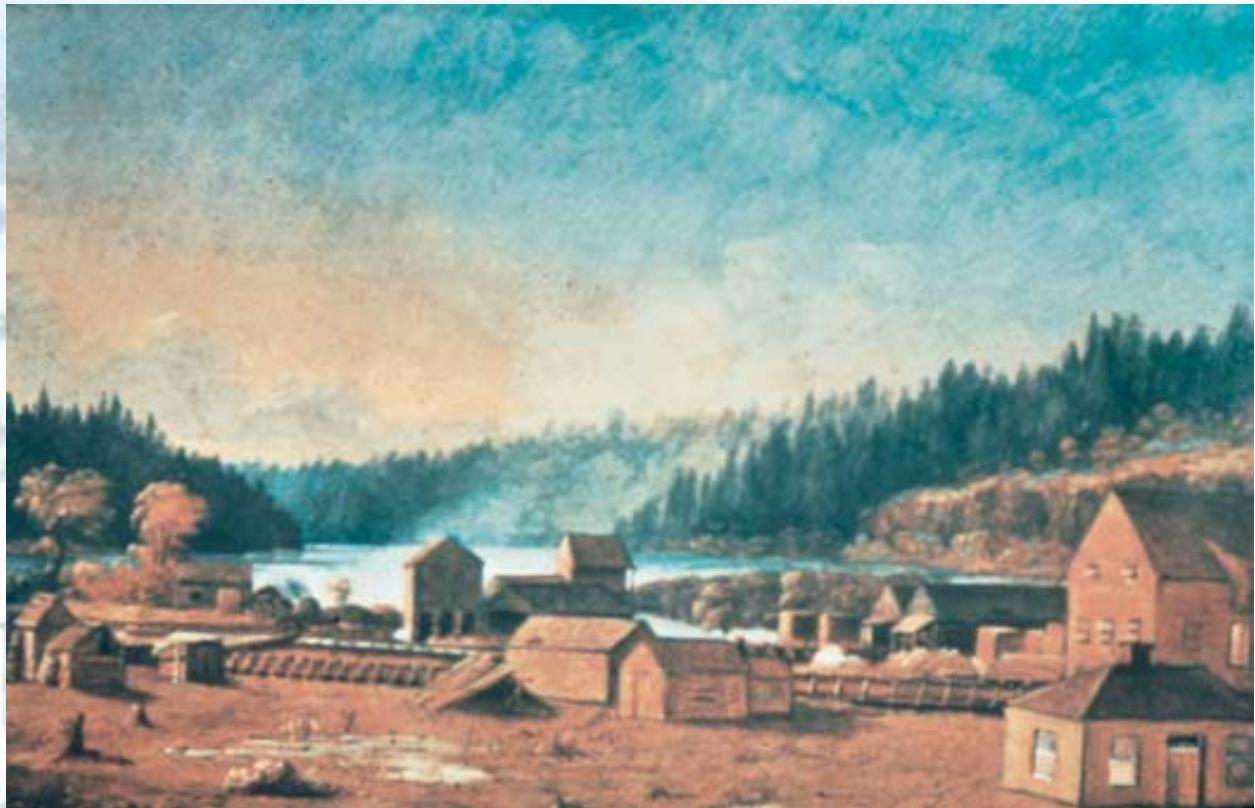


# Purpose and Need for the Plan

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



## Purpose and Need for the Plan

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

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

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

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

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

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

## Planning Issues and Concerns

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

### Issues Related to Cultural Resource Management

#### Cultural Landscape

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

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

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

#### Research and Education Center

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

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

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

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

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

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

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

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

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

### **Vancouver National Historic Reserve**

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



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

### **Interpretation and Education**

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

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

### **Outreach**

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

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

### **Staffing**

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

### **Facility Location**

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

## Pertinent Laws, Policies, and Procedures

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

### The National Park Service Organic Act

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

### National Parks and Recreation Act of 1978

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

### General Authorities Act of 1970

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

### Redwood Act of 1978

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

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

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

### **Section 110**

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

### **Section 111**

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

### **Section 112**

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

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

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

## **Vancouver National Historic Reserve Legislation**

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

## **Executive Orders 11988 and 11990**

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

## **Executive Order 11987**

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

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



## **Executive Order 12898**

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

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

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

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

## **Endangered Species Act**

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

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

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

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

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

## **National Park Service Management Policies**

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

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

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

### **Cultural Resources Management Guideline**

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

### **Natural Resources Management Guideline**

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

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

## **National Park Service Strategic Plan**

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

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