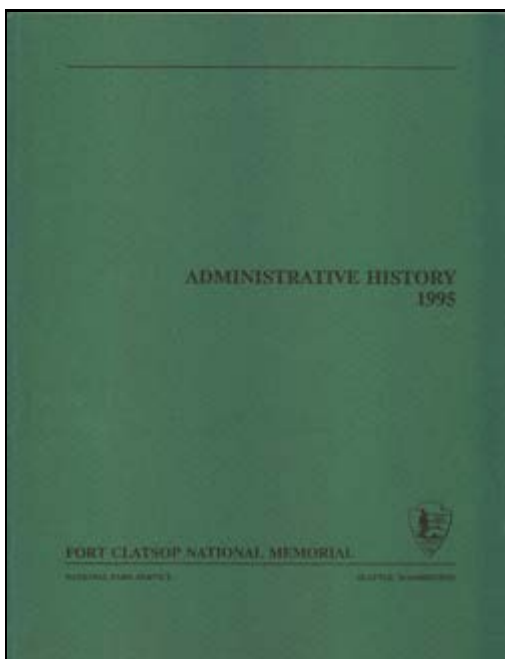


Fort Clatsop

Administrative History



Fort Clatsop National Memorial ADMINISTRATIVE HISTORY

Kelly Cannon

1995

U.S. Department of the Interior
National Park Service

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OVERVIEW

After reaching the Pacific Ocean in November, 1805, the Corps of Volunteers for Northwest Discovery moved south of the Columbia River to set up winter camp. They had chosen a place inland, a campsite that provided access to a fresh water spring and the Netul River for transportation, access to the coast for salt production and possible encounters with trade ships, had promising elk populations, and was removed from the harsh weather carried in from the Pacific Ocean. For three-and-one-half months, the members waited out the rain, hunting, making salt, compiling their journals and maps, and preparing for the journey home. One hundred fifty years later, the residents of Clatsop County celebrated the Lewis and Clark Expedition by building a replica of their winter quarters on the site long referred to as the "site of Old Fort Clatsop."

It is this community-sponsored replica that is the central focus of Fort Clatsop National Memorial. Since the turn of the century, Clatsop County settlers had sought national recognition of the site. Established in 1958, this unit of the national park system has grown to be one of the most popular tourist attractions along the northern Oregon Coast. For thirty-five years, this park has endeavored to tell the story of the Lewis and Clark Expedition and its impact on the settlement of the Pacific Northwest.

This administrative history is an examination of the memorial, from local preservation efforts to its designation as a national park unit, its management history as a national park unit, and its growth since inception.

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CHAPTER ONE: INTRODUCTION

After reaching the Pacific Ocean in November, 1805, the Corps of Volunteers for Northwest Discovery moved south of the Columbia River to set up winter camp. They had chosen a place inland, a campsite that provided access to a fresh water spring and the Netul River for transportation, access to the coast for salt production and possible encounters with trade ships, had promising elk populations, and was removed from the harsh weather carried in from the Pacific Ocean. For three-and-one-half months, the members waited out the rain, hunting, making salt, compiling their journals and maps, and preparing for the journey home. One hundred fifty years later, the residents of Clatsop County celebrated the Lewis and Clark Expedition by building a replica of their winter quarters on the site long referred to as the "site of Old Fort Clatsop."



It is this community-sponsored replica that is the central focus of Fort Clatsop National Memorial. Since the turn of the century, Clatsop County settlers had sought national recognition of the site. Established in 1958, this unit of the national park system has grown to be one of the most popular tourist attractions along the northern Oregon Coast. Visitation currently averages approximately a quarter of a million people a year. For thirty-five years, this park has endeavored to tell the story of the Lewis and Clark Expedition and its impact on the settlement of the Pacific Northwest.

GEOGRAPHIC LOCATION

The memorial is located off U.S. Highway 101 in Clatsop County in northwestern Oregon, six miles south of Astoria. The site sits along the Lewis and Clark River, south of Youngs Bay and four miles from the Pacific Ocean. The satellite Salt Works site is located 15 miles south of the memorial in Seaside, Oregon. The memorial totals 125.2 acres.

RESOURCES

Buildings at the memorial include a visitor center containing exhibits, a theater and multipurpose room, the Fort Clatsop Historical Association gift shop, public facilities, the administrative offices for the park and the association, and the Fort Clatsop Research Library, two employee residences, and a maintenance shop. Interpretive points of interest center around the replica fort, and include a canoe landing site and spring site, as well as the Salt Works site in Seaside. There is a small picnic area with covered shelters. Foot trails with natural history interpretive markers connect the memorial's interpretive sites. There is also a hiking trail.

Fort Clatsop has very diverse natural resources. The memorial environment consists of

coastal conifer forest and estuarine wetland habitats, with well over 300 known species of plant and animal life. The climate is very wet, averaging about 75 inches of rainfall per year. The memorial's cultural resources include the fort and salt works replicas, a bronze statue, original art, and its artifact, natural specimen, and rare books collections. Limited archeological surveys have revealed the foundation of a 19th-century home and artifacts of 19th century settlement. As yet, no archeological evidence of the location of the original Fort Clatsop have been identified.

PURPOSE



Salt Works site, view from street, August 1994. (Photo by K. Cannon)

In considering specific events of American history, the Lewis and Clark Expedition is one of the most well known, as well as one of the most studied, U.S. explorations. The Expedition was the first exploration promoted and financed by the United States government. [1] Commissioned by President Thomas Jefferson, the Expedition was to explore and document the territory between the Missouri and the mouth of the Columbia River and map the area; determine a suitable water route to the Pacific; establish contacts with American Indian cultures and record information about those cultures; and scientifically document the plants and animals of the area, especially those of economic importance. To the expanding country that was then the United States of America, exploring the newly-acquired Louisiana Purchase and beyond marked the opening of new frontiers, knowledge, and opportunities. Entrepreneurs such as John Jacob Astor followed close on the heels of the Corps of Discovery and established American settlements and trade on the edge of the continent. Fort Clatsop, despite the fact that it was a temporary structure designed to keep the Corps sheltered until the worst of winter passed them by, was the first American military structure west of the Rockies. For three-and-one-half months, the fort was the first outpost of American overland penetration of the West Coast. During that time, the Corps displayed American culture and society to the local cultures. They lived by military organization, explored the environment and documented American plant and animal species new to science, wrote and copied their journals, made maps, entertained themselves with European and early American music and games, traded and interacted with the local native communities, complained about the weather and fleas, hunted, made buckskin clothing, produced salt, and waited. It was at this fort that Lewis and Clark contemplated their findings and planned the trek home. And it was this brief encampment on the Pacific Coast that helped give the United States a foothold into the Oregon Country. Long after the Corps left, their presence remained known to the local population. During the next one hundred years, when new Americans pushed into this corner of Oregon, they acknowledged and visited the site.

VALUES AND SIGNIFICANCE

The memorial was established

for the purpose of commemorating the culmination, and the winter encampment, of the Lewis and Clark Expedition following its successful crossing of the North American Continent Public Law 85-435, 72 Stat. 153)

Fort Clatsop National Memorial commemorates the Corps of Discovery's accomplishments and its impact on the development of a young, expanding nation. The memorial presents the history of the expedition and its significance to American and Pacific Northwest history as well as what life was like at the fort during the winter of 1805-1806. The memorial is also a testimony of the pride the local community has for their history and the value Americans place on the Corps of Discovery. Nearly two hundred years later, the expedition continues to capture the imagination of Americans. It is the significance of the Corps of Discovery to the history of the United States and its popularity that gives Fort Clatsop National Memorial its value.

PURPOSE OF STUDY

This administrative history is an examination of the memorial, from local preservation efforts to its designation as a national park unit, its management history as a national park unit, and its growth since inception. The author will strive to show what issues have confronted park staff on a daily and recurring basis and how those issues have shaped the park for its first thirty-six years. This history is designed to be a practical document that shows how the park has been managed over time and how the memorial has met its goals, without making judgments about past or present management practices.

Research for the history has been based primarily on the park archive, compiled by the author during the summer of 1993. The park archives consists primarily of materials generated by the staff of Fort Clatsop over the years, as well as materials from the Western and Pacific Northwest Regional Offices of the National Park Service. Materials regarding the site prior to establishment as a memorial came from the files and archives of the Oregon Historical Society and the Clatsop County Historical Society. Oral history interviews were conducted with members of the community who were involved in the reproduction of Fort Clatsop and its designation as a national memorial, past park superintendents and staff, and the current memorial staff. The intent of this administrative history is to help future staff and superintendents understand the management history of the park and help them better understand the issues they may face and need to resolve.

