developments (south of 5th Street). SR 14 and Columbia Way cross the southern part of the National Historic Reserve, isolating a small sliver of land along the river. Along the waterfront is a mixture of commercial development and open space, including Old Apple Tree Park. East Reserve Street and Fort Vancouver Way provide primary north-south access.

Vegetation

Turf and gravel occupy the open spaces within the Fort Vancouver stockade, the Parade Ground, and the Vancouver Barracks structures. Clusters of native and nonnative deciduous and coniferous trees are scattered across this gently sloping landscape. A few of the large native Oregon white oak and Douglas-fir trees near the Parade Ground and within the Vancouver Barracks probably date from the early Vancouver Barracks era and/or the Hudson's Bay Company era. Two Douglas-fir trees at the east end of the Parade Ground and the old apple tree in the city's historic Apple Tree Park are the only documented vegetation existing from the Hudson's Bay Company period (NPS 1992). The large maple trees planted in front of Officers Row on both sides of Evergreen Boulevard create a strong edge to the north side of the Parade Ground. The orchard was planted in 1962 on the site of the Hudson's Bay Company garden; an interpretive period garden lies east of the north gate road. West of the stockade, unmowed grasses, weeds, vetches, blackberries, and other shrubs and trees create a pastoral setting covering what once was a portion of the employee village. An open field of red clover borders the fort on the east. Pearson Field is largely open space with herbaceous ground cover.

Ethnographic Resources

The Chinook, an informal and loose confederation of small Indian nations along the lower Columbia River, dominated portions of the Oregon-Washington coast before Euro-American contact,. They were excellent traders with a wide network of trading partners. Contacts with the fur traders at Fort Vancouver helped to change Chinook concerns from procuring river products for their own use and trade to aiding European access to furs in exchange for Euro-American goods. Access to the trade goods at Fort Vancouver helped to bring prestige and economic independence to the Chinook of the Vancouver area. A Chinook Indian village known variously as "Sketcútxat" or "Katchutequa" (the plain) was located on the site of the World War II Kaiser shipyard.

Between 1830 and 1855 native populations were decimated by diseases such as malaria, small-pox, and measles, and the survivors were forced onto reservations. Among the Chinook survivors of the various epidemics were Indian women who had married Hudson's Bay Company employees. These families, along with other American Indians, Hawaiian natives, and traders from other areas, settled in the Company Village and along the river bank west of Fort Van-couver. By 1900 most of the remaining Chinook had merged with tribes such as the Tillamook, Kalapuya, and Mollala. Some Chinook descendants today live on the Grand Ronde Reservation in Polk County, Oregon (Tiller 1996). Combined legally as The Chinook Nation, the Chinook and the closely related Clatsop, Cathlamet, and Wahkiakum filed in 1979 for federal recognition as an Indian tribe (Kehoe 1992). No ethnographic sites have been identified within the National Historic Reserve, and it is not near any reservations or any areas determined to be lands ceded by Indian tribes.

From 1849 to 1879 Vancouver Barracks was the base of operations for military campaigns against regional tribes, and Indians from several different tribes – Sheepeaters, Bannock, Nez Perce – were imprisoned here. From August 7, 1877, until April 22, 1878, the military under General Howard held 33 Nez Perce Indians – men, women, and children – as prisoners of war at Vancouver Barracks. The circumstances of their imprisonment are unclear, but this group of Nez Perce may have been held as political pawns in the military campaign against non-Christian "renegade" Indians (Sinclair 1998, 25).

A stockade 15 feet high was built to hold the prisoners during the day, and at night they were locked in the small guardhouse. Historical accounts suggest the men worked on the roads or other physical labor, while the women

probably worked at domestic jobs such as sewing and weaving. One of the women and a baby died while imprisoned at Vancouver Barracks.

Significant Related Properties

The following historic properties are nearby and are directly related to historic events that took place at the National Historic Reserve. These properties are privately owned, not contiguous with the National Historic Reserve, and not nationally significant. However, the properties will continue to allow for expanded visitor opportunities and will help to explain the human stories of the National Historic Reserve.

- ***Providence Academy*** – The Providence Academy building and site was established by Mother Joseph in the 1870s on the present grounds of the academy as the House of Providence Convent, School, and Orphanage.
- ***Barracks Cemetery*** – The barracks cemetery is owned, operated, and maintained by the U.S. Army. It is not the original barracks cemetery, but it contains the remains of the military and their dependents dating back to the 1850s. When the barracks included Central Park, the cemetery was on the northwest corner of the barracks.
- ***Columbia Business Park*** – The Columbia Business Park site was previously the site of the World War II Kaiser company shipyard. This is the site of one of three major shipyards built by Henry J. Kaiser in the Portland/Vancouver area. Some large buildings remain; where massive ship sections were constructed. Also remaining on the site are a crane and several shipways where sections were joined, finished, and then launched.
- ***Grant Monument*** – At the triangular intersection of Davis, 5th, and R Streets is the 1927 stone monument erected to commemorate the potato patch planted by Gen. Ulysses Grant to "reduce the expense of the officers' mess."
- ***Central Park*** – The 640-acre Central Park is the remains of the barracks grounds. The area, which is managed by the city of Vancouver, includes active baseball diamonds, soccer fields, and tennis courts. It is also the site of Clark College and Hudson's Bay High School.
- ***Washington State School for the Deaf*** – The current site of the Washington State School for the Deaf is said to be the original site of the Hudson's Bay Company stockade. The stockade was later moved to the present location of Fort Vancouver National Historic Site, which gave more convenient access to the Columbia River.

Natural Environment

Clark County lies within a geographic basin known as the Willamette-Puget trough, formed by the Cascade and Pacific Coast Mountain Ranges. The climate in Clark County is influenced by this geography, which produces the wet, mild winters and moderately dry summers characteristic of the region. About 70% of the annual precipitation occurs from November through March. The mild, temperate climate has an annual average temperature of 50°F. (Columbia River Economic Development Council 1997).

Visitor Experience

Most National Historic Reserve visitors go to a single site without knowing what the other sites in the National Historic Reserve have to offer. The current visitor experience includes visiting individual sites and enjoying them as separate areas. Visitors acquire little knowledge or understanding of the many different, yet related, significant events that occurred in this area. Visitors can enjoy the city park setting of the National Historic Reserve, with its open spaces and mature, stately trees, and can make use of the wide recreational trail along the Columbia River. Most visitors do not understand what the National Historic Reserve represents or why it was established.

Visitors can enjoy the scenic drive through the National Historic Reserve on the tree-lined Evergreen Boulevard, Fort Vancouver Way, and 5th Street. Walking through the historic Vancouver Barracks District with its 42 historic structures and the 21-building Officers Row give one the feeling of being on an early 20th century Army post. Visitors also can enjoy the open space of the Parade Ground for relaxing, picnicking, or attending an occasional band concert. Also available are special events related to the history of Fort Vancouver and the Vancouver Barracks on the Parade Ground.

The existing sites can be difficult for first-time visitors to reach from Interstate 5. It is easy to drive to each site in the National Historic Reserve, but the number of vehicles on Evergreen Boulevard, 5th Street, and within the barracks detracts from the historic scene. The modern streets and parking in the Vancouver Barracks do not lend an atmosphere appropriate for understanding the historic significance of the barracks. The connection of the barracks and Fort Vancouver with the Columbia River is not easily understood because of the access and visual barriers of SR 14 and the railroad berm.

Socioeconomic Environment

Population and Economy

Clark County, the fastest-growing county in the Vancouver and Portland metropolitan areas, is in the Columbia River Gorge in southwestern Washington, approximately 100 river miles from the Pacific Ocean. The Columbia River forms the western and southern boundaries of the county. From the city of Vancouver on the Columbia River, the county spreads through a rapidly growing suburban landscape, across agricultural lands, and a network of cities and towns to the foothills of the Cascade Mountain Range. Vancouver, the largest city in the county, is the county seat. The city has significantly increased in size through annexation of adjacent suburban areas. Vancouver and parts of Clark County are within the greater Portland, Oregon, metropolitan area. The estimated 1996 population of the Portland metropolitan statistical area was 1.7 million.