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CHAPTER TWO: HISTORICAL BACKGROUND

The area around the mouth of the Columbia River, where the Corps of Discovery spent the winter of 1805-1806, was home to the Lower Chinookan peoples. More specifically, the site of their fort was in the territory of the Clatsops, after whom they named their fort. The Clatsops were already very familiar with European maritime traders and explorers traveling along the Pacific Coast. European contact (disease and the influx of European goods such as guns) affected them long before the Lewis and Clark Expedition arrived. But no group from any European nation had ever spent as much time interacting with and recording information about the Chinookan people as did the Expedition. The material recorded by the Lewis and Clark Expedition during their stay is the best contact-era observation of the Chinookan people and their life prior to the settlement of the Oregon Country and the end of their precontact way of life.

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CHAPTER THREE: LEGISLATIVE HISTORY

Fort Clatsop replica, August 1958, Burnby Bell is on the left.
(Photo by Deane W. Bond; courtesy of Oregon Historical Society, photo negative number 3869)



The movement to have the Fort Clatsop site nationally recognized goes back to at least 1905-1906 when the Oregon Development League of Astoria and the Oregon Historical Society sought legislation for a Congressional appropriation to purchase 160 acres at the site and erect a suitable monument in commemoration of the Lewis and Clark Expedition. Senate Bill 440 was introduced in Congress in 1906 by Oregon's Senator Charles W. Fulton requesting an appropriation of up to \$10,000. The bill was referred to committee and died there. [1]

The federal government did not consider the site again until 1935 when the National Park Service (NPS), in cooperation with the Oregon State Parks Board, conducted a survey of Oregon historical sites and their preservation needs. In this survey, it was determined that the best future for the Fort Clatsop site would be management by the Oregon state park system. Two years later, at the March 1937 meeting of the Advisory Board on National Parks, Historical Sites, Buildings and Monuments, the Advisory Board also recommended that the site be state-managed. These developments did not keep the local community from continuing efforts to obtain national recognition for the site. The Clatsop County Historical Society again unsuccessfully asked Congress to recognize the site as a national monument in 1948.

With the decision to build a fort replica in 1953 and the attention surrounding the site throughout the Sesquicentennial, the movement for national recognition was renewed. Site management had been difficult for OHS prior to the construction of the fort replica. The placement of picnic facilities and other improvements meant new management requirements at the site. OHS was not in a position to manage the undeveloped site, much less face these additional pressures. The local community and civic groups who had invested time, effort, and money into the replica project disagreed on how to best resolve the site's management. A large majority of the local community favored state management or the formation of a local group specifically to handle site management. Those individuals felt the federal government had shown little interest in the site, so why give them their replica? Clatsop County Historical Society member A.N. Thorndike, wrote with regard to federal control of the site, that no more than state level management should be attempted so there would be "fewer hands in our pockets or over our heads." [2] Editorials in the *Oregonian* and Astoria newspapers suggested that if the state of Oregon had created a state park at the site, it would not have been necessary to turn to the federal government for its protection. Senator Richard

L. Neuberger, the Oregon Senator who would be responsible for drafting the enabling legislation for the memorial, wrote in 1956 that it was disturbing how much criticism he received from "people who make a fetish of opposing anything associated with the national government." [3]

Thomas Vaughan, director of the Oregon Historical Society, had a different perspective on the matter. For the site to have any future and reach its potential as a historic site, Vaughan believed it needed to be in the hands of the federal government. The limited finances of the historical society could not provide that future. Burnby Bell and Wesley Shaner, Jr., the key individuals in the replica project, agreed with him. In 1953, a Portland doctor named Franklin B. Queen wrote to Secretary of the Interior Douglas McKay, formerly the governor of Oregon, and to Oregon's Congressman Walter Norblad asking that they pursue national recognition of the site. To that same end, Vaughan contacted Oregon's Senator Richard Neuberger.

Senator Neuberger was very interested in pursuing national recognition and drafted legislation for the consideration of the site as a national memorial. Senator Neuberger enlisted the help of fellow Oregon Senator Wayne Morse and Senator Henry Dworshak of Idaho, as well as Oregon's Congressman Walter Norblad. In July 1955, Senator Neuberger introduced legislation that required the Secretary of the Interior to investigate and report to Congress on the advisability of establishing Fort Clatsop as a national memorial. Prior legislation had asked for monument status. Monument sites generally have a specific natural resource or are historically significant by themselves. A memorial is meant to be commemorative of a certain historic event or individual. Senator Neuberger recognized that it was more appropriate for the site to be designated a memorial of the Lewis and Clark Expedition rather than a monument. Senator Neuberger's legislation passed the Senate with no objections.

When the bill reached the House floor, Congressman John Byrnes of Wisconsin questioned why taxpayers' money was being wasted on such legislation. He did not know who authored the legislation, but thought it ridiculous to pass legislation asking the Secretary of the Interior to do what he was already supposed to be doing under the Historic Sites Act of 1935. Congressman Clair Engle of California suggested that since the money and time had already been wasted in the Senate, they should just pass the bill on and suggested that maybe the author of the legislation wanted to "light a fire" under the Secretary of the Interior. Mr. Byrnes replied that it would be a costly fire. [4] After registering his complaint that the bill was a useless and unnecessary waste of the taxpayers money, the Congressman withdrew his objection and the legislation passed, becoming Public Law 590, 84th Congress, and signed June 18, 1956.

Prior to P.L. 590, the Park Service had responded to public requests for national recognition by referring to the 1937 decision by the Advisory Board. According to NPS Director Conrad L. Wirth, in his response to Dr. Queen, the Advisory Board had studied the site and "as a result of its studies of the history of the fort and its associations, the Board recommended that the Fort Clatsop area be preserved and developed as a state historical monument. It is our hope that the Clatsop County Historical Society, the Oregon Historical Society, and perhaps the State of Oregon will be able to carry out the recommendation of the Advisory Board." [5] Wirth continued to say that the Park Service was unable to help financially, but would provide technical assistance in site restoration as best it could. Director Wirth repeated the same response in February 1954 to Congressman Walter Norblad, who had inquired about the site on behalf of Dr. Queen. For Park Service administrators, the Fort Clatsop proposal for national recognition had been settled by the 1937 Advisory Board recommendation. The authenticity of the site was questionable due to the lack of actual physical remains and the alteration of the historic landscape due to agricultural and economic developments that had

occurred over the years. The Advisory Board had determined Fort Clatsop not to be of national significance and therefore not worthy of inclusion in the National Park System.

With passage of Senator Neuberger's bill, the Park Service was forced to reconsider the proposal. The National Park Service, Region Four, assigned regional historian John A. Hussey as well as regional archeologist Paul J.F. Schumacher to fulfill the requirements of Senator Neuberger's bill. Hussey researched the site and its history, and in December 1956 and April 1957 Schumacher conducted archeological excavations. Schumacher reported finding evidence of European-American settlement, which had certainly occurred and was well documented, but found no conclusive evidence of the actual fort remains. [6]

On April 10, 1957, Hussey's "Suggested Historical Area Report" was completed. Hussey concluded that the site under consideration did contain the original site of the Corps of Discovery's winter quarters known as Fort Clatsop. He based his decision on the oral testimony and written correspondence regarding the location of the site, an examination of the Lewis and Clark Expedition journals for information regarding the location, and finally by comparing the journal descriptions to existing topography. Hussey determined that while the site did not match all journal information given, no other place along the river banks came close to being an alternate location. This combined with the record of nineteenth century visitation led Hussey to conclude that the actual fort had been at or near the present replica.

Hussey recommended first that the National Park Service and the Advisory Board recognize the need for a special area in the National Park Service for the commemoration of the Corps of Discovery. Secondly, he stated that the Fort Clatsop site met all of the qualifications to be a national memorial. Hussey went on to recommend that a survey be conducted of all the possible Lewis and Clark historic sites and that the most appropriate Lewis and Clark site be selected for the commemorative site. If the Fort Clatsop site was determined to be the most appropriate site, then Hussey suggested certain minimum boundary acquisitions for the memorial's establishment and that all mineral rights be obtained with any land acquisitions. If the Fort Clatsop site was not found to be the most qualified, then consideration was to be given to establishing the site as a national historic site in non-federal ownership.

The Advisory Board approved Hussey's report by a mail vote and recommended it be submitted to Congress along with the recommendation that the site be established as a national memorial as long as mineral rights could be secured. The Office of the Secretary of the Interior submitted Hussey's report to Congress along with its approval of establishing memorial status. On January 23, 1958, Senators Neuberger introduced Senate Bill 3087, cosponsored by Senators Wayne Morse and Henry Dworshak, in response to Hussey's report and the recommendations of the Advisory Board and the Secretary of the Interior. This legislation called for the memorial's creation and Congressman Norblad introduced similar legislation in the House. Senator Neuberger entered into the Congressional Record a letter regarding the importance of the Fort Clatsop site written by Dr. Burt Brown Barker, president of OHS during the Sesquicentennial construction. No objections were raised regarding the Fort Clatsop bill, which passed and was signed into law by President Dwight D. Eisenhower on May 29, 1958.

Prior to Hussey's report, the park service had continued to suggest state control of the site. John Hussey remembers negative attitudes toward the site by many in the Region Four office. [7] Lack of archeological evidence combined with a fort replica was considered by many as not the most appropriate historic site the park service could acquire. Many who lived near other Lewis and Clark sites in Washington State felt that Fort Clatsop should not be given national recognition without any consideration for their Lewis and Clark sites.



Photo of Fort Clatsop sign and county road, 1958.
(FOCL photo collection)



Photo of replica and site conditions, 1958, as seen from
parking lot.
(FOCL photo collection)

Frank Turner, editor of the Longview *Daily News* in Longview, Washington, wrote that while Fort Clatsop was worthy of national recognition, it would be a travesty to give it without recognition of the site at Fort Columbia where the expedition actually completed their mission by reaching the Pacific Ocean. In February 1958, Turner requested Senator Warren G. Magnuson and Acting Secretary of the Interior Hatfield Chilson seek consideration of the Washington State Lewis and Clark sites. The economic benefits of a national memorial did not escape Turner and the influence of Senator Neuberger's involvement did not escape him either.

There were many factors contributing favorably to national recognition for Fort Clatsop. One was the relationship between the Oregon Historical Society and Senator Neuberger and their dedication to completing the necessary legislation. Senator Neuberger served on the Committee on Interior and Insular Affairs, which controlled legislation regarding the creation of new units under the National Park Service. Neuberger also had a personal interest in the history of the Lewis and Clark Expedition and wrote a children's book on the subject. Another favorable factor was Douglas McKay's position as Secretary of the Interior during the 1956 legislation requiring a site evaluation. Douglas McKay, as noted earlier, was formerly the governor of Oregon and had been a principal speaker at the Fort Clatsop replica dedication in August 1955.

Hussey's recommendations changed the official Park Service position regarding the status of Fort Clatsop. The report determined the need for a Lewis and Clark commemorative site in the NPS system and that the NPS would be favorable to Fort Clatsop being designated as a commemorative site, if it was the best representative of all Lewis and Clark sites. Why the Advisory Board and the Secretary of the Interior chose to forego a survey and make Fort Clatsop a memorial is unclear. It is possible that a survey would have taken considerable time and money and cause political maneuvering among the Lewis and Clark states for a national memorial. The creation of Fort Clatsop National Memorial was a success primarily due to the commitment of the Oregon and Clatsop County historical societies, with the support of other civic groups and individuals from the area and the State. The memorial would not have been possible without the commitment of Senator Neuberger, as well as Senator Morse and Congressman Norblad, to succeed for their constituents.

The legislation for Fort Clatsop National Memorial remained unchanged until 1978, when amendatory legislation was passed by Congress adding the Salt Works site, which was then known as the Salt Cairn, in Seaside, Oregon, to the memorial holdings. The person primarily responsible for the amendatory legislation was Dr. Eldon G. Chuinard. Chuinard was a doctor and an avid Lewis and Clark historian, author of the book *Only One Man Died*, a history of the medical aspects of the Expedition. He was also the chairman of the Oregon Governor's Lewis and Clark Trail Heritage Foundation Committee. [8] Chuinard believed completely that the Salt Cairn needed to be attached to the Fort Clatsop site, the two being critically linked in the Expedition's stay. The Oregon Historical Society still owned the site and it was

maintained by the Seaside Lion's Club.

In 1968, Thomas Vaughan wrote to Fort Clatsop Superintendent Jim Thomson suggesting the extension of the memorial to include the Salt Cairn. Superintendent Thomson wrote back to Vaughan stating, in his opinion, that the "negative aspects outweigh the positive." [9] The park would need an increased budget, the site was detached from the rest of the memorial which created travel and maintenance problems, and its authenticity was questionable. He did not mention the fact that the memorial could not include the one city lot that contained the Salt Cairn replica under the memorial's enabling legislation acreage ceiling.

John Hussey also responded to Thomas Vaughan's idea on September 19, 1968. He advised Vaughan of the proper channels for him to offer a donation to the Park Service, informed him that the National Survey of Historic Sites had determined the site was not of national significance, and let Vaughan know that the Survey Board's decision would be significant to the Park Service when considering his proposal. [10] The proposal lost momentum for awhile after this series of correspondence.

Dr. Chuinard began his campaign to have the site included in Fort Clatsop National Memorial in January 1973 when he contacted Fort Clatsop Superintendent Paul Haertel. Superintendent Haertel responded by rejecting the idea and submitted the same factors outlined by Superintendent Thomson in 1968. Chuinard wrote to Assistant Secretary of the Interior John Kyl on August 27, 1973, and asked for assistance in determining the proper procedure for OHS to donate the Salt Cairn site to the Park Service for inclusion in the memorial. Prior to Chuinard's letter, the new Fort Clatsop superintendent, John Miele, examined the site and reported to the regional office on the proposal. Miele reported that there was considerable doubt regarding the actual site and that recognition on the National Register would be suitable recognition for the site. [11] He also suggested that interpretation of the salt making could possibly be done on the current memorial grounds. With that information, Kyl responded to Chuinard declining the donation and stating that interpretation of the salt making process would be done at the memorial. This prompted an emotional response from Chuinard that would set the stage for the next five years of bargaining for the Salt Cairn addition. On December 6, 1973, a memo from Superintendent Miele to the regional office documented a phone call from Chuinard who expressed his displeasure at Assistant Secretary Kyl's letter. Chuinard indicated he would settle for nothing less than the addition of the Salt Cairn to the memorial. Superintendent Miele respectfully restated the Park Service's position regarding the proposed addition. Chuinard then called on Senator Mark Hatfield, Congressman Wendall Wyatt, and Oregon Governor Tom McCall, enlisting their support for his proposal.

On June 20, 1974, Senator Hatfield and Senator Bob Packwood introduced Senate Bill 3683 for the addition of the Salt Cairn to Fort Clatsop National Memorial, with Congressman Wyatt introducing similar legislation in the House. The bill was referred to the Committee on Interior and Insular Affairs, where the legislation failed. Also in 1974, the nomination of the Salt Cairn to the National Register was rejected due to the sites questionable location and to residential development surrounding the replica site which compromised its historical integrity.

The Oregon Senators reintroduced their bill in the 94th Congress as Senate Bill 828. On November 7, 1975, the Office of the Secretary of the Interior recommended that Senate bill 828 not be passed. Prior to the 94th Congressional session, Congressman Wyatt's seat was won by Les AuCoin who helped take up the battle in the House. In 1975, Dr. Chuinard and the Oregon Lewis and Clark Trail Heritage Foundation Committee, in cooperation with the Oregon Historical Society, wrote a proposal on the Salt Cairn addition and sent it to Congressman AuCoin. This proposal was supported by the Oregon State Historic

Preservation Office and the Parks and Recreation Branch of the Oregon Department of Transportation. While the second attempt at legislation was working its way through the Senate, the second nomination for listing on the National Register was again declined in 1976. By the end of the 94th Congress, the Senate had passed the Salt Cairn legislation.

Congressman AuCoin was not successful in the House. The House Interior Subcommittee did not want to consider an addition to which the NPS objected. The Park Service never altered its opposition to the addition and the failure of two nominations to the National Register defended their position. In a letter to Dr. Chuinard dated March 23, 1978, Congressman AuCoin explained that the "park service's primary opposition is based on the incompatibility of the Salt Cairn memorial and the surrounding residential area with further development which it feels will be absolutely mandatory if the memorial is to justify federal involvement. Particularly spooking the NPS is the notion of acquiring residential land and residences near the Salt Cairn, or worse, being forced to acquire them." [12] AuCoin recommended a show of support from Seaside, most importantly from neighboring residents, to assist the house bill.