Clark County and the Portland metropolitan area have a diverse economy with a broad base of manufacturing, high technology companies, distribution, trade, regional government, and business services. The ports of Vancouver and Portland are among the major deep-water ports on the Pacific Coast that connect the region and the more than 10 million tons of cargo that travel on the Columbia-Snake River system with the Pacific Rim. The Clark County and Portland metropolitan areas are known for a high quality of life, with easy access to neighborhood parks, open space, and national parks and forests. Regional and national travel and tourism are among the area's major industries, with a broad range of natural, historic, and recreational sites for visitors to enjoy. The travel industry is one of the largest, fastest-growing segments of the Washington economy. The major employers in Clark County are listed below:

Hewlett-Packard (computer printers) – 3,000
Fort James (pulp/paper) – 2,000
Vancouver School District – 2,000
Evergreen School Districts – 1,900
SEH America (silicon wafers) – 1,700
Southwest Washington Medical Center (health care) – 1,394
Clark County (government) – 1,300
Battle Ground School District – 1,100
Fred Meyer (retail sales) – 1,100
Bonneville Power Administration (power transmission) – 931

Neighborhood

Vancouver National Historic Reserve is adjacent to downtown Vancouver on the west, Central Park on the north, and the Hudson's Bay neighborhood to the east and northeast. The Hudson's Bay neighborhood could be affected by the future use and development of the National Historic Reserve. Studies are being conducted to identify a variety of methods to improve downtown Vancouver. A 12-screen theater complex adjacent to Interstate 5 has been completed, and the city's Economic Development Department has begun a 20-year downtown redevelopment program that is intended to improve and transform a 30-block area around Esther Short Park.

Central Park, formerly part of the Vancouver Barracks, is an extensive open space area that contains active recreation tennis courts and ballfields, wooded areas, and open fields. The area also includes Clark College, the Fort Vancouver Regional Library, and the public service building. A detailed design plan for Central Park was prepared in 1982 and is scheduled to be updated by the city.

Visitation

There are many historic and recreational sites in the Vancouver area and the greater region. These sites give some sense of the numbers of

tourists that travel near the National Historic Reserve. There is no way to project the number of visitors who will come to the National Historic Reserve in 2010 because of uncertainty of what will be developed over the next 10 to 12 years, the regional economy, the effects of nearby attractions, and the level and type of marketing activities by public and private organizations and groups. New facilities such as the National Historic Reserve and other recently completed sites in the Pacific Northwest have the added complexity of not having several years of visitation data from which to project trends. Table 6 shows 1997 visitation levels at selected sites throughout the region.

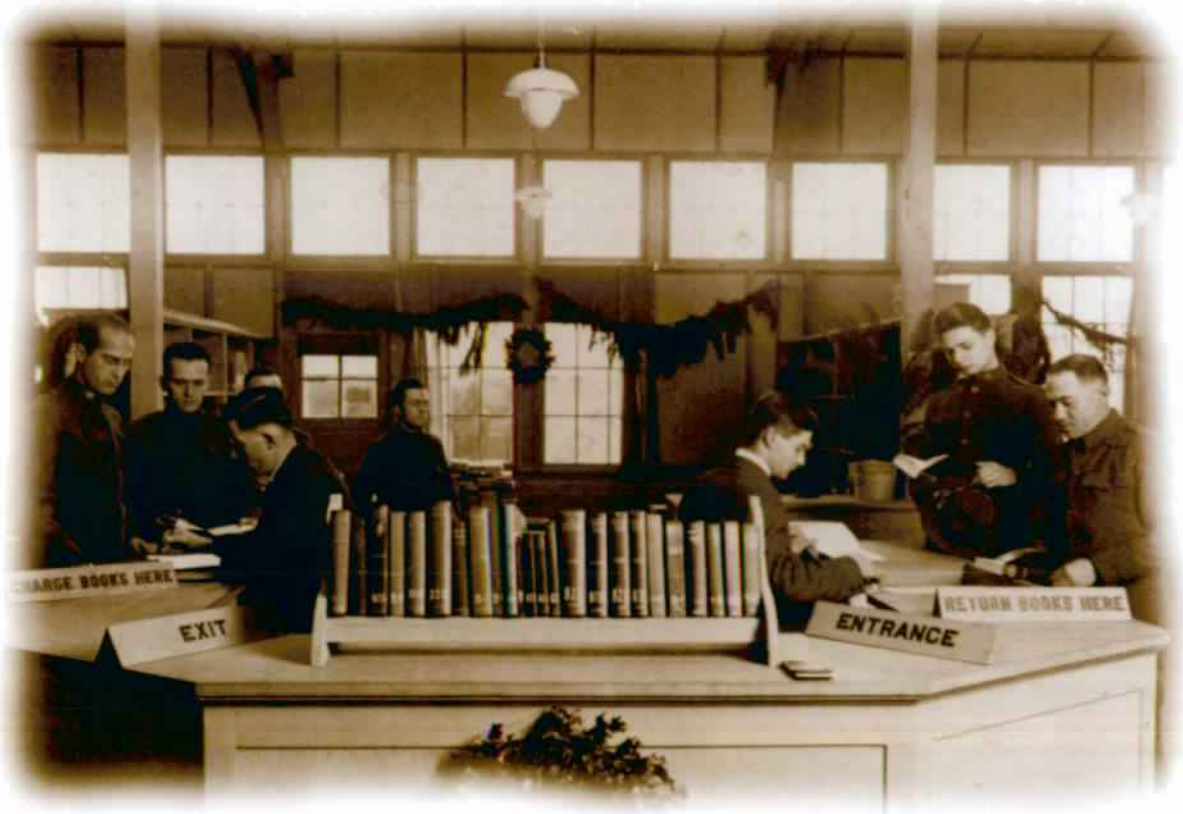
In addition to regional sites, community activities and events and educational programs attract many people to the region each year. The annual 4th of July festival at the Parade Ground is attended by between 40,000 and 60,000 people each year.

TABLE 4: SELECTED TOURIST SITE VISITATION

AREA	1997 VISITATION
Fort Vancouver National Historic Site	360,637
Visitor Center	49,467
Marshall House (total includes private parties)	31,811
Pearson Air Museum	25,000
Fort Clatsop National Memorial, Astoria, OR	199,822
Whitman Mission National Historic Site, Walla Walla, WA	77,601
Mount Rainier National Park	1,315,773
Fort Worden State Park, Port Townsend, Washington	1,200,000
End of the Oregon Trail Interpretive Center, Oregon City, Oregon	100,000
Mount St. Helens U.S. Forest Service Visitor Centers	
Mount St. Helens	602,000
Cold Water Ridge	652,000
Johnston Ridge (May–September)	486,000

CONSULTATION AND COORDINATION

APPENDIXES / SELECTED REFERENCES / PREPARERS AND CONSULTANTS



Appendix A: Legislation

Public Law 104-333; the "Omnibus Parks and Public Lands Management Act of 1996"

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 Study Commission and dated April 1993 as authorized by Public Law 101-523 (referred to in this section as the "Vancouver National 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 National 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 a 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.

Public Law 101-523, 1997–1996 Interior Appropriations

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

Appendix B: Pearson Field Economic Plan

Introduction

The purpose of this report is to provide an independent analysis of the financial forecast information for the operations at Pearson Field for the upcoming 25-year period. This report addresses the requirement of the National Historic Reserve establishing legislation to prepare an economic plan for Pearson Field. This forecast was prepared by the Airport administration and reflects an in-depth knowledge of the area, including economic and aviation-related issues. However, it must be remembered that forecasts are estimates of future activities. As the forecast progresses further away from the present day, the level of uncertainty increases. While forecasts are based on existing conditions and the best information available about anticipated future events and trends, they are an estimate and should be used as a guideline. Events and activities within the next few years can be estimated with a fair degree of accuracy, however sudden changes in the community or in the aviation industry can cause significant deviations from the forecast activity, even in the short term.

Pearson Field is located in Vancouver Washington, on the Columbia River, approximately 4 miles north and west of Portland International Airport. The land on which the airport is located is owned in part by the city of Vancouver and in part by the National Park Service and is adjacent to Fort Vancouver National Historic Site and within the Vancouver National Historic Reserve.[2]

Nearby airports (located within 10 miles of Portland International Airport) include Evergreen Field, Fly For Fun, Grove Field in Camas Washington, and Troutdale Airport in Troutdale, Oregon. The population for the Vancouver/ Portland area is approximately 1,600,000 people, and the area is experiencing significant growth.