Dr. Chuinard, the Lewis and Clark committee, and Thomas Vaughan became exceedingly irritated at the National Park Service throughout this process. The frustration prompted Vaughan to write in May 1978 that soon the Park Service would be questioning the validity of Crater Lake. [13] With the letter from Congressman AuCoin, Chuinard rallied support from Seaside, as well as support from Oregon Governor Robert Straub, who wrote to Secretary of the Interior Cecil Andrus in April 1978. However, Governor Straub wavered in his support when he learned that the acquisition of residential properties might be necessary for interpretation of the site to NPS standards.

Dignitaries at Salt Works dedication. Shown are Thomas Vaughan, a Seaside Lions representative, Superintendent Bob Scott, NPS representative, Frenchy Chuinard.



By May 1978, the back and forth struggle between Chuinard and the Park Service over the Salt Cairn was at a head. The Park Service maintained that the site's location was questionable and that the historic scene was non-existent and could not be recreated without the acquisition of at least the piece of property separating the site from the beach and ocean. Chuinard responded that although the exact site could not be accurately determined by archeological research, they should not discount oral testimony from the turn of the century. He also stated that they were not asking for immediate development of the Salt Cairn site, only that the Park Service accept management of the site so it had a secure future. For every concern the Park Service expressed, Chuinard had a response.

The turning point came with the appointment of Congressman Phillip Burton of California as the chairman of the House Interior Subcommittee during the 95th Congress. Burton developed the tactic of the omnibus bill during a time when Congress became increasingly in control of the creation of new park units. [14] Burton pulled together many individual proposals for park units into one larger bill that would ensure enough votes for it to pass. With his position as chairman in 1978, Burton compiled what would be called the National Parks and Recreation Act of 1978. This act included the Salt Cairn addition to Fort Clatsop National Memorial, created a dozen parks and increased the acreage of a number of others. To ensure the votes of the Oregon delegation, the struggling Salt Cairn legislation was included and the bill passed and signed into law on November 10, 1978, by President Jimmy Carter. The Oregon Lewis and Clark Trail Heritage Foundation Committee and the Oregon

Historical Society gladly planned a transfer ceremony which was held on June 23, 1979, with Senator Hatfield in attendance. The tenacity of Dr. Chuinard and his fellow supporters paid off and the Park Service adjusted to the addition of the Salt Cairn to Fort Clatsop National Memorial.

The enabling and amendatory legislation for Fort Clatsop National Memorial is typical of the legislative process for historic and commemorative sites. The 1935 Historic Sites Act delegated control and regulation of the nation's historic sites to the National Park Service, but its authority and legitimacy in controlling the selection of these sites has been challenged by the public and by Congress. In his book, *Remaking America*, John Bodnar states that regardless of "how hard the service attempted to keep the process orderly, political influence, local pride, and personal feeling constantly intruded into the deliberations of the NPS professionals." [15] From 1935 through the 1980s, a broad mix of historic sites were given national recognition with little regard for Park Service guidelines. For congressional members, historic sites provide an opportunity to give something to their constituents, as well as serve their own personal pride in the history of their district. Historical parks generally require small budgets, usually relieve a local historical society, and generally don't require land condemnation. [16] In the campaign for national recognition, the Fort Clatsop site had strong community support dating back to at least 1905, the support of the state historical society, and, most importantly, the support of Senator Richard Neuberger and the Oregon congressional delegation. These factors resulted in the successful establishment of Fort Clatsop National Memorial.

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CHAPTER FOUR:

MANAGING FORT CLATSOP NATIONAL MEMORIAL

With its creation as a national park unit in 1958, the site of Fort Clatsop began the evolution from a privately-owned historic site to a functioning unit of the National Park Service. This transition included the establishment of visitor facilities, an administrative staff, and park goals to guide the memorial after the completion of site development. During the first few years of operation, the memorial staff included a park superintendent, a park historian, an administrative staff position, one full-time ranger position, one full-time maintenance person, and one or two seasonal positions. Between 1970 and 1990, the permanent staff grew sporadically, while the seasonal staff grew steadily. Currently, the park supports eleven full-time staff positions and nine seasonal positions.

At Fort Clatsop, management primarily deals with park interpretation, park infrastructure and maintenance, natural and cultural resources, and visitor safety. Historically, management emphasis was placed on the development of interpretation programs, routine infrastructural maintenance, and a reforestation program designed to re-create the coastal forest environment encountered by the Expedition. The memorial has developed a very popular interpretive program, one that includes costumed interpretation at the fort replica and other on-site interpretive locations. This program has received tremendous budget support over the years from the memorial's cooperating association, the Fort Clatsop Historical Association (FCHA), allowing it to develop a full range of in-depth interpretive programs. Visitation grew consistently, from the opening of the visitor center in 1963 to 1991 when visitation leveled out at approximately a quarter of a million annual visitors. Increased visitation, at levels higher than site development planning had anticipated, resulted in an emphasis of management and budgeting on facility and parking maintenance and improvements.

During the site development process, a site concept was developed for the memorial, one which stressed the historical setting of the fort replica. Developments of the 19th and 20th centuries around the site had reduced the once dense forests encountered by the Expedition. In 1958 when the memorial was created, second-generation tree growth still existed around the site. However, approximately one-quarter of the land acquired contained open meadow areas. The memorial's reforestation efforts, carried out by the maintenance division of the park, targeted the restoration of the open field spaces, the screening of the interpretive sites from modern improvements, and supplementation of second-growth areas around the site with native vegetation.

The foremost legislation guiding the park is the 1916 Organic Act, which created the National Park Service as an agency under the Department of the Interior and provided for the preservation and public enjoyment of America's national parks. The 1935 Historic Sites Act also guides park management, providing for the preservation of American historic sites and antiquities under the management of the National Park Service. The Historic Sites Act also mandates that the NPS provide proper interpretation of and access to these sites for the public. The Antiquities Act of 1906 and the National Historic Preservation Act of 1966 (as amended), as well as subsequent legislation regarding historic preservation, cultural

resources, and the NPS, also guide management decisions. The memorial must also adhere to the National Environmental Policy Act of 1969 and other subsequent environmental laws. Park management must also adhere to the memorial's enabling legislation and subsequent amendatory legislation. NPS objectives cover administration policy in all areas of park management, from interpretation to law enforcement to natural resource management.

The following is an overview of the memorial's superintendents and highlights their decisions in all areas of park needs. From 1958 until 1960, a planning team initiated the development process for the memorial through lands identification and needs assessment. This site development is the subject of [chapter five](#) of this document. Specific management areas will be discussed in more detail in the following chapters.

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CHAPTER FIVE:

DEVELOPMENT OF FORT CLATSOP NATIONAL MEMORIAL

In 1958, when Fort Clatsop National Memorial was created, the National Park Service was two years into a program called Mission 66. After World War II and into the 1950s, the National Park System experienced greatly increased visitation. Most parks were unprepared for these increases and park budgets did not provide for improvements and additional accommodations. Parks also suffered deterioration of existing facilities from overuse and age.

In 1951, Conrad Wirth replaced Newton Drury as Director of the National Park Service. Director Wirth began his term by strengthening ties with Congress and advancing the development needs of the National Park Service. This culminated in the Mission 66 program. Mission 66 aimed not only to rebuild park infrastructures to accommodate increased visitation and continued preservation, but it was also aimed at organizing and strengthening the Service. During the war years and the leadership of Director Drury, the Service experienced decreased budgets and increased pressures for the exploitation of park natural resources to aid the war economy. Postwar conflicts like one with the Bureau of Reclamation at Dinosaur National Monument threatened the legitimacy of Park Service policy in the face of other federal agency agendas. Mission 66 was intended to meet the demands of the public and to legitimize the agency's control and authority over the nation's parks.

To meet these goals, park and administrative facilities and roads were built or improved. The concept of the visitor center was developed, creating one building to accommodate visitor and administrative needs. One hundred fourteen visitor centers were built and 2,000 miles of roads built or improved throughout the National Park Service during from 1956 to 1966. [1] It was during this period of park development that Fort Clatsop National Memorial was created.

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CHAPTER SIX:

VISITOR USE AND FACILITY MAINTENANCE

Fort Clatsop is a day use park and its location near the Oregon Coast attracts heavy coastal tourist traffic. Visitation at the site has been on a steady climb since 1963, the opening of the visitor center and the start of visitor services by memorial staff. Visitation in 1963 was 71,707; 115,586 in 1970; 100,060 in 1980; and 279,799 in 1991. [1] Visitation is at its peak during the summer months, especially August. Nineteen-ninety-one numbers reflect the memorial's highest visitation ever. Current visitation averages around a quarter of a million people annually. Visitation pressures at the memorial have resulted in parking improvements and the expansion of the visitor center, and the popularity of the site is not dwindling. Summer months usually find crowded rooms in the fort replica. Studies on the carrying capacity of the memorial are needed to determine future goals in managing memorial visitation.

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CHAPTER SEVEN:

RESEARCH AND RESOURCE MANAGEMENT

Fort Clatsop National Memorial was designated by Congress to commemorate the Lewis and Clark Expedition, a significant event in the history of the United States. In considering resource management at Fort Clatsop National Memorial, there is no dividing line between cultural and natural resources, which are intrinsically linked. The entire memorial is listed on the National Register of Historic Places. The natural environment encountered by the Expedition and recorded by Captains Lewis and Clark is very much a part of the memorial's main cultural resource: the story of the Expedition.

Resource management at the memorial has historically been the responsibility of the interpretation and maintenance staff, with no designated resource management position or formal program. The primary documents guiding resource management at the memorial have been the 1964 Master Plan and its Resources Management Plan, written in 1973 and revised in 1984 and 1986. These documents guided management in the memorial's reforestation efforts, forest maintenance, and in the maintenance of its cultural resources. With the creation of a resource management program in 1992, the management needs of memorial resources, for their future protection and maintenance, will be identified in a revised Resources Management Plan.

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CHAPTER EIGHT: INTERPRETATION

Ranger Phil Jones sewing moccasins, 1970.
(FOCL photo collection)

Over the last thirty-five years, the staff at Fort Clatsop has developed a nationally recognized interpretive program, designed to present to the public the story of the Lewis and Clark Expedition and its stay at Fort Clatsop during the winter of 1805-1806. The 1958 Suggested Historical Area Report described a potential memorial where the site of the replicated fort structure, in combination with the restoration of the historically documented coastal forest environment of 1805-1806, could offer the visitor a physical setting in which to imagine the Expedition party. Since the opening of the visitor center in 1963, the memorial's interpretation has evolved into a comprehensive presentation of the Expedition, its encounters and effects at the turn of the 19th century.



The memorial began telling the story of the Expedition through exhibits and other media utilized at the visitor center and the fort replica. From 1963 to the present, the memorial has broadened the scope of its interpretation through: the development of costumed demonstration programs, held throughout spring and summer and on special occasions; increased seasonal staffing; utilization of the memorial's growing reference library collection; an expanded collection of educational films and videos; expanded and improved exhibit displays, temporary displays, including artifacts from the Lewis and Clark Expedition on loan from other institutions; the filming of costumed demonstrations on laser disc format, shown in the visitor center; and the development of a variety of educational school programs, held both on and off site. Memorial staff have broadened both the depth and reach of its interpretive programs.

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CHAPTER NINE:

INTERAGENCY AND PUBLIC RELATIONS

The memorial has historically maintained good relationships with several public groups and other local, state, and federal government agencies. Fort Clatsop maintains a visible presence in the community through staff involvement with various community and service organizations. Memorial staff have also served on local and state government committees. Through relations with other Pacific Northwest historic sites, the memorial has maintained a resource base for its outreach programs.

Fort Clatsop has had many contacts with various city, county, state, and federal agencies. Planning efforts have also put the memorial in touch with other NPS units, universities, historical agencies, and research groups. In recent years and in conjunction with planning for a new General Management Plan, the memorial has begun to take an active role in the local community and state in various planning efforts. The following is an overview of the significant relations the memorial has had with other groups or agencies.

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CHAPTER TEN:

A NEW GENERAL MANAGEMENT PLAN

From 1990 through 1991, Superintendent Orlando campaigned the Pacific Northwest Regional Office for recognition of management needs at the memorial. Encroachment of development towards the memorial and the increasing possibility that development would be detrimental to memorial resources was the most pressing issue. Related to that issue was the outdated memorial Master Plan, which was due for revision in 1975. The thirty-year-old document did not address and could not guide the memorial in dealing with its resource and land use issues. A new management plan was a primary step in dealing with those issues, as well as updating many of the memorial's specific action plans.

Even though the memorial's master plan was thirty years old, the park still was not high on the priority list for preparation and funding of a new plan. For the memorial to wait for Congressional appropriations and a new plan from Denver Service Center, the park may have waited an additional five to ten years, if not longer. [1] After a site visit by the associate regional director for recreation resources and professional services and regional chief of lands to witness the adjacent land use issues facing the memorial, it was determined that these issues needed to be addressed and that the regional office, park staff, and private consultants would produce an in-house management plan for the memorial.

A planning team was organized by Keith Dunbar, the Chief of Planning and Environmental Compliance in the Pacific Northwest Regional Office (PNRO), which included Superintendent Orlando, memorial staff, representatives of various PNRO divisions, and private consultants. In 1992, the preparation of a new general management plan (GMP) began. On January 30, 1992, a public scoping meeting was held at the memorial. Twenty persons attended the meeting, including representatives of Washington State Parks Fort Canby, Oregon State Parks Fort Stevens, FCHA, Cavenham industries, the NPS, Clatsop County, and interested citizens. Planning issues and concerns facing the memorial "identified at the scoping meeting and subsequent meetings with memorial staff" became the basis of planning for the new GMP. [2]

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CONCLUSION

Thomas Vaughan commented to me during an interview in December of 1993 that no one involved with Fort Clatsop or who opposed federal management in 1958 could have imagined the memorial that exists now. Over the years, the staff at Fort Clatsop have quietly strived to make the memorial the best it could be. Historically, the park has not been the focus of regional or national controversy and has operated in a very self-sufficient manner. In some cases, memorial superintendents have had to yell a little to catch the attention of the regional office, especially regarding infrastructural needs. Fort Clatsop had and continues to have a staff of talented and dedicated individuals. Several staff members have spent a majority or the entirety of their NPS career at the memorial. The memorial also works with one of the best and most dedicated cooperating associations in the nation. Despite its initial rejection, the memorial has been a successful addition to the National Park System.

The memorial reflects two important periods of NPS history. Developed during Mission 66, the park's facilities and goals reflect a period of greater emphasis on visitor services and inspiration through interpretation as the American people began visiting the nation's parks in much larger numbers. The park also utilized the concept of "living history" that appeared in the late 1960s and has developed that trend into a central feature of its interpretive programming. Interpretation and infrastructure management have been the major areas of management emphasis for most of the last thirty-six years. This emphasis has resulted in the creation of a popular demonstration program and an outstanding educational program, the planting of thousands of trees to enhance the historic scene, and the expansion of park facilities to meet the pressures of visitation. Currently, the memorial faces new directions, with emphasis on managing its resources and expanding its boundaries for the inclusion of a commemorative trail.

Under the guidelines of a new GMP, Fort Clatsop and its staff will continue to work towards its primary goal, through different interpretive mediums and the preservation of the natural environment: the commemoration of the Lewis and Clark Expedition. They will also continue to surpass the expectations of those who fought for the site in 1958.

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ENDNOTES

Chapter One

1. Dan Dattilio, *Fort Clatsop: The Story Behind the Scenery*, (K.C. Publications, Inc.) 1986, 6.

Chapter Two

1. Michael Silverstein, "Chinookans of the Lower Columbia", *Handbook of North American Indians*, vol. 7, (Washington D.C Smithsonian Institute, Government Printing Office, 1990), p. 533
2. Silverstein, 536-537.
3. Silverstein, 540
4. Silverstein, 537.
5. A puncheon is a broad piece of roughly dressed timber with one side hewn flat.
6. Gary E. Moulton, ed., *The Journals of Lewis and Clark Expedition*, vol. 6, *November 2, 1805 - March 22, 1806*, (Lincoln: University of Nebraska Press, 1990), 146. The sinks in the Expedition journals refer to latrines. There is no mention of what kind of construction was involved.
7. Moulton, 444.
8. For more information, see John A. Hussey, "Suggested Historical Area Report, Fort Clatsop Site, Oregon", prepared for the National Park Service, Region Four, April 10, 1957, p. 11. Additional information can be found in Moore, Ethel Abbey, "Solomon Smith Built Missions", *Oregon Journal*, July 24, 1955, and in Rueben Gold Thwaites, ed., *Original Journals of the Lewis and Clark Expedition, 1804-1806*, vol. 4, p. 138, note 1.
9. Gordon B. Dodds, *The American Northwest: A History of Oregon and Washington*, (Arlington Heights, Illinois: The Forum Press, Inc., 1986), 36-39
10. John A. Hussey, "Suggested Historical Area Report, Fort Clatsop Site, Oregon", prepared for the National Park Service, Region Four, April 10, 1957, 7.
11. For more information on visitation to the site in the 1800's, see John Hussey's Suggested Historical Area report, including footnotes 3-16.
12. Hussey, 29.
13. It is not clear how much timber was produced through this mill or what percentage of