Airport Revenues

The revenues used to operate Pearson Field are derived from various hangar rentals, land rents, tiedown fees, fuel flowage fees, lease income from office and other building rental, interest on cash balances and minor other miscellaneous sources. Rental income from various types of hangars makes up approximately 85% of the total revenues, and it is expected to remain at that level. Any expansion of the facilities at Pearson Field is seriously constrained. By agreement with the National Park Service, Pearson Field will limit it's facilities to 175 based aircraft. Future expansion of this airport is also limited by the development to the north and east, Fort Vancouver to the west, and the Columbia River to the south. The practicalities of future expansion are being reviewed and will be included as part of the Airport Layout Plan update, which is currently underway.

Hangars at Pearson Field enjoy an almost 100% occupancy. In discussions with the airport manager, he indicated that for the first time in approximately 15 years there is no waiting list for hangar space at the airport. He also said he has experienced vacancies in a few units. However, it is reasonable to assume that this is a temporary situation. Growth in population in the area means an increased number of pilots locally and an increased number of general aviation aircraft. In 1990, the *Washington State Continuous Airport System Plan* noted 1.68 FAA-registered general aviation (GA) aircraft per 1,000 population. This figure reflected the severely depressed market in GA Aircraft at the time and few new aircraft coming on-line. It provides a conservative basis for estimating the number of hangar/ tiedown spaces that will be needed in the area.

The Vancouver/Portland metropolitan area has experienced approximately an 8% growth rate in recent years which is expected to continue. This means that facilities will be needed to

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[2] Federal legislation directs the National Park Service to permit general aviation on its portion of Pearson Field until the year 2022, during which time a plan or method for transitioning from general aviation aircraft to historic aircraft is to be completed.

accommodate 215 additional general aviation aircraft in the area in the next year alone. In addition, Evergreen Field is threatened, and if it is closed, that means that the 225 aircraft based there will have to relocate to another field. With the increasing pressure from population growth and the number of accompanying aircraft, the limited number of facilities for aircraft in the area, and the economic pressure to convert existing airfields to developments with a higher financial return, it is a reasonable conclusion that the hangars at Pearson Field will continue to exhibit close to a 100% occupancy rate. It is also reasonable to expect that equitable increases in rental rates will exhibit a negligible fluctuation in occupancy.

In working with the National Park Service to create and preserve the Vancouver National Historic Reserve, Pearson Field is relocating the hangars on the west side of the field to the east side. This project includes demolishing the older wood frame/metal sheathing T-hangars with asphalt and dirt floors and building new T-hangars that are all metal with concrete floors. This will provide modern and attractive accommodation for aircraft in an extremely convenient location. Based on this information, the forecast of 100% occupancy and an 8% increase in rental rates every two years appears reasonable.

Pearson Field also has three large hangars that can accommodate larger aircraft or several smaller ones. One of these hangars is leased to the fixed-based operator. Another hangar is shared by a civic organization and an individual. The third large hangar is currently located on the west side of the field and is scheduled to be moved in 2002. While T-hangars are easily rented and provide a steady income stream, occupants for the large hangars are more difficult to find, and these hangars have a higher vacancy rate. Predicting periods of vacancy and loss of revenue for these hangars over a 25-year period is difficult if not impossible. To allow for the reduced rents from vacancies, the annual revenues forecast following the relocation of this third hangar building is significantly reduced from its "pre-move" levels. To compensate for the higher vacancy and difficulties in renting the larger hangar buildings, the increase in rental income for these buildings is computed at 1% every two years.

Other income sources include land rent, tie-downs, fuel flowage fees, and a miscellaneous category. Each of these sources is forecast at a stable rate with no increases for the forecast period. This approach is highly conservative, and it will be reasonable to expect some increase during the forecast period. The final source of revenue noted is interest on the cash balances. This appears to be calculated at approximately 5% of the beginning cash balance and reflects the airport's participation in the city's cash management program.

Expenses

For the purpose of this analysis, expenses were divided into three categories. The first category includes general operating expenses such as salaries, utilities, supplies, repair and maintenance, professional services, and insurance. The second category includes debt and lease payments, and the third category includes only capital projects.

In general, the operating expenses reflect adequate increases over the forecast period based on current economic conditions. Salaries increase at approximately 3.5% to 4% per year. Since a basic assumption of this forecast is that the airport will develop and maintain capacity for 175 aircraft over this entire period, it is additionally assumed that the present staffing level is sufficient and not anticipated to grow. Therefore, these increases appear to be based on the current inflation rate and are considered to be reasonable. This constant rate does not allow for salary fluctuations that are common with employee turnover. However, employee turnover is impossible to predict; it is mentioned here only as an example of an event that can materially alter a forecast.

Forecasts for supplies, utilities, and miscellaneous expenses seem to be based on historical performance and show regular, incremental increases every year. These increases are considered reasonable and adequate. Professional services include engineering fees for planning, development, and construction of airport facilities. Under the operating expense category, it is assumed that these fees cover minor projects only and do not include engineering fees for capital projects. Utilities such as telephone, water, sewer,

electricity, and groundwater drainage are either a municipal function or otherwise regulated and can be expected to display consistent periodic increases. While a sudden, significant increase in this group of expenses is possible, it will be in response to a decisive change in the economy, the community, or the industry and will have significant impact on other portions of the forecast also.

The budgeted amount for repair and maintenance begins in 1997 at approximately $30,000. The following year the amount decreases by half, slowly increasing until 2003, when the amount is reduced again by approximately 25% and then has regular, incremental increases. This pattern reflects the savings anticipated from the demolition of the old hangars on the west side of the airfield and the construction of new hangars on the east side of the field. The hangars to be demolished are made of wood frame with metal sheathing and asphalt floors. The new hangars will be all metal with concrete floors and will require significantly less maintenance. From discussions with the airport manager, the amount budgeted here is anticipated to cover maintenance on the airport buildings and does not include the pavements. Given this assumption and the replacement of the older hangars with new lower-maintenance structures, this amount appears reasonable.

The insurance forecast shows a sharp increase in 1999–2000, from approximately $12,000 to $15,000 annually to $44,000 per year for that period. The premium is then forecast to return to approximately $15,000 per year and exhibits regular, incremental increases thereafter. The airport manager stated that the airport was self insured, with the insurance administered by the city's risk manager. In 1996, the airport sustained a loss from heavy flooding. This loss is reflected in the premium in the following biennium and explains the sharp increase in 1999–2000. The basic premium with no losses is approximately $15,000 annually, as reflected in the rest of the forecast. Trying to predict an insurance loss is best left to actuaries and underwriters. While it is entirely possible that the airport will not incur another loss during the forecast period, 20 years is a long time to go without an insurance "event". In order to provide a conservative estimate of cash flow, the airport might consider a provision for insurance losses.

The second category of expenses is lease payments and debt service. The airport has acquired debt financing to construct the new hangar facilities. The forecast indicates the expenditure for new T-hangars of approximately $2.2 million in 1997 and $2.1 million in 1999. These are 20-year notes that will be paid off in 2016 and 2018. The loan documents were not reviewed as part of this analysis; however, the repayment schedule appears reasonable and normal.

The airport is currently leasing some land on the west side of the airport, where some of the hangars are. With the construction of the new hangars on the east side and the demolition of the old hangars, this lease obligation will stop in 2003.

The final category of expenses to consider is capital improvements. Examples of these types of expenses are constructing new hangar facilities, relocating one of the large hangars, demolishing the old hangar buildings, constructing taxiways, runway/taxiway/apron coatings, overlays, adding or replacing runaway or taxiway lighting systems, and installing navaids. As discussed earlier, this airport is significantly constrained for future development. These constraints reduce the number and types of capital projects appropriate for this airport, but they cannot be entirely eliminated. The mild climate of western Washington means that pavement structures in this part of the state last longer than those in eastern Washington and allows for a less aggressive pavement maintenance program. In order to provide a complete financial forecast, the airport should consider estimating capital maintenance expenses and including them in the forecast. The Aviation Division of Washington State Department of Transportation can provide assistance in this area financially and in expertise. To get a rough estimate of type and cost of these expenses, the aeronautics program manager at the Aviation Division was consulted. Any cost estimates are subject to the square footage of pavement to be treated, the amount of cracking in the pavements, the price of petroleum, and the length of the runways and taxiways.

However, rough estimates were developed for this report and are included for consideration.

Airfield facilities (runways, taxiways, aprons, runway lighting, and navaids) have expected useful lives. Pavements in western Washington are expected to last approximately 20 years without treatment before an overlay is necessary. This life can be extended by applying regular fog seals and slurry seals. While the timing of the application of these pavement treatments is best left to the airport, in general alternating applications of a fog seal and a slurry seal every 3 to 5 years will significantly extend the life of the pavement. The cost of a fog seal for this airport was estimated at $3,500 to $5,000, and the cost of a slurry seal is estimated at $30,000 to $50,000. An overlay is estimated at $500,000. All estimates are in 1999 dollars.

Airfield lighting and navaids also have an expected useful life. Based on local conditions, lighting can be expected to last approximately 10 years. Different lighting packages are available, depending on whether state or federal criteria are used. Runway lighting provided with state assistance can be estimated through the state for approximately $4,500.

As stated earlier, these estimates were developed with the assistance of the Washington State Aviation Division. The update of the Airport Layout Plan that is currently underway will address these issues in significantly greater detail. Upon completion of the Airport Layout Plan, the airport may wish to include the recommended capital expenses as part of the forecast.

Summary

The financial forecasts for Pearson Field as presented by the City of Vancouver appear to be reasonable and, with the exceptions noted, complete. Revenues are forecast on a conservative basis and reflect the limitations of the airfield, as well as its desirable location and the anticipated growth for the area. Expenses reflect the anticipated economies over time of the new hangar facilities and the expectation of maintaining the facility at a fixed level. While capital project expenses have not been included in the forecast, cash balances are predicted to be positive in 23 of the 25 years covered and are adequate to cover these types of expenses, based on the information received from the State Aviation Division. It should also be noted that the current state aviation program has financial assistance available to airports for capital maintenance projects.

T- Hangar Increase 8.00% April ea even yr
Expenses other than Insurance 3.50%
Insurance 2.00%

PEARSON FIELD ECONOMIC PLAN
REVENUE AND EXPENSE PROJECTION

	1997	1998	Est 1999	Est 2000	Est 2001	Est 2002	Est 2003	Est 2004	Est 2005	Est 2006
BEGINNING CASH BALANCE	2,048,335	149,254	238,665	62,994	119,978	200,627	(7,099)	17,286	96,545	186,267
OPERATING REVENUES										
Gas Sales	2,274	2,822	2,822	2,900	2,900	2,900	2,900	2,900	2,900	2,900
Aircraft Tie-Down	904	2,076	2,076	2,100	2,100	2,100	2,100	2,100	2,100	2,100
Interest Earnings	7,773	15,079	11,900	3,100	6,000	10,000	(400)	900	4,800	9,300
Office/Bldg. Leases	51,432	59,857	59,857	60,500	60,500	46,600	40,250	40,700	40,700	41,100
Tie Down Land Rent/2 Hanger land lease	1,374	4,335	4,600	4,600	4,600	4,600	4,600	4,600	4,600	4,600
T-Hangar Rent	51,815	84,550	67,900	54,900	55,900	14,000	3 months only			
P Hangar end storage			960							
T-Hangar/Parsons	100,200	107,000	97,300	77,200	78,600	68,200	65,275	60,300	61,800	65,500
T-Hargar/Phase I	139,700	175,000	178,400	189,100	192,700	204,100	209,300	220,500	226,100	238,200
Reduction due to vacancies-7 units/12mo			(5,000)	(10,700)						
VADA reimbursement for vacancies		0	0							
Green Hangar	19,000	32,200	31,600	30,300	29,100	2,600	3 months only			
Miscellaneous	1,100	2,330	2,330	2,330	2,330	2,330	2,330	2,330	2,330	2,330
TOTAL REVENUES	375,572	485,249	454,745	416,330	434,730	357,430	326,355	334,330	345,330	366,030
OPERATING EXPENSES										
Salary/Benefits:										
Airpark Manager 60% after 1998	30,000	31,700	39,200	40,600	42,000	43,500	45,000	46,600	48,200	49,900
Part-time staff	1,824	3,792	8,300	8,600	8,900	9,200	9,500	9,800	10,100	10,500
Supplies	2,390	4,253	2,600	2,700	2,800	2,900	3,000	3,100	3,200	3,300
Professional Services	10,392	15,568	5,400	5,600	5,800	6,000	6,200	6,400	6,600	6,800
Communications	2,128	3,781	3,900	4,000	4,100	4,200	4,300	4,500	4,700	4,900
Insurance	11,376	7,538	43,900	44,200	14,500	14,800	15,100	15,400	15,700	16,000
Water/Sewer	2,355	1,485	2,000	2,100	2,200	2,300	2,400	2,500	2,600	2,700
Electrical	5,737	5,798	7,200	7,500	7,800	8,100	8,400	8,700	9,000	9,300
Repair & Mainterance	33,124	19,107	15,500	16,000	16,600	17,200	13,300	13,800	14,300	14,800
Drainage	2,640	7,802	8,100	8,400	8,700	9,000	9,300	9,600	9,900	10,200
Miscellaneous	88	305	100	100	100	100	100	100	100	100
Capital										
Const. of New T-Hangars	2,199,328	34,693	54,685							
Debt Payments	176,080	132,155	132,155	134,049	156,769	177,212	172,905	171,821	170,396	172,905
Lease Payment/Parsons	75,144	76,683	77,200	78,700	78,700	71,154	39,500			
Leasehold Tax (Land Parsons)	674	674	1,375	1,375	1,375	1,375	650			
Property Tax	4,416	6,356	6,500	6,700	6,900	7,100	2,900			
Interfund Services/Op Ctr	17,610	31,658	32,000	33,100	34,300	35,500	36,700	38,000	39,300	40,700
TOTAL EXPENSES	2,575,306	383,348	440,115	393,724	391,544	409,641	369,255	330,321	334,096	342,105
OPERATING CASH BALANCE	(2,199,734)	101,901	14,630	22,606	43,186	(52,211)	(42,900)	4009	11,234	23,925
NEW T-HANGARS										
Revenues										
VADA Reimbursement for Demolition										
VADA Reimbursement - taxiway										
VADA reimbursement for Parsons lease			500,000							
P-Storage buildings reimbursement										
Revenue from VADA for Construction										
Debt Financing			1,000,000							
Rent-New T-Hangars			36,200	115,100	118,000	125,100	128,300	136,000	139,400	147,800
Rent-Moved Green Hangar							19,600	19,800	19,800	20,000
Total Revenues			1,536,200	115,100	118,000	125,100	147,900	155,800	159,200	167,800
Expenses										
Demolition Expense			100,000							
Const. of New T-Hangars			1,400,000							
Cost to Move Green Hangar						100,000				
Museum Taxiway			0							
Operating Expenses			1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Debt Service		21,835	121,156	79,722	79,537	79,615	79,615	79,550	79,712	79,449
Total Expenses		21,835	1,622,156	80,722	80,537	180,615	80,615	80,550	80,712	80,449
Revenues over Expenses		(21,835)	(85,956)	34,378	37,463	(55,515)	67,285	75,250	78,488	87,351
MAJOR PROJECT EXPENSE										
Revenues	300,653	9,345	395,655		0	0	0	0	0	0
Expenses	0	0	500,000		0	100,000	0	0	0	0
	300,653	9,345	(104,345)	0	0	(100,000)	0	0	0	0
Cash Flow for the Year	(1,899,081)	89,411	(175,671)	56,984	80,649	(207,726)	24,385	79,259	89,722	111,276
ENDING CASH BALANCE	149,254	238,665	62,994	119,978	200,627	(7,099)	17,286	96,545	186,267	297,543