- the surrounding acreage was logged.
14. Hussey, 29.
 15. Hussey, 29.
 16. Harlan Smith again visited the site around 1966 and toured the site with Superintendent James Thomson. Smith lived to be 100 years old, passing away in California in 1970.
 17. A copy of the transcript from the Harlan Smith interview is located in the Fort Clatsop Park Archive, National Archives and Records Center, Seattle, history files (hereafter cited as Fort Clatsop Archive). The interview was conducted by Regional Historian John Hussey and Regional Archeologist Paul Schumacher, after their Suggested Historical Area Report was completed.
 18. Hussey, 32.
 19. Hussey, 32.
 20. David Ek to the author, 13 October 1994.
 21. Hussey, 33.
 22. Hussey, 33.
 23. Testimony of Carlos Shane, *Proceedings of the Oregon Historical Society*, 1900, Fort Clatsop Archive, 20-21.
 24. Hussey, 19.
 25. The current spring presented at the memorial lies north of the fort replica.
 26. According to a 1985 list compiled by Frank Walker and community members involved in the project, 12 groups were involved in donating time, effort, labor, workspace, or money: the Astoria Junior Chamber of Commerce, the Clatsop County Historical Society, Crown Zellerbach, Finnish Brotherhood, Lions Club of Astoria, Gray Logging Company, Astoria Marine Construction Company, Astoria Port Commission, Pacific Power and Light, Ladies Auxiliary, and the Colonial Dames of America, Oregon Chapter.
 27. Minutes of Clatsop County Historical Society, 3 I August 1955, Fort Clatsop Archive.
 28. Wilt Paulson, interview with the author, 9 December 1993.
 29. Interviews with former Jaycees with the author, 4-5 January 1994.
 30. Ruth Shaner, interview by the author, 5 January 1994.
 31. Michael Foster continued working as a seasonal for the memorial during the first four years of operation and in 1972 became a member of the Fort Clatsop Historical Association board. He still serves on the board. (1994)
 32. Moulton, 140.
 33. Moulton, 175.

34. Lancaster Pollard, *Lewis and Clark at Seaside*, (Seaside: Seaside Chamber of Commerce, 1954).
35. Testimony of Silas B. Smith, Oregon Historical Society, Fort Clatsop Archive.
36. Testimony of Jennie Michel, Oregon Historical Society, Fort Clatsop Archive.
37. Clatsop County Deed Records, Book 71, 64.

Chapter Three

1. *Congressional Record*, 60th Cong., 1st sess., 142.
2. A.N. Thorndike to Senator Richard L. Neuberger, 6 February 1956, Fort Clatsop Archive.
3. Senator Richard L. Neuberger to Malcolm Bauer, 27 June 1956, Fort Clatsop Archive.
4. *Congressional Record*, 84th Cong., 2d sess., 1956, 9567.
5. Conrad L. Wirth to Dr. Franklin B. Queen, 16 November 1953, Fort Clatsop Archive.
6. Paul J.F. Schumacher, "Report of Archeological Excavations at Fort Clatsop National Memorial", prepared for the National Park Service, 1957
7. John A. Hussey, telephone conversation with author, 17 December 1993.
8. From an October 1973 list of members of the Oregon Governor's Lewis and Clark Trail Heritage Foundation Committee, Fort Clatsop Archive.
9. Jim Thomson to Thomas Vaughan, 11 September 1968, Fort Clatsop Archive.
10. John A. Hussey to Thomas Vaughan, 19 September 1968, Fort Clatsop Archive.
11. John Miele to Regional Director, PNRO, 10 September 1973, Fort Clatsop Archive.
12. U.S. Representative Les AuCoin to Dr. E.G. Chuinard, 23 March 1978, Fort Clatsop Archive.
13. Thomas Vaughan to Oregon Governor Robert Straub, 31 May 1978, Fort Clatsop Archive.
14. Ronald Foresta, *America's National Parks and their Keepers*, (Washington, D.C.: Resources for the Future, 1984), 80-81.
15. John Bodnar, *Remaking America: Public Memory, Commemoration, and Patriotism in the Twentieth Century*, (Princeton: Princeton University Press, 1992), 182.
16. Foresta, 149.

Chapter Four

1. Charles Peterson, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1963, Fort Clatsop Archive.
2. James Thomson, interview by the author, 10 November 1993.

3. James Thomson, interview by the author, 10 November 1993.
4. James Thomson, interview by the author, 10 November 1993.
5. Paul Haertel, interview by the author, 7 December 1993.
6. Paul Haertel, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1972.
7. John Miele, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1973, Fort Clatsop Archive.
8. There is debate whether the dog's name was Seaman or Scannon, but the memorial uses the name Seaman. A piece of evidence in support of the name Seaman is Seaman Creek in Montana, which was named by the Expedition.
9. Frank Walker, interview with the author, 3 November 1993.
10. Frank Walker, interview by the author, 3 November 1993.
11. Michael Foster, Chairman of the FCHA board, interview by the author, 6 April 1994.
12. The Project Manager position is the NPS representative on the Ebey's Landing Trust Board.
13. Cynthia Orlando, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1991, Fort Clatsop Archive.
14. Cynthia Orlando, interview with author, 18 August 1994.
15. Interview with Cynthia Orlando, 7 January 1994.
16. Cynthia Orlando, "Superintendent's Annual Report", 1992, Fort Clatsop Archive.
17. Jane T. Merritt, *The Administrative History of Fort Vancouver National Historic Site*, prepared for the National Park Service, Pacific Northwest Region, 1993, 101.
18. "Annual Report of Cooperating Association, 1974", Fort Clatsop Historical Association.
19. Merritt, 101.
20. Sandy Reinebach, interview by the author, 6 January 1994.
21. FCHA was able to purchase a portion of Robert Lange's personal library regarding the Lewis and Clark Expedition and western history. Robert Lange was a member of the Lewis and Clark Heritage Trail Committee and an influential member of Oregon Lewis and Clark groups. He assisted the memorial in research and development of their costumed demonstration programs. Total, FCHA purchased many volumes, some of Lange's personal papers, minutes from heritage trail committee meetings, artifacts from the 1905 Lewis and Clark Exposition, and many other items.

Chapter Five

1. Ronald A. Foresta, *America's National Parks and their Keepers*, (Washington D.C.: Resources for the Future, 1984), 54.

2. Lawrence Merriam to National Park Service Director, 13 February 1958, Fort Clatsop Archive.
3. Press Release from Office of Senator Richard L. Neuberger, 22 June 1958, Fort Clatsop Archive.
4. "Boundary Status Report, Fort Clatsop National Memorial", 19 August 1958, Fort Clatsop Archive.
5. Associate Regional Director, Region Four, to National Park Service Director, 28 December 1962, Fort Clatsop Archive.
6. Hussey, 44.
7. Hussey, 44.
8. Neal Butterfield to Region Four Director, 9 September 1958, Fort Clatsop Archive.
9. Charles Peterson to Regional Director, Region Four, 26 July 1961, Fort Clatsop Archive.
10. Charles Peterson, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1961, Fort Clatsop Archive.
11. Carl Parcher Russell worked for the Park Service for 34 years, 1923 to 1957. During that time he served as the Chief of the museum division, the wildlife division, and as the Chief Naturalist. He also served as Director of Region One and as Superintendent of Yosemite National Park. Just prior to his retirement, Russell served as the Coordinator of Research and Interpretation, Region Four. Russell specialized in the history of the fur trade and the everyday life of the frontier. Russell provided documentation for historical interpretation of frontier and pioneer life for the Park Service and other agencies. The Region Four office contracted Russell to complete the historical data for the Fort Clatsop structure, as well as the first exhibit plan for the visitor center.
12. Hussey, John, and Russell, Carl P., "Historic Structures Report and Furnishing Plan--Fort Clatsop Replica", Part I, prepared for the National Park Service, Region Four, December 1959, a.
13. Hussey, f.
14. Hussey and Russell, 35.
15. Hussey and Russell, 43-44.
16. In part one of the historic structures report, Schumacher uses the word bulldozer in describing future excavations. In reporting the results of those excavations in part two of the report, Schumacher uses the word backhoe. The author is deferring to the use of backhoe in the belief that is the machinery he used. A bulldozer would have been damaging to any archeological materials.
17. Harold G. Fowler, "Landscape Data, Historic Structures Report and Furnishings Plan, Fort Clatsop National Memorial", prepared for the National Park Service, 1959, 85.
18. Lyle E. Bennett, Supervisory Architect, WODC, to the Regional Director, Region Four,

29 January 1960, Fort Clatsop Archive.

19. Charles L. Peterson and Burnby Bell, "Historic Structures Report and Furnishings Plan, Fort Clatsop National Memorial", Part II, prepared for the National Park Service, 1962, 2.
20. Peterson and Bell, 3.
21. Bryn Thomas of Eastern Washington University, Archeological and Historical Service's, points out that while extensive root systems can destroy archeological evidence, those same roots would have been modified, i.e. cut or burned, by the Expedition and those modifications would provide evidence of building at the site.