T- Hangar Increase	8.00%
Expenses other than Insurance	3.50%
Insurance	2.00%

PEARSON FIELD ECONOMIC PLAN

REVENUE AND EXPENSE PROJECTION

	Est 2007	Est 2008	Est 2009	Est 2010	Est 2011	Est 2012	Est 2013	Est 2014	Est 2015	Est 2016
BEGINNING CASH BALANCE	297,543	346,633	423,814	515,302	625,904	649,084	698,656	757,682	846,506	948,209
OPERATING REVENUES										
Gas Sales	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900
Aircraft Tie-Down	2,100	2,100	2,100	2,100	2,100	2,100	2,100	2,100	2,100	2,100
Interest Earnings	14,900	17,300	21,200	25,800	31,300	32,500	34,900	37,900	42,300	47,400
Office/Bldg. Leases	41,100	41,500	41,500	41,900	41,900	42,300	42,300	42,700	42,700	43,100
Tie Down Land Rent/2 Hanger land lease	4,600	4,600	4,600	4,600	4,600	4,600	4,600	4,600	4,600	4,600
T-Hangar Rent										
P Hangar end storage										
T-Hangar/Parsons	67,200	71,200	73,000	77,400	79,400	84,200	86,300	91,500	93,800	99,400
T-Hargar/Phase I	244,200	257,200	263,700	277,800	284,800	300,000	307,600	324,000	332,200	349,900
Reduction due to vacancies-7 units/12mo										
VADA reimbursement for vacancies										
Green Hangar										
Miscellaneous	2,330	2,330	2,330	2,330	2,330	2,330	2,330	2,330	2,330	2,330
TOTAL REVENUES	379,330	399,130	411,330	434,830	449,330	470,930	483,030	508,030	522,930	551,730
OPERATING EXPENSES										
Salary/Benefits:										
Airpark Manager 60% after 1998	51,600	53,400	55,300	57,200	59,200	61,300	63,400	65,600	67,900	70,300
Part-time staff	10,900	11,300	11,700	12,100	12,500	12,900	13,400	13,900	14,400	14,900
Supplies	3,400	3,500	3,600	3,700	3,800	3,900	4,000	4,100	4,200	4,300
Professional Services	7,000	7,200	7,500	7,800	8,100	8,400	8,700	9,000	9,300	9,600
Communications	5,100	5,300	5,500	5,700	5,900	6,100	6,300	6,500	6,700	6,900
Insurance	16,300	16,600	16,900	17,200	17,500	17,900	18,300	18,700	19,100	19,500
Water/Sewer	2,800	2,900	3,000	3,100	3,200	3,300	3,400	3,500	3,600	3,700
Electrical	9,600	9,900	10,200	10,600	11,000	11,400	11,800	12,200	12,600	13,000
Repair & Mainterance	15,300	15,800	16,400	17,000	17,600	18,200	18,800	19,500	20,200	20,900
Drainage	10,600	11,000	11,400	11,800	12,200	12,600	13,000	13,500	14,000	14,500
Miscellaneous	100	100	100	100	100	100	100	100	100	100
Capital										
Const. of New T-Hangars										
Debt Payments	246,467	241,448	237,565	245,735	345,454	344,833	345,496	345,329	345,248	315,508
Lease Payment/Parsons										
Leasehold Tax (Land Parsons)										
Property Tax										
Interfund Services/Op Ctr	42,100	43,600	45,100	46,700	48,300	50,000	51,800	53,600	55,500	57,400
TOTAL EXPENSES	421,267	422,048	424,265	438,735	544,854	550,933	558,496	565,529	572,848	550,608
OPERATING CASH BALANCE	(41,937)	(22,918)	(12,935)	(3,905)	(95,524)	(80,003)	(75,466)	(57,499)	(49,918)	1,122
NEW T-HANGARS										
Revenues										
VADA Reimbursement for Demolition										
VADA Reimbursement - taxiway										
VADA reimbursement for Parsons lease										
P-Storage buildings reimbursement										
Revenue from VADA for Construction										
Debt Financing										
Rent-New T-Hangars	151,500	160,600	164,700	174,600	179,000	189,700	194,500	206,200	211,400	224,100
Rent-Moved Green Hangar	20,000	20,200	20,200	20,400	20,400	20,600	20,600	20,800	20,800	21,000
Total Revenues	171,500	180,800	184,900	195,000	199,400	210,300	215,100	227,000	232,200	245,100
Expenses										
Demolition Expense										
Const. of New T-Hangars										
Cost to Move Green Hangar										
Museum Taxiway										
Operating Expenses	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Debt Service	79,473	79,701	79,478	79,493	79,696	79,725	79,608	79,677	79,579	79,430
Total Expenses	80,473	80,701	80,478	80,493	80,696	80,725	80,608	80,677	80,579	80,430
Revenues over Expenses	91,027	100,099	104,422	114,507	118,704	129,575	134,492	146,323	151,621	164,670
MAJOR PROJECT EXPENSE										
Revenues	0	0	0	0	0	0	0	0	0	0
Expenses	0	0	0	0	0	0	0	0	0	0
	0	0	0	0	0	0	0	0	0	0
Cash Flow for the Year	49,090	77,181	91,487	110,602	23,180	49,572	59,026	88,824	101,703	165,792
ENDING CASH BALANCE	346,633	423,814	515,302	625,904	649,084	698,656	757,682	846,506	948,209	1,114,001

T- Hangar Increase	Page	8.00%	**PEARSON FIELD**			Page
Expenses other than Insurance	2 of 3	3.50%	**REVENUE AND EXPENSE PROJECTION**			3 of 3
Insurance	06/14/1999	2.00%				06/14/1999

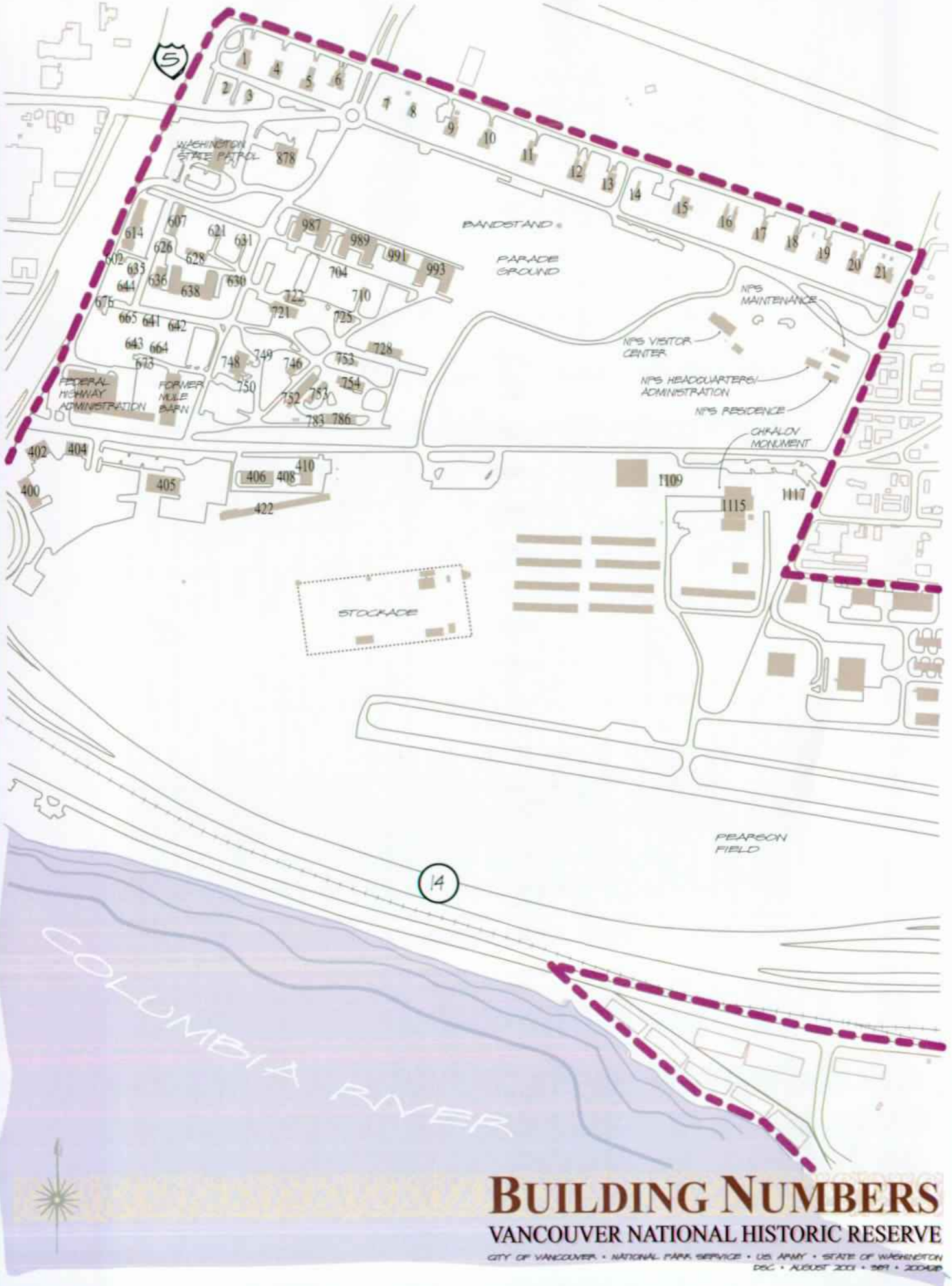
	Est 2017	Est 2018	Est 2019	Est 2020	Est 2021	Est 2022
BEGINNING CASH BALANCE	1,114,001	1,612,723	2,174,240	2,846,870	3,587,200	4,375,630
OPERATING REVENUES						
Gas Sales	2,900	2,900	2,900	2,900	2,900	2,900
Aircraft Tie-Down	2,100	2,100	2,100	2,100	2,100	2,100
Interest Earnings	55,700	80,600	108,700	142,300	179,400	218,800
Office/Bldg. Leases	43,100	43,500	43,500	43,900	43,900	44,300
Tie Down Land Rent/2 Hanger land lease	4,600	4,600	4,600	4,600	4,600	4,600
T-Hangar Rent						
P Hangar end storage						
T-Hangar/Parsons	101,900	108,000	110,700	117,300	120,300	127,500
T-Hargar/Phase 1	358,800	377,900	387,500	408,200	418,500	440,800
Reduction due to vacancies-7 units/12mo						
VADA reimbursement for vacancies						
Green Hangar						
Miscellaneous	2,330	2,330	2,330	2,330	2,330	2,330
TOTAL REVENUES	571,430	621,930	662,330	723,630	774,030	843,330
OPERATING EXPENSES						
Salary/Benefits:						
Airpark Manager 60% after 1998	72,800	75,300	77,900	80,600	83,400	86,300
Part-time staff	15,400	15,900	16,500	17,100	17,700	18,300
Supplies	4,500	4,700	4,900	5,100	5,300	5,500
Professional Services	9,900	10,200	10,600	11,000	11,400	11,800
Communications	7,100	7,300	7,600	7,900	8,200	8,500
Insurance	19,900	20,300	20,700	21,100	21,500	21,900
Water/Sewer	3,800	3,900	4,000	4,100	4,200	4,300
Electrical	13,500	14,000	14,500	15,000	15,500	16,000
Repair & Mainterance	21,600	22,400	23,200	24,000	24,800	25,700
Drainage	15,000	15,500	16,000	16,600	17,200	17,800
Miscellaneous	100	100	100	100	100	100
Capital						
Const. of New T-Hangars						
Debt Payments	0					
Lease Payment/Parsons						
Leasehold Tax (Land Parsons)						
Property Tax						
Interfund Services/Op Ctr	59,400	61,500	63,700	65,900	68,200	70,600
TOTAL EXPENSES	243,000	251,100	259,700	268,500	277,500	286,800
OPERATING CASH BALANCE	328,430	370,830	402,630	455,130	496,530	556,530
NEW T-HANGARS						
Revenues						
VADA Reimbursement for Demolition						
VADA Reimbursement - taxiway						
VADA reimbursement for Parsons lease						
P-Storage buildings reimbursement						
Revenue from VADA for Construction						
Debt Financing						
Rent-New T-Hangars	229,800	243,600	249,800	264,800	271,500	287,800
Rent-Moved Green Hangar	21,000	21,200	21,200	21,400	21,400	21,600
Total Revenues	250,800	264,800	271,000	286,200	292,900	309,400
Expenses						
Demolition Expense						
Const. of New T-Hangars						
Cost to Move Green Hangar						
Museum Taxiway						
Operating Expenses	1,000	1,000	1,000	1,000	1,000	1,000
Debt Service	79,509	73,113				
Total Expenses	80,509	74,113	1,000	1,000	1,000	1,000
Revenues over Expenses	170,291	190,687	270,000	285,200	291,900	308,400
MAJOR PROJECT EXPENSE						
Revenues	0	0	0	0	0	0
Expenses	0	0	0	0	0	0
	0	0	0	0	0	0
Cash Flow for the Year	498,721	561,517	672,630	740,330	788,430	864,930
ENDING CASH BALANCE	1,612,723	2,174,240	2,846,870	3,587,200	4,375,630	5,240,560

Appendix C: Inventory of Historic Reserve Buildings

No.	Name	Date Built	Nat Reg status	Signif.	Sq. Ft.
	OFFICERS ROW (611 to 1616 East Evergreen Blvd)				
1	house (701, 703 East Evergreen) dentistry	1885	In Officers Row HD*	Contrib.	2,835
2	house (601 & 603 East Evergreen) property & consulting services	1885	In Officers Row HD*	Contrib.	2,835
3	duplex (650, 652, 656 East Evergreen) law office & other businesses	1885-6	In Officers Row HD*	Contrib.	6,144
4	duplex (750, 754, 756 East Evergreen		In Officers Row HD*	Contrib.	6,048
5	duplex(800A-D, 802A-C, 804, 806 E. Evergreen) small business	1881	In Officers Row HD*	Contrib.	5,556
6	duplex (850 E. Evergreen) realty	1906-7	In Officers Row HD*	Contrib.	6,258
7	house (901, 903, 905 E. Evergreen) small businesses	1867	In Officers Row HD*	Contrib.	2,391
8	house (951, 953, 955 E. Evergreen) small businesses, medical	1867	In Officers Row HD*	Contrib.	2,484
9	duplex (1001, 1003, 1005, 1007, 1009) residential	1886-7	In Officers Row HD*	Contrib.	6,104
10	duplex (1051, 1053, 1055, 1057, 1059) residential	1885-6	In Officers Row HD*	Contrib.	5,578
11	Grant House (1106 East Evergreen) folk art ctr/cafe	1849/remdl 1885	In Officers Row HD*	Contrib.	ca 5,000
12	duplex (1151, 1153, 1155, 1157, 1161, 1163, 1165, 1167 E. Evergreen) residential	1886-7	In Officers Row HD*	Contrib.	8,980
13	duplex (1201, 1203, 1205, 1207, 1209 E. Evergreen) residential		In Officers Row HD*	Contrib.	4,823
14	house (1251, 1253, 1255 E. Evergreen) residential		In Officers Row HD*	Contrib.	3,131
15	Marshall House (1310, 1321, 1323, 1325 East Evergreen) VADA, 2d nature	1886	In Officers Row HD*	Contrib.	8,250
16	house (1351 E. Evergreen) SW WA RTC & small businesses	1885	In Officers Row HD*	Contrib.	4,976
17	house (1401, 1403, 1405, 1407 E. Evergreen) residential	1884	In Officers Row HD*	Contrib.	5,230
18	house (1451, 1453, 1455, 1457 E. Evergreen) residential	1885	In Officers Row HD*	Contrib.	5,278
19	duplex (1501, 1503, 1505, 1507 E. Evergreen) residential	1884	In Officers Row HD*	Contrib.	5,198
20	duplex (1551, 1553, 1555, 1557, 1559, 1561, 1563, 1565, 1567 E. Evergreen) residential		In Officers Row HD*	Contrib.	8,744
21	duplex (1601, 1603, 1605, 1607, E. Evergreen) residential	1903	In Officers Row HD*	Contrib.	6,570
			[*also in city consrv. dist.]		
875	Gen. O. O. Howard House	1879	In VB His.D.		9,490
	VANCOUVER BARRACKS				
400	Army Reserve vehicle maintenance shop	1983	In Vancouver Res.HD	Intrusive	7,280
401	Flammable material storehouse, depot	1990	In Vancouver Res.HD	Intrusive	480
402	USAR vehicle maintenance	1983	In Vancouver Res.HD	Intrusive	6,000
404	National Guard vehicle maintenance shop	1983	In Vancouver Res.HD	Intrusive	5,200
405	Aircraft Maintenance Hangar	1983	In Vancouver Res.HD	Intrusive	12,000
406	Army Reserve Center Building-Garage-Storage	1935	In Vancouver Res.HD		8,286
408	USAR Center-Paint Shop-Fire Station	1935	In Vancouver Res.HD		2,309
409	Flammable Materials Storage	1990	In Vancouver Res.HD	Intrusive	240
410	USAR Center Building-Automotive Repair Shop	1935	In Vancouver Res.HD		6,925
422	USAR Center - Issue and Receiving Warehouse	1935	In Vancouver Res.HD		15,180
602	garage/ FH DET	1982	In VB His.D.	Intrusive	968