Chapter Six

1. Visitation Statistics, 1970s, 1980s, 1990s, Fort Clatsop Archive.
2. Marty E. Lee, "1986 Visitor Survey Report", Cooperative Park Studies Unit, Oregon State University, Fort Clatsop Archive.
3. Additional visitor comments from the 1986 visitor survey, Fort Clatsop Archive.
4. Five of the memorial's superintendents have lived on site in residence #1. The memorial's administrative officers Jack Houston and Blanche Henderson occupied residence #3 during the terms of Superintendents Peterson and Thomson, respectively. Residence #3 has also been occupied by memorial rangers. At present, the memorial law enforcement ranger and a member of the maintenance staff live in the memorial residences.
5. 1980 Annual Statement for Interpretation and Visitor Services, Fort Clatsop Archive.
6. Frank Walker, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1988, Fort Clatsop Archive.
7. Ricardo Perez, interview by the author, 6 January 1994.
8. Cynthia Orlando, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1992, Fort Clatsop Archive.
9. David Ek, interview by the author, 18 August 1994.
10. Cynthia Orlando, "Superintendent's Annual Report, Fort Clatsop National Memorial" 1992, Fort Clatsop Archive.
11. John Miele, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1973, Fort Clatsop Archive.
12. John Miele, "Superintendents Annual Report, Fort Clatsop National Memorial", 1973, Fort Clatsop Archive.
13. Frank Walker, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1988, Fort Clatsop Archive.
14. Project justification and planning files, D34, Fort Clatsop Archive.
15. Cynthia Orlando, "Superintendent's Annual Report, Fort Clatsop National Memorial",

1990, Fort Clatsop Archive.

16. For more information on planning for the visitor center expansion, see D3415, Folders 31-33, Fort Clatsop Archive, as well as Superintendent's Annual Reports, 1988-1991.
17. Frank Walker, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1988, Fort Clatsop Archive.
18. Frank Walker, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1989, Fort Clatsop Archive.
19. Cynthia Orlando, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1990, Fort Clatsop Archive.
20. Visual Compatibility Guidelines for Fort Clatsop National Memorial, NPS, Engineering/Design and Maintenance Division, PNRO, 1990, 1.

Chapter Seven

1. Louis Caywood, "Archaeological Report", *Oregon Historical Quarterly*, Vol. XLIX, No.3, September 1948, 209-210.
2. Caywood, 209-210.
3. Caywood, 209-210.
4. Thomas Vaughan, interview with the author, 17 November 1993.
5. Interviews with former Jaycee members, January 4-5, 1994.
6. 19th and 20th century items included china shards, domestic cow bones, pottery shards, glass bottle pieces, a horseshoe, harness pieces, and pieces of an iron stove. Those items considered to be possible America Indian materials were a bone awl and a blue glass bead. However, those items could also be from the Expedition. The party carried such trade items as blue glass beads, trading and collecting cultural items such as bone awls. Such items could have been from either group.
7. Schumacher, 16.
8. Cynthia Orlando, "Superintendent's Annual Report, Fort Clatsop National Memorial" 1990, Fort Clatsop Archive.
9. Visit to the site in 1813 by British fur trader and military captain recorded two Clatsop houses. Early anthropological studies of the Northwest Coast American Indian population and village locations indicate a possible village at Fort Clatsop. See Silverstein, Michael, "Chinookans of the Lower Columbia", *Handbook of North American Indians*, Vol. 7, Smithsonian Institute, Government Printing Office, 1990.
10. Harlan Smith, transcript of an NPS interview conducted 6 July 1957, Fort Clatsop Archive.
11. For more information on the survey history, see resource management specialist David Ek's summary, written May 19, 1994, in the memorial's files.
12. The memorial has been in contact with the Chinookan tribe in assisting them determine what items at Fort Vancouver need be repatriated under the Native American Grave

Protection and Repatriation Act.

13. Scope of Collections Statement for Fort Clatsop National Memorial, 1987, 3.
14. Resource Management Plan for Fort Clatsop National Memorial, 1994, 32-33.
15. Marsha Tolon to Superintendent, Fort Clatsop National Memorial, 10 May 1991, Fort Clatsop Archive.
16. John Miele, interview by the author, 9 November 1993.
17. Bob Scott and Frank Walker, "Superintendents Annual Reports, Fort Clatsop National Memorial", 1980-1986, Fort Clatsop Archive.
18. Resource Management Plan, Fort Clatsop National Memorial, 1984, Fort Clatsop Archive.
19. Resource Management Plan, Fort Clatsop National Memorial, 1986, Fort Clatsop Archive.
20. James Agee, "A Conceptual Plan for Forest Landscape, Fort Clatsop National Memorial", University of Washington, Cooperative Park Studies Unit, 1989, Fort Clatsop Archive.
21. Resource Management Plan, Fort Clatsop National Memorial, 1994
22. "Fort Clatsop National Memorial: Water Resources Scoping Report", 1994, 28.

Chapter Eight

1. Charles Peterson, "Superintendents Annual Report, Fort Clatsop National Memorial" 1964, Fort Clatsop Archive.
2. The dugout canoe was originally loaned to the Clatsop County Historical Society Museum. In 1960, when the loan renewal came due, Burnby Bell (no relation) negotiated with the family to loan the canoe to the park service instead.
3. Barry Mackintosh, *Interpretation in the National Park Service: A Historical Perspective*, prepared for the National Park Service, History Division, 1986, 23.
4. For specific journal entries relevant to the activities portrayed most often by the interpretation staff, see journal entries of Lewis and Clark, 1 January 1806, 9 January 1806, and 20 January 1806.
5. The interpretive collection of items for furnishing the fort replica currently holds over 800 items. The collection includes axes, adzes, woodworking tools, furs, hides, black powder weapons, blankets, buffalo hides, buckskin pants, shirts, moccasins, capotes (a blanket coat), cooking utensils (tin plates, horn spoons), copper and brass buckets, American Indian trade goods (medals, looking glasses, beads, fish hooks), journals, candles, molds, powder horns, kegs, wooden boxes, hats (raccoon fur, beaver fur, and others), military officers coats, flints and steels, lamps and lanterns, among other items.
6. Bob Scott, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1983, Fort Clatsop Archive.
7. Timothy Walker represented York as a ranger at the memorial for two seasons, 1979-

80. Harold Bailey replaced Walker for the 1981 season. A local man hired to replace Bailey for the 1982 season quit before the season started, citing personal reasons. Hiring or recruiting people of a specific gender or race also caused accusations of discriminatory hiring practices in at least one instance. Elaine Miles and Marsha Putman are among the women who have represented Sacagawea.
8. Bob Scott, interview with the author, 13-14 December 1993.
 9. Frank Walker, interview with the author, 3 November 1993.
 10. Letter from Scott Eckberg to author, 1 August 1994
 11. Scott Eckberg, previous interpretive specialist at Fort Clatsop National Memorial, interview with the author, 20 April 1994.
 12. Eckberg, interview with author, 20 April 1994.
 13. Barbe Minard, former seasonal ranger at Fort Clatsop National Memorial, interview with the author, 19 May 1994.
 14. Background of the Ranger on the Road program, written by Interpretive Specialist Scott Eckberg, 1988, Fort Clatsop Archive.