No.	Name	Date Built	Nat Reg status	Signif.	Sq. Ft.
607	infantry barracks - 73 MAN	1885[1887]	In VB His.D.	Contrib.	10,120
614	post hospital (south end built in 1887)	1903-1904	In VB His.D.	Contrib.	38,981
621	hospital corps sgts. Q. [Sr. NCO Q.]/FH COMMD	1907 [mvd ltr]	In VB His.D.	Contrib.	3,335
626	dental office	(remodeled) 1910	In VB His.D.	Contrib.	1,710
628	mess hall [barracks]/USAR CTR	1914	In VB His.D.	Contrib.	2,621
630	Barracks/ENLISTED UPH - Store house	1914	In VB His.D.	Contrib.	1,836
631	hospital steward's quarters [commander's Res.]/FH COMMD	1887-88/mvd1950s	In VB His.D.	Contrib.	3,383
635	NCO family quarters/FH SR NCO	1935-1936 [1939]	In VB His.D.	Contrib.	4,365
636	Red Cross - Service Club	1918-1919	In VB His.D.	Contrib.	9,685
638	Post HQ, general purpose administrative facility - Double infantry barracks	1904	In VB His.D.	Contrib.	33,822
641	Family Housing Senior NCO - duplex	1939	in VB His. D.	Contrib.	4,365
642	Family Housing Senior NCO - duplex	1939	in VB His. D.	Contrib.	4,365
643	Family Housing Senior NCO - duplex	1939	in VB His. D.	Contrib.	4,365
644	Family Housing Senior NCO - duplex	1935-1936[1939]	In VB His.D.	Contrib.	4,365
664	Family Housing Senior NCO - duplex	1935-1936[1939]	In VB His.D.	Contrib.	4,365
665	Family Housing Senior NCO - duplex	1935-1936[1939]	In VB His.D.	Contrib.	4,365
673	garage, family housing	1982	In VB His.D.	Intrusive	968
676	garage, family housing	1982	In VB His.D.	Intrusive	1,408
704	USAR CENTER - Office Building (barber shop, photo)	1935	In VB His.D.	Non-contrib.	1,307
710	Building mostly below grade/ARMS STORAGE BN	1978	In VB His.D.	Intrusive	1,197
721	Gymnasium - Auditorium/USAR CENTER	1904-1905	In VB His.D.	Contrib.	11,025
722	mess hall, USAR CENTER - tailor shop (1944)	1914	In VB His.D.	Contrib.	2,030
725	post exchange restaurant [orderly room]/USAR CENTR - mess house, Red Cross	1914	In VB His.D.	Contrib.	1,955
728	finance office, USAR CTR	1941	In VB His.D.	Non-contrib.	5,842
733	mess hall/BQ ARNC ARMORY	1919	In VB His.D.	Contrib.	2,544
746	barracks [band training]/USAR CENTER	1940/mvd >1946	In VB His.D.	Non-contrib.	4,830
748	motor repair shop [storage/vehicle pkg.]/VEH MNT SHP	1918-1919	In VB His.D.	Contrib.	6,043
749	STORAGE GP INST	1941[1919]	In VB His.D.	Non-contrib.	225
750	STORAGE GP INST	1943[1919]	In VB His.D.	Non-contrib.	227
752	quartermaster storehouse [post exchange]EXCH SER OUTLET	1905-1906	In VB His.D.	Contrib.	13,296
753	USAR CENTER - Quartermaster Store House	1917	In VB His.D.	Contrib.	2,704
754	Quartermaster store/EXCHANGE BR.	1909[1906]	In VB His.D.	Contrib.	3,968
786	Carpenter Shop, 4 quartermaster barracks - ENG/HSG MNT	1905-1906	In VB His.D.	Contrib.	10,080
987	Double Infantry Barracks - USAR CENTER	1906-1907	In VB His.D.	Contrib.	32,526
989	barracks [offices]/USAR CENTER - Administration Building	1904	In VB His.D.	Contrib.	32,526
991	post HQ,B107 USAR CENTER	1905-1906	In VB His.D.	Contrib.	13,215
993	barracks [offices]/ARNG ARMORY - Double Infantry Barracks	1906-1907	In VB His.D.	Contrib.	32,526

No.	Name	Date Built	Nat Reg status	Signif.	Sq. Ft.
	Federal Highway Admin. [includes historic stables and modern additions]	1909	In Vancouver Res.HD		
	Washington State Patrol	1970s	In Vancouver Res.HD		
	PEARSON FIELD				
102	Air Corps Storehouse	1904/mvd1925	in PF HD	Contrib.	1,468
189	Original Pearson hangar	1921/mvd1925	in PF HD	Contrib.	ca 5,250
194	Pearson Field Office Building (Built in 1918 - addition in 1936)	1918/mvd1929	in PF HD	Contrib.	2,685
	Jack Murdock Aviation Center (Museum)	recent	In FOVA His.D.	Non-contrib.	
	Hangars - 9 T-hangers and 1 other type hanger	recent	In FOVA His.D.	Non-contrib.	
	5 modern hangers	1960-1970s	In FOVA His.D.	Non-contrib.	
	Chkalov Monument	1977	In PF His.D.	Non-contrib.	
	FORT VANCOUVER NATIONAL HISTORIC SITE				
	Hudson's Bay Company Fort site (8 reconstructed bldgs and stockade with bastion)	1829-1860	in FOVA HD	Contrib.	
	Stockage recontructed in 1974				
	assoc. agricultural fields, gardens around Fort	1829-1860	in FOVA HD	Contrib.	
	U.S. Army Parade Ground	1850's	in FOVA HD	Contrib.	
	Company Village	1829-1860	in FOVA HD	Contrib.	
	Visitor Center	1961	in FOVA HD	Non-contrib	
	Administration Building	1961	in FOVA HD	Non-contrib	
	Maintenance Building	1961	in FOVA HD	Non-contrib	
	Residence	1961	in FOVA HD	Non-contrib	
	Bandstand	1979	in FOVA HD	Contrib.	
	MARINE PARK				
	Kaiser Shipyard Overlook	recent	In Vancouver Res.HD		
	Water Resources Education Building	recent	In Vancouver Res.HD		
	OTHER				
	Old Apple Tree Park		In Vancouver Res.HD		
	Significant cultural landscape features		In Vancouver Res.HD		



BUILDING NUMBERS

VANCOUVER NATIONAL HISTORIC RESERVE

CITY OF VANCOUVER • NATIONAL PARK SERVICE • U.S. ARMY • STATE OF WASHINGTON
DSC • AUGUST 2001 • 369 • 200402B

Appendix D: NPS Record of Decision

RECORD OF DECISION
COOPERATIVE MANAGEMENT PLAN /
ENVIRONMENTAL IMPACT STATEMENT
VANCOUVER NATIONAL HISTORIC RESERVE

INTRODUCTION

Pursuant to section 102 (2) (c) of the National Environmental Policy Act of 1969, Public Law 91-90 (as amended), and the regulations promulgated by the Council on Environmental Quality at 40 CFR 1505.2, the Department of the Interior, National Park Service, has prepared this record of decision on the *Final Cooperative Management Plan / Environmental Impact Statement* for the Vancouver National Historic Reserve (Historic Reserve), Washington.

The proposed action in the *Draft* and *Final Cooperative Management Plan / Environmental Impact Statements* is a statement of a shared vision by four public agencies and their partners in the coordinated management of the Vancouver National Historic Reserve for public benefit. The 366-acre reserve contains Fort Vancouver National Historic Site, Vancouver Barracks, Officers Row, Pearson Field, the Water Resources Education Center, a marine park, and portions of the Columbia River waterfront. The Historic Reserve will be managed by a partnership composed of the National Park Service; the City of Vancouver, Washington; the Department of the Army; and the Washington state Office of Archaeology and Historic Preservation — referred to as the Reserve Partners.

As directed by the establishing legislation, the final plan will be submitted for approval to the secretaries of the U.S. Department of the Interior and the Department of the Army. This record of decision is a concise statement of what decisions were made, what alternatives were considered, the environmentally preferred alternative, the basis for the decision, and the mitigating measures developed to avoid or minimize environmental impacts.

DECISION (PROPOSED/SELECTED ACTION)

The Reserve Partners will implement *Alternative A*, described as the proposed action in the *Draft* and *Final Cooperative Management Plan / Environmental Impact Statements*.

The shared vision presented in the proposed action can be summarized in three broad goals:

- *preservation* of historic structures, physical assets, and cultural landscapes
- *education* and interpretation of the significance and history of the area
- *public use* of and accessibility to the Historic Reserve

These overlapping goals will be reached through public and private involvement and funding to ensure economic balance and sustainability for all new endeavors.

Preservation — The proposed action establishes an identity for the Historic Reserve as a whole and identifies the purpose, significance, and primary interpretive themes. Desired future conditions are also proposed for individual subunits, allowing them to have a distinctive historic theme and character. Examples of this would be Pearson Field and Air Museum, the reconstructed Hudson's Bay Company's fort, and the rehabilitated Officers Row and associated Vancouver Barracks. Preserving these physical assets for public use

with the historic character of each subunit will be encouraged. Activities, programs, and adaptive use will be based on effective and thorough scholarly research. Each subunit will have a core historic theme, character, and interactive experience and retain its historical integrity, authenticity, and unique character. Emphasis will be on public use and enjoyment of the different theme-based activities in the subunits.

The partners will manage the Historic Reserve to provide for first-time visitors, serve the needs of the immediate and greater Vancouver community, and offer educational opportunities for a variety of ages and needs. Educational opportunities will be available for local and regional school students as well as adults or special groups. At the General O. O. Howard House, the central orientation and information facility, visitors can learn about the Historic Reserve through exhibits, videos, publications, and special events. A brief story of the role of Vancouver Barracks as a military headquarters and administrative center is currently told; this story will be emphasized at additional interpretive areas. Site-specific interpretation describing how each subunit relates to other sites will encourage people to visit and learn about other related sites.

The sites within the Historic Reserve would be linked and connected through signs, facility design, publications, and interpretive loop trails. An overall identification would be accomplished with uniform design and style for street furniture, parking lots, signs, road and pedestrian path surfaces, and other details. Visitors could walk and bicycle through the Historic Reserve on a loop system that would extend into adjacent neighborhoods. Bus service would be expanded.

OTHER ALTERNATIVES CONSIDERED

Two alternatives to the selected plan were detailed and evaluated in the *Draft* and *Final Cooperative Management Plan / Environmental Impact Statements*.

Alternative B emphasized a historically authentic visitor experience. Structures and the cultural landscape would be restored to a condition that would reflect their most significant period. Structures with the most and highest quality fabric would be restored rather than adaptively used. Adaptive uses would be encouraged when compatible with historic themes. The partners' representatives would function more like a board of directors, directing the actions of a professional staff, which would include an executive director. The executive director would function as the overall coordinator of Historic Reserve activities. Substantial public or nonprofit funds would be needed; private funds would be required to implement public and nonprofit projects.

Alternative C (no action) provided no overall approach and philosophy for the Historic Reserve. Actions would be based on day-to-day decisions without benefit of Reserve Partners coordinating an overall direction or an approved cooperative management plan. Each partner would continue to manage sites, and the Reserve Partners would resolve issues individually.

ENVIRONMENTALLY PREFERRED ALTERNATIVE

Alternative A (the proposed/selected action) provides for the protection, preservation, and public use of the significant historic and cultural resources of the Historic Reserve. Natural resources would not be affected by the actions proposed to implement this alternative.

A public workshop was held April 1998 to evaluate the conceptual alternatives. Public meetings on the conceptual alternatives were also held in April 1998.

The *Draft Cooperative Management Plan / Environmental Impact Statement* was available for a 60-day review period, which ended September 21, 1999. Copies of the draft document were sent to agencies, organizations, and individuals and were placed on the NPS homepage, in local libraries, and in the offices of the Reserve Partners. Four public meetings were held on the draft plan in August/September 1999. A presentation was made to the Vancouver City Council in September 1999. Seven comment letters and one Internet comment were received. All commentors favored alternative A (the proposed/selected action).

Consultation with the U.S. Fish and Wildlife Service was undertaken to identify listed plant and animal species. In addition, a copy of the draft plan was sent to the U.S. Fish and Wildlife Service for concurrence that the broad-scale elements of the proposed action would not adversely affect any listed species known to be in the planning area.

Consultation also occurred with the Washington state historic preservation office and the Advisory Council on Historic Preservation. A copy of the draft plan was sent to these offices. Additional consultation will be conducted on specific proposals before implementation.

An abbreviated *Final Cooperative Management Plan / Environmental Impact Statement* was released to federal, state, and local agencies and commentors on the draft document early December 1999. The EPA notice of availability of the final plan was published in the *Federal Register* on December 10, 1999 (vol. 64, no. 237, pg. 69267); the NPS notice of availability appeared on December 22(vol. 64, no. 245, pg. 71828). The final document included a summary of the comments received at the public workshops and from written responses.

CONCLUSION

The above factors and considerations justify selection of the alternative identified as the proposed action in the *Draft* and *Final Cooperative Management Plan / Environmental Impact Statements.*

Recommended: _____ **Date:** 1/11/2000
Tony Sisto
Superintendent, Vancouver NHP

Concurred: _____ **Date:** 1/13/2000
William C. Walters
Deputy Regional Director, Pacific West Region

Approved: _____ **Date:** 1/18/2000
John J. Reynolds
Regional Director, Pacific West Region

Thomas, Bryn
1992 "Archaeological Overview of Fort Vancouver, Vancouver Barracks, House of Providence, and the World War II Shipyard, Clark County, Washington." (Draft). Submitted to National Park Service, Pacific Northwest Region, by Archaeological and Historical Services, Eastern Washington University, Cheney, WA.

U.S. Fish and Wildlife Service
1998 Memorandum, Bobbi Barrera, U.S. Fish and Wildlife Enhancement, Olympia WA, to David Lee, National Park Service, Denver Service Center, Resource Planning, August 11, listing species of concern in the project area.

Vancouver, Washington, City of
1980 *Vancouver Central Park: Design Guidelines*

1987 *Master Plan for Pearson Airpark*

1997 *Cultural Plan, City of Vancouver, Washington*

Vancouver Historical Study Commission
1993 *Final Report: Vancouver National Historical Reserve Feasibility Study and Environmental Assessment.* Vancouver WA.

Walter Greissinger Architects
1986 "Maintenance and Repair Manual for Historic Structures, Vancouver Barracks, Washington." Prepared for the U.S. Army Corps of Engineers under Contract DAC-86-C-0129.

Washington Department of Fish and Wildlife
1997 Lori Guggenmos, Priority Habitats and Species, Washington Department of Fish and Wildlife, Olympia, WA, to David Lee, National Park Service, Denver Service Center, Resource Planning, December 2, responding to request for a list of priority habitats and species in the vicinity of Vancouver National Historic Reserve

Washington Department of Natural Resources
1997 Sandy Swope Moody, Environmental Coordinator, Washington Natural Heritage Program, Olympia, WA, to David Lee, National Park Service, Denver Service Center, Resource Planning, December 8, responding to request for list of rare plants, high quality wetland ecosystems, and high quality terrestrial ecosystems in the vicinity of Vancouver National Historic Reserve.

Washington Office of Archaeology and Historic Preservation
1990 National Register of Historic Places inventory nomination form, Pearson Field Historic District. Copy on file at Fort Vancouver NHS, Vancouver, WA.

Washington, State of
1999 *Interpretive and Tourism Plan: Commemorating the Bicentennial Anniversary of the Lewis and Clark Expedition in Washington.* Prepared by OTAK Consulting.

Photo Credits: Cover, Courtesy Beinecke Library, Yale University; Vancouver National Historic Reserve Trust; Pearson Air Museum; The *Oregonian.* Page 1, Vancouver National Historic Reserve Trust. Page 15, Vancouver National Historic Reserve Trust. Page 53, Vancouver National Historic Reserve Trust. Page 69, Vancouver National Historic Reserve Trust.. Page 75, Oregon Historical Society.

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 historical 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.

NPS D-97 September 2001