Chapter Nine

1. "Superintendent's Annual Report, Fort Clatsop National Memorial", 1965-1992, Fort Clatsop Archive.
2. "Superintendent's Annual Report, Fort Clatsop National Memorial", 1966-1992, and narrative interpretive reports, Fort Clatsop Archive.
3. Draft General Management Plan/Environmental Impact Statement, Fort Clatsop National Memorial, October 1993.
4. Park ranger Ricardo Perez, interview by the author, 6 January 1994.
5. John Miele, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1973, Fort Clatsop Archive.
6. Information regarding Coast Guard assistance was found in the superintendent's annual reports and was supplemented by interviews with memorial staff.
7. Annual Statements for Interpretation and Visitor Services, K1817, Fort Clatsop Archive.
8. Exhibit planning files, D6215, Fort Clatsop Archive.
9. Cynthia Orlando, "Superintendent's Annual Report, Fort Clatsop National Memorial", 1990-1991, Fort Clatsop Archive.
10. Public relations files, A38, Fort Clatsop Archive.
11. Cynthia Orlando to the author, 13 October 1994.
12. "Superintendent's Annual Report, Fort Clatsop National Memorial", 1981-1991, Fort Clatsop Archive.

13. "Fort Clatsop Historical Association annual report", Fiscal Year 1983, 21 December 1983.

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1. Project justification and planning files, D34, Fort Clatsop Archive.
2. General Management Plan/Development Concept Plan/Final Environmental Impact Statement, Fort Clatsop National Memorial, June, 1995, 129.
3. Draft General Management Plan (GMP), Fort Clatsop National Memorial, October 1993, 15-24.
4. Draft GMP, 15.
5. Draft GMP, 16-17.
6. Draft GMP, 17.
7. Draft GMP, 19-20.
8. Draft GMP, 21-22.
9. Draft GMP, 22-23.
10. Draft GMP, 2.
11. Draft GMP, 3-4.
12. General Management Plan, 134.
13. For a sample of public comment against the GMP in the press, refer to the following articles or editorials: Editorial, *The Columbia Press*, 24 December 1993; "Fort Clatsop expansion plan puts neighbors up in arms", *The Sunday Oregonian*, 19 December 1993 C10; "Farmers irked over Fort Clatsop plans", *The Daily Astorian*, 23 November 1993, 1; "City unhappy about expansion plans", *The Columbia Press*, 24 November 1993, 1-2.
14. General Management Plan, 131-134.
15. General Management Plan, 130-135.
16. General Management Plan, v.
17. General Management Plan, iv-v.
18. General Management Plan, iii.

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APPENDIX A:

KEY LEGISLATION

Enabling Legislation

Public Law 85-435

An Act To provide for the establishment of Fort Clatsop National Memorial in the State of Oregon, and for other purposes, approved May 29, 1953 (72 Stat. 153)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, for the purpose of commemorating the culmination, and the winter encampment, of the Lewis and Clark Expedition following its successful crossing of the North American Continent, there is hereby authorized to be established, in the manner provided herein, Fort Clatsop National Memorial. (16 U.S.C. 450mm.)

Sec. 2. The Secretary of the Interior shall designate for inclusion in Fort Clatsop National Memorial land and improvements thereon located in Clatsop County, Oregon, which are associated with the winter encampment of the Lewis and Clark Expedition, known as Fort Clatsop, and also, adjacent portions of the old trail which led overland from the fort to the coast: *Provided*, That the total area so designated shall contain no more than one hundred and twenty-five acres. (16 U.S.C. 450mm-1.)

Sec. 3. Within the area designated pursuant to section 2, the Secretary of the Interior is authorized to acquire land and interest in land by purchase, donation, with donated funds, or by such means as he deems to be in the public interest. (16 U.S.C. 450mm-2.)

Sec. 4. Establishment of Fort Clatsop National Memorial shall be effected when there is vested in the United States of America title to not less than one hundred acres of land associated with the historical events to be commemorated. Following its establishment, Fort Clatsop National Memorial shall be administered by the Secretary of the Interior pursuant to the Act of August 25, 1916 (39 Stat. 535), as amended. (16 U.S.C. 450mm-3.)

Public Law 95-625 -- Nov. 10, 1978

92 Stat. 3478

Fort Clatsop National Memorial

Sec. 311. Section 2 of the Act of May 29, 1953 (72 Stat. 153; 16 U.S.C. 450mm-1). is amended to read as follows:

"Sec. 2. The Secretary of the Interior shall designate for inclusion in Fort Clatsop

National Memorial land and improvements thereon located in Clatsop County, Oregon, which are associated with the winter encampment of the Lewis and Clark Expedition, known as Fort Clatsop, including the site of the salt cairn (specifically, lot number 18, block 1, Cartwright Park Addition of Seaside, Oregon) utilized by that expedition and adjacent portions of the old trail which led overland from the fort to the coast: *Provided*, That the total area so designated shall contain no more than one hundred and thirty acres".

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APPENDIX B: VISITATION STATISTICS

Visitation To Fort Clatsop National Memorial (1960-1998)

Visitation Statistics from Park Archive

Year	Visitation	Year	Visitation	Year	Visitation	Year	Visitation
1960 (Jul-Dec)	30,000	1970	115,586	1980	100,060	1990	262,728
1961	69,038	1971	122,958	1981	130,765	1991	279,799
1962	70,464	1972	109,876	1982	149,368	1992	253,205
1963	71,707	1973	109,133	1983	146,208	1993	210,369
1964	71,922	1974	85,072	1984	145,985	1994	194,110
1965	69,956	1975	114,015	1985	159,861	1995	195,857
1966	87,244	1976	117,231	1986	173,778	1996	181,102
1967	82,260	1977	96,339	1987	174,800	1997	200,651
1968	89,868	1978	88,700	1988	203,151	1998	234,505
1969	106,236	1979	93,453	1989	206,821	1999	

1998 VISITATION TO FORT CLATSOP NATIONAL MEMORIAL

Month	Totals
Jan	5,041
Feb	6,489
Mar	14,876
Apr	16,655
May	23,500
Jun	26,335
Jul	40,424
Aug	47,462
Sep	23,685
Oct	17,884
Nov	7,485
Dec	4,669

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APPENDIX A: PERSONNEL

Permanent Personnel

[Dates for personnel are incomplete:
complete information was not
available]

Superintendents

Charles Peterson	6/26/60 - 7/31/65
James Thomson	8/29/65 - 11/15/69
Paul Haertel	5/31/70 - 3/17/73
John Miele	6/24/73 - 5/25/74
Robert Scott	7/7/74 - 11/24/84
Frank Walker	3/3/85 - 9/8/90
Cynthia Walker	10/7/90 - present

Administrative Staff

Jack Houston	1964 - 2/67
Blanche Henderson	3/67 - 1970
F. Melina Basye	9/70 - 8/73
Doris Johnson	10/1/73 - 1976
Chris Bernthal	1976 - 1977
Cheryl Ann Cannon	1977 - 4/6/80
Betsy Snow	5/18/80 - 9/82
Betty Knuth	12/13/82 - 6/88
Kathy Fuller	12/88 - 10/90
Mari Johnson	2/91 - 4/92
Alice Morton	7/91 - present
Betty Runnels	5/17/92 - present

Interpretation Staff

Burnby Bell	7/60 - 1968
Emmet Nichols	1968 - 1971
Al Stonestreet	1971 - 5/5/74
Raymond Moore	1972 - 6/4/74
Daniel Card	6/23/74 - 9/14/75
Michael Gurling	8/18/74 - 3/78
Dennis Ditmanson	9/28/75 - 1977
Larry Wiese	1978 - 4/22/79
Curt Johnson	8/26/79 - present

John Gray	4/78 - 9/20/80
Daniel Datillio	3/81 - 5/86
Scott Eckberg	5/86 - 5/91
Janice Elvidge	8/9/92 - present
Maintenance Staff	
Vern Sickler	1960 - 7/65
Ben White	9/65 - 1971
Ross Petersen	9/5/67 - 1/8/83
Dale Cooper	1972 - 1977
Raymond Moore	1972 - 6/4/74
David Pickrell	1977 - 2/29/80
Dennis Waheed	1978 - 7/25/80
Harry Dove	4/15/80 - 11/13/83
Curt Ahola	7/6/81 - present
Ron Tyson	1/17/83 - present
Arthur Jessen	5/90 - 6/90
Gail Johnson	10/21/90 - present
Robert Coulombe	5/19/91 - present
Resource Management Staff	
Ricardo Perez	7/28/91 - present
David Ek	7/26/92 - present

